UNITED STATES SENTENCING COMMISSION

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PUBLIC MEETING

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FRIDAY DECEMBER 9, 2016

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The Sentencing Commission met in Suite 2500 of the Thurgood Marshall Building, One Columbus Circle N.E., Washington, DC, at 11:30 a.m., the Honorable Patty B. Saris, Chair, presiding.

PRESENT:

PATTY B. SARIS, Chair CHARLES B. BREYER, Vice Chair RACHEL E. BARKOW, Commissioner DABNEY L. FRIEDRICH, Commissioner WILLIAM H. PRYOR, JR., Commissioner MICHELLE MORALES, Ex-officio Commissioner

ALSO PRESENT:

KATHLEEN GRILLI, General Counsel KENNETH COHEN, Staff Director

1	P-R-O-C-E-E-D-I-N-G-S
2	11:30 a.m.
3	CHAIR SARIS: It's time to begin the
4	public meeting. Thank you.
5	Thank you for attending this public
6	meeting of the United States Sentencing
7	Commission. This is the Commission's final
8	meeting in 2016. The Commission will end the
9	year with a number of transitions and vacancies
10	as it marks the final meeting of my six-year term
11	as Chair of the Commission which expires when the
12	Congress adjourns. So, sadly, this will be my
13	last opportunity to address you as
14	Chair of the Commission.
15	Typically my remarks to you focus on
16	our recent activities and our plans for the
17	immediate future. At the end of the meeting I
18	will also look back to the important, exciting
19	period in the Commission's history.
20	But before I do that, I would like to
21	introduce the other members of the Commission.

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I'll start with Judge Charles R. Breyer. He is
 a senior district judge for the Northern District
 of California and has served as United States
 District Judge since 1998. He joined the
 Commission in 2013 and serves as a Vice Chair.

Now I usually have this technical --6 sort of, I give credentials. 7 But I'd also like 8 to add this. Judge Breyer has been a friend for He is one of the best-known and 9 a long time. beloved judges in the federal judiciary. 10 His 11 insights for many years as a trial judge have 12 been invaluable to the Commission. Hopefully he 13 will have the opportunity to serve a second term 14 as his first term is also ending at the end of the congressional session. 15

16 Next we have Dabney Friedrich who has served on the Commission, really, more than a 17 decade since 2006. Immediately prior to her 18 Commission, Commissioner 19 appointment to the Friedrich served as associate counsel at 20 the She previously served as counsel 21 White House.

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to Chairman Orrin Hatch of the United States 1 2 Senate Judiciary Committee, and as an assistant 3 U.S. attorney for the Southern District of California and for the Eastern District of 4 5 Virginia.

This also marks the final meeting for 6 Commissioner Friedrich. I first met her when we 7 8 were bookends together. We came through the 9 confirmation process and in we were sworn together. For the full last decade she has been 10 11 active hardworking member of the an and 12 Commission, contributing greatly to our 13 decisions. She's actually a math whiz. She 14 understands the statistical analysis and the data analysis and has been so helpful to understanding 15 16 the policies of the Commission.

Our staff in particular would love to thank her -- they all have told me this -- for her very supportive efforts. She has also been very impactful in prison reform efforts to better educate prisoners in the Bureau of Prisons,

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1 particularly those with learning disabilities.

She's been a valued member of 2 the Commission, often offering that one idea -- you 3 know, like, you're fighting -- you're trying to 4 5 figure out how we can reach compromise. How are we going to get this important amendment through? 6 And she has often been the one who's given that 7 8 one extra idea or that one insight that -- that's brought closure to the process. 9 I -- I can't imagine -- she's now in California -- not seeing 10 11 you a lot.

12 Next is Judge William H. Pryor who 13 also joined the Commission in 2013. Judge Pryor 14 is a judge for the United States Circuit Court for the Eleventh Circuit Court 15 of Appeals, 16 appointed in 2004. Before his appointment to the federal bench, Judge Pryor served as Attorney 17 General for the State of Alabama. And he's also 18 responsible for the creation of the Alabama 19 Sentencing Commission. 20

You've heard about thinking fast and

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thinking slow. Judge Pryor thinks deeply.
 Judge Pryor is a true scholar who thinks about
 the big picture of sentencing policy.

And next is Rachel Barkow. See -- I 4 5 refused to tell them what I was going to say in Who also joined in 2013. Commissioner 6 advance. 7 Barkow is the Seqal Family Professor of 8 Regulatory Law and Policy at the New York University School of Law where she focuses her 9 teaching research criminal 10 and on and 11 administrative law.

12 She brings extensive academic 13 knowledge to the Commission. She knows everyone 14 in the academy who's thinking about these issues. She is not only knowledgeable about sentencing 15 16 policy, but also on other important substantive areas that affect our work, like mens rea law. 17 She serves as faculty director of the Center on 18 the Administration of the Criminal Law at the law 19 20 school.

I'd also like to recognize Michelle

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Morales who serves as the designated ex-officio member of the Commission. She has the important and, I'll say -- I think sometimes daunting task -- of representing all the different viewpoints within the Department of Justice.

Commissioner Morales is the acting 6 director of the Office of Policy and Legislation 7 8 at the Criminal Division of the Department. She first joined that office in 2002 and has served 9 Commissioner as its deputy director since 2009. 10 11 Morales served previously as an -- AUSA in the 12 District of Puerto Rico.

13 There are some special quests who, I 14 think, are here. Carter Burwell is here as counsel to Senator Cornyn. 15 Welcome. Nkechi 16 Taifa -- I think I said that correctly -- from the Open Society and Justice Roundtable. Sakira 17 Cook from the Leadership Conference, Jesselyn 18 McCurdy from the ACLU, Mary Price from FAMM, and 19 Denise Barrett and Laura Mate of 20 Sentencing Research Counsel. 21

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Now it's always -- I'm always a little embarrassed to do this because somebody may have come in afterwards and I missed you. And so, if that is the case, I'm sorry. But we really welcome everyone who's here right now.

Want to do a few business items to 6 As -- as some of you know, we have 7 begin with. 8 expanded our national training opportunities for judges and practitioners in recent years. 9 In June about 100 judges attended our first ever 10 11 training for judges in Chicago. And the feedback 12 was so positive that the Commission is holding another training session for judges in 2017. 13

On September 7th to 9th the Commission held its annual national training program in Minneapolis and we had 850 attendees. I'd like to recognize and acknowledge the excellent work of the Commission's staff who organized the event and conducted the individual sessions.

20 We've received some feedback from the 21 seminar participants that the national training

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program has grown too large. To respond to this feedback, but to also accommodate the continued demand for our training program, we have decided to hold a national training program series next year.

So, the first in the series that is 6 open to the public will be May 31st to June 2nd 7 And the second will be September 8 in Baltimore. 6th to 8th in Denver. We also will hold a judges-9 only training program in San Diego on June 22nd 10 11 to 23rd. Registration is not yet open for these programs, but you can check our website for more 12 details in the weeks ahead. 13

14 So, as you know, an important part of 15 our process are the advisory groups. In October, 16 the chair and vice chair of the Commission's Practitioners Advisory Group -- or, PAG, as we 17 call it -- completed their terms of office. 18 Ι would like to take a moment to acknowledge their 19 20 service and thank them on behalf of the Commissioner -- of the Commission. 21

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Eric Tirschwell served as chair of the 1 2 PAG from October 2015 to October 2016, following his previous service as vice chair. 3 Nanci Clarence served as vice chair for one year and 4 5 was a member of PAG since 2013. Nanci practices law in San Francisco with Clarence Dyer & Cohen. 6 Existing members of the PAG have taken 7 8 over leadership roles and I'd like to acknowledge them and thank them for their services as well. 9 The new chair, who has been on the advisory group 10 11 since 2012, is Ronald Levine who practices law in 12 Philadelphia. Ron is a principal at Post & 13 Schell in the firm's Business Law and Litigation Department and chair of the firm's Internal 14 Investigation and White Collar Defense Group. 15 16 The new vice chair, Knut Johnson, who

17 practices criminal law in San Diego and is the 18 Criminal Justice Act representative from the 19 Southern District of California. He's been a 20 member of the PAG since 2015. We are grateful 21 to them and all the members of the Commission's

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advisory groups for their consent -- continued
 service to the Commission.

And as I mentioned, we have a -- a new 3 advisory group. And I'll -- Chief Judge Ralph 4 Erickson from the District of North Dakota will 5 serve as the TIAG's chair. The other members 6 have been announced on our website and we thank 7 8 them for their time and service. So now we get down to calling the meeting to order, and I'm 9 going to turn to our excellent General Counsel, 10 11 Kathleen Grilli.

MS. GRILLI: Judge, the first item of business for your vote is a vote on the meeting minutes from the August 18th, 2016 meeting. A motion to adopt the minutes would be in order at this time.

17CHAIR SARIS: Do I hear a motion? A18second? Any discussion? All in favor?

19 (Chorus of ayes.)

20 CHAIR SARIS: Any opposed?

21 (No audible response.)

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1 CHAIR SARIS: All right. Motion 2 carries.

MS. GRILLI: The next item of business 3 for you are a series of proposed amendments for 4 5 publication. The first of which is a proposed amendment on first offenders and alternatives to 6 This proposed amendment contains 7 incarceration. 8 two parts, Parts A and B, either of which may be promulgated since they're not mutually exclusive. 9

Part A sets forth a new Chapter 4 10 11 Guideline at §4C1.1 called First Offenders that 12 would provide lower guideline ranges for first 13 offenders generally and increase the availability alternatives 14 of to incarceration for such offenders at the lower levels of the 15

16 Sentencing Table.

Part B of the proposed amendment would 17 18 expand Zone В of the Sentencing Table bv consolidating Zones B and C. Part B also amends 19 the Commentary to §5F1.2 for home detention, to 20 remove language requiring electronic monitoring. 21

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Each part includes issues for comment. A motion 1 2 to publish the proposed amendment as I just 3 stated with a -- an original comment period closing on February 20th, 2017 and a reply 4 5 comment period closing on March 10th, 2017 with technical and conforming amendment authority to 6 staff would be in order at this time. 7 8 CHAIR SARIS: Thank you. COMMISSIONER BARKOW: So moved. 9 COMMISSIONER FRIEDRICH: Second. 10 11 CHAIR SARIS: Any discussion? All in 12 favor? 13 (Chorus of ayes.) 14 CHAIR SARIS: Any opposed? 15 (No audible response.) 16 CHAIR SARIS: Now, I -- just a few comments here. The Commission is considering 17 this proposed amendment to reduce the penalties 18 for first time offenders and to increase the 19 availability of alternatives to incarceration. 20 Last year the Commission studied alternatives to 21

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incarceration and found that alternative
 sentences were imposed in only 13% of federal
 cases.

Increasing the use of alternatives may 4 5 further decrease the over-capacity issues within We've also been the federal prison system. 6 informed by our ongoing recidivism research that 7 8 shows that true first offenders have а significant lower recidivism rate than offenders 9 with one criminal history point. 10

11 Thirty-point-two-percent of _ _ for 12 offenders with zero criminal history points 13 recidivate as opposed to 46.8% for those with one 14 point. So the Commission would like to consider greater use of alternatives, especially for first 15 16 time offenders. Today we are publishing a proposed amendment that could increase the use of 17 alternatives by combining Zones B and C, perhaps 18 adding a downward adjustment for certain first 19 time offenders, and adding commentary encouraging 20 the use of alternatives for certain categories of 21

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1 offenders.

2 Now, we have a vote? We just did? 3 Right. Okay. 4 (Laughter.) 5 CHAIR SARIS: We've adopted it. Let the record reflect it was unanimous. 6 So, is there another motion? 7 8 MS. GRILLI: Yes, Judge. The next amendment before you for consideration is 9 an issue -- an amendment titled Tribal Issues, which 10 11 arises from the recommendations contained in the 12 ad hoc Tribal Issues Advisory Group report that 13 was submitted to you this summer. 14 The proposed amendment contains two 15 parts aqain, neither of which are mutually 16 exclusive. The first part relates to criminal history and the use of tribal court convictions. 17 Currently those are not counted for purposes of 18 calculating criminal history points, but may be 19 20 considered for -- for a departure based on inadequacy of criminal history. 21

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Part A of the proposed amendment would amend the Commentary to §4A1.3 to set forth a non-exhaustive set of factors for the court to consider in determining whether and to what extent an upward departure based upon a tribal conviction is appropriate.

7 Part В of the proposed amendment 8 responds to concerns that the term Court Protection Order has not been defined in the 9 quidelines and should be clarified. 10 The proposed 11 amendment would amend the Commentary to §1B1.1 to 12 provide such a definition.

13 Each part includes issues for comment. 14 A motion to publish the proposed amendment with -- again, with a public comment period -- an 15 16 original comment period closing on February 20th, 2017 and a reply comment period closing on March 17 10th, 2017 with technical 18 and conforming amendment authority to staff would be in order at 19 this time. 20

COMMISSIONER FRIEDRICH: So moved.

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COMMISSIONER BARKOW: Second. 1 2 CHAIR SARIS: Any discussion? 3 (No audible response.) CHAIR SARIS: I will make the following 4 the dedicated work 5 comment. Based on of commission staff, federal judges and stakeholder 6 groups, the Commission successfully established 7 8 a tribal advisory issues group which published report on the unique federal sentencing 9 its issues relating to American Indians in June of 10 11 this year. As a result of that report and the 12 13 subsequent hearing, the Commission established a 14

permanent Tribal Issues Advisory Group in August I mentioned that just earlier. 15 of this year. In 16 considering and implementing this group's work, the Commission 17 important examined the impact of the federal sentencing guidelines on 18 tribal issues. 19

20 The Commission is putting forth a 21 proposed amendment that responds to the TIAG's

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recommendations regarding tribal 1 court convictions and sets forth five factors for a 2 sentencing -- sentencing judge to consider when 3 determining whether and to what extent an upward 4 5 departure may be appropriate based on а defendant's history of tribal court convictions. 6 A vote is now in order. How many in favor? 7 8 (Chorus of ayes.) 9 CHAIR SARIS: Opposed? (No audible response.) 10 11 CHAIR SARIS: It carries. Thank you. 12 MS. GRILLI: The next amendment, before 13 you today for your consideration is titled 14 Youthful Offenders. Currently under the criminal history rules in the Guidelines Manual, 15 16 sentences for offenses committed prior to the age of 18 are considered in the calculation 17 of defendant's criminal history score. 18

19 The guidelines distinguish between an 20 adult sentence in which the defendant committed 21 the offense before the age of 18 but was convicted

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as an adult, and a juvenile sentence resulting from a juvenile adjudication. The guidelines provide different time periods within which each type of sentence is included in the calculation of criminal history score.

proposed amendment 6 The amends juvenile sentences 7 §4A1.2(d) to exclude from 8 being considered in the calculation of the defendant's criminal history 9 The score. proposed amendment also amends the Commentary to 10 11 §4A1.3 to provide an example of an instance in which a downward departure from the defendant's 12 13 criminal history may be warranted for an adult conviction committed prior to the defendant's 14 18th birthday. 15

16 The proposed amendment also includes 17 issues for comment. A motion to publish the 18 proposed amendment with an original comment 19 period closing February 20th and a reply comment 20 period closing March 10th, 2017 and technical and 21 conforming amendment authority to staff would be

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1 in order at this time.

2	CHAIR SARIS: Is there a motion?
3	COMMISSIONER BARKOW: So moved.
4	CHAIR SARIS: Is there a second?
5	COMMISSIONER MORALES: Second.
6	CHAIR SARIS: Any discussion?
7	(No audible response.)

8 CHAIR SARIS: The Commission is 9 considering a proposed amendment that targets youthful offenders under the quidelines. 10 This 11 proposal will exclude juvenile sentences from 12 being considered in the defendant's criminal 13 history score. It also provides a list of 14 certain offenses that should never be counted for purposes of criminal history score 15 including 16 juvenile status offenses and truancy.

17 In light of the growing adolescent 18 brain development research and recent court 19 decisions, we welcome public comment on this 20 issue. We -- it's time for the vote on this. 21 All in favor?

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1 (Chorus of ayes.) 2 CHAIR SARIS: Any opposed? 3 (No audible response.) CHAIR SARIS: It carries. 4 5 voted in favor of this motion 6 7

And let the record reflect that at least three commissioners to publish. General counsel will now advise us on a possible 8 vote concerning an amendment on the Bipartisan Budget Act. 9

GRILLI: MS. Judge. The 10 Yes, 11 Bipartisan Budget Act amendment which is before 12 you responds to the Bipartisan Budget Act of 2015 which added new subdivisions to 48 -- 42 USC 13 14 Sections 408, 10, 11, 13, 83A, prohibiting commit 15 conspiracy to fraud with the same 16 statutory maximum penalties applicable to the offenses that exist in 17 substance of those 18 statutes.

These statutes that were amended are 19 20 currently referenced in Appendix A to §2B1.1. But the proposed amendment would amend Appendix 21

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A so they are also referenced to the Conspiracy
 Guideline, §2X1.1.

The Bipartisan Budget Act also amended 3 those statutes to add increased penalties for 4 5 certain persons who are specifically defined in the statute who commit fraud offenses under 6 social security programs. 7 relevant The new 8 increased penalties, ten years, apply to all of the fraudulent conduct in subsection A of the 9 three statutes. 10

11 The proposed amendment would amend 12 §2B1.1 to address cases in which the defendant 13 was convicted in any one of those statutes and to 14 whom the increased statutory maximum term applies, but provides a bracketed enhancement of 15 16 either two or four levels and a minimum offense level of 12 or 14 for such cases. It also adds 17 commentary concerning the applicability of the 18 abusive position of trust adjustment in §3B1.3, 19 bracketing two possibilities for that as well. 20 Issues for comment are also provided. 21

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publish 1 Motion to the proposed 2 amendment with an original comment period closing February 20th and a reply comment period closing 3 March 10th, 2017 would be in order at this time 4 5 with technical and conforming amendment authority to staff. 6

7 COMMISSIONER BREYER: So moved.
8 CHAIR SARIS: Is there a second?
9 COMMISSIONER FRIEDRICH: Second.
10 CHAIR SARIS: Any discussion?

11 (No Audible response.)

12 CHAIR SARIS: response In to the 13 Bipartisan Budget Act of 2015, the Commission is 14 also considering а proposed amendment that 15 reflects Congress's changes to the Social 16 Security Act by increasing penalties for Social Security Fraud. I would like to acknowledge the 17 important years of work, as well as the continued 18 oversight, led by the House Judiciary Committee, 19 the Senate Committee on Finance and the House 20 21 Ways and Means Committee to ensure aggressive

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implementation of these new penalties relating to 1 2 social security fraud. Is there a vote? All in favor? 3 (Chorus of ayes.) 4 5 CHAIR SARIS: Any opposed? (No audible response.) 6 Motion 7 CHAIR SARIS: carries to 8 publish. The General Counsel will now advise on 9 the first possible vote concerning a proposed amendment on acceptance. 10 11 MS. GRILLI: I -- if I may actually go 12 back to an amendment --13 CHAIR SARIS: All right. 14 MS. GRILLI: On criminal history issues? 15 16 CHAIR SARIS: All right. MS. GRILLI: This proposed amendment is 17 a result of the Commission's work in examining 18 Chapter 4. Chapter 4 of the guidelines currently 19 20 count revocation of probation, parole and supervised release, special parole or mandatory 21

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calculating criminal 1 release for purposes of 2 history points, adding the sentence of 3 imprisonment imposed on revocation to original sentences of imprisonment and treating the total 4 sentence for purposes 5 as if it was one of calculating criminal history points. 6

7 Part A of the proposed amendment would amend §4A1.2(k) to provide that those revocations 8 are not to be counted for purposes of criminal 9 It would also state that such 10 history score. 11 revocations may be considered grounds for а departure under §4A1.3, which is departures based 12 13 on inadequate -- inadequacies of criminal history 14 Part A also includes issues for category. 15 comment.

16 Part B of the proposed amendment would amend the Commentary to §4A1.3 to provide that a 17 downward departure from the defendant's criminal 18 history may be warranted in cases in which the 19 20 period of imprisonment actually served by the defendant substantially less 21 was than the

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sentence imposed. Motion to publish the proposed 1 2 amendment on criminal history issues with an 3 original comment period closing on February 10th and a reply comment period closing on March 10th, 4 5 2017 and technical and conforming amendment authority to staff would be in order at this time. 6 7 COMMISSIONER BREYER: So moved. 8 CHAIR SARIS: Is there a second? JUDGE PRYOR: Second. 9 CHAIR SARIS: Any discussion? 10 All in 11 favor? 12 (Chorus of ayes.) 13 CHAIR SARIS: Any opposed? 14 (No audible response.) CHAIR SARIS: It carries. 15 Ms. Grilli? 16 MS. GRILLI: Yes, Judge. The next is the Acceptance of Responsibility 17 amendment This amendment -- proposed amendment 18 Amendment. 19 responds to concerns that the Commentary to 20 §3E1.1 encourages courts to deny a reduction in sentence when a defendant pleads guilty, accepts 21

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responsibility for the offensive conviction, but
 unsuccessfully challenges the presentence report
 assessment of relevant conduct.

proposed amendment The amends the 4 5 Commentary to §3E1.1 to revise how the defendants conduct challenge of relevant should 6 be considered in determining whether the defendant 7 8 has accepted responsibility for purposes of the quidelines. is also 9 An issue for comment provided. 10

11 motion to publish the proposed Α 12 amendment as I just stated it with a -- a _ _ 13 again, a public comment period closing February 14 10th, an original comment -- original comment period the -- February 20th, 15 sorry. Replv 16 comment period closing March 10th, 2017 and technical and conforming amendment authority to 17 staff would be in order at this time. 18

CHAIR SARIS: Is there a motion?
COMMISSIONER FRIEDRICH: So moved.
CHAIR SARIS: Second?

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- 1 JUDGE PRYOR: Second.
- 2 CHAIR SARIS: Any discussion?
- 3 (No audible response.)
- 4 CHAIR SARIS: All in favor?
- 5 (Chorus of ayes.)
- 6 CHAIR SARIS: Any opposed?
- 7 (No audible response.)
- 8 CHAIR SARIS: Thank you, it carries.
- 9 MS. GRILLI: The next amendment for 10 your consideration is the Miscellaneous Amendment 11 which responds to recently enacted legislation 12 and miscellaneous guideline issues. It contains 13 four parts.

14 Part A responds to the Transnational Drug Trafficking Act of 2015 by amending §2B5.3. 15 16 Part B responds to the International Megan's Law to Prevent Child Exploitation and Other Sexual 17 Crimes Through Advanced Notification of Traveling 18 Sex Offenders Act by amending §§2A3.5, 2A3.6 and 19 20 Appendix A. Issues for comment are also included in this part. 21

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1	Part C responds to the Frank R.
2	Lautenberg Chemical Safety for the 21st Century
3	Act by amending Appendix A. And Part D amends
4	§2G1.3 to clarify how the use of a computer
5	enhancement in subsection (b)3 of that guideline
б	interacts with its correlating commentary. A
7	motion to publish the proposed amendment with an
8	original comment period closing February 20th and
9	a reply comment period closing March 10th, 2017
10	and technical and conforming amendment to staff
11	is in order at this time.
12	CHAIR SARIS: Do I hear a motion?
13	COMMISSIONER BARKOW: So moved.
14	CHAIR SARIS: Second?
15	VICE CHAIR BREYER: Second.
16	CHAIR SARIS: Any discussion?
17	(No audible response.)
18	CHAIR SARIS: All in favor?
19	(Chorus of ayes.)
20	CHAIR SARIS: Any opposed?
21	(No audible response.)

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CHAIR SARIS: It carries. 1 Thank you. 2 MS. GRILLI: The next proposed amendment for your consideration is the Marijuana 3 Equivalency Technical Amendment 4 which makes 5 technical changes to §2D1.1 to replace the term marijuana equivalency with the term converted 6 7 drug weight. It also changes the title of the 8 drug equivalency tables to druq conversion 9 tables.

10 A motion to publish the proposed 11 amendment with an original comment period closing 12 February 20th, and a reply comment period closing 13 March 10th, 2017 with technical and conforming 14 amendment authority to staff would be in order at 15 this time.

16 CHAIR SARIS: Do I hear a motion?

17 VICE CHAIR BREYER: So moved.

18 JUDGE PRYOR: Second.

19 CHAIR SARIS: Any discussion? All in

20 favor?

21 (Chorus of ayes.)

1	CHAIR SARIS: Any opposed?
2	(No audible response.)
3	CHAIR SARIS: All right.
4	MS. GRILLI: The next amendment is a
5	technical amendment. This proposed amendment
6	makes various technical changes to the Guidelines
7	Manual and it also has several parts.
8	Part A makes clarifying changes to
9	Chapter 1 Part A and to Application Note 2(A) of
10	§2B1.1. Part B makes technical changes in
11	\$\$2Q1.3, 2R1.1, 4A1.2, and 4B1.4. Part C of the
12	proposed amendment makes clerical changes to the
13	Commentary to $\$1B1.13$, subsections (d)6 and (e)2
14	of §2D1.11, the Commentary to §§2M2.1, 2Q1.1,
15	2Q1.2, $2Q1.3$, subsection (a)4 to §5D1.3, and the
16	lines representing 18 United States Code Sections
17	371 and Sections 1591 in Appendix A.
18	A motion to publish the proposed
19	amendment with a comment period closing February
20	20th and a reply comment period closing March
21	10th, 2017 with technical and conforming

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amendment authority to staff would be in order at 1 2 this time. 3 CHAIR SARIS: Thank you. Is there a motion? 4 5 JUDGE PRYOR: So moved. VICE CHAIR BREYER: Second. 6 CHAIR SARIS: Any discussion? 7 All in 8 favor? (Chorus of ayes.) 9 CHAIR SARIS: Any opposed? 10 11 (No audible response.) 12 CHAIR SARIS: It carries. Ms. Grilli? 13 MS. GRILLI: Yes, Judge. The final vote to publish is on an issue for comment titled 14 In August 2016 the Commission indicated 15 Drugs. 16 that one of its priorities this year would be the offenses involving 17 study of MDMA/ecstasy, synthetic cannabinoids such as JWH-018 and AM-18 2201, and synthetic cathinones such as methylone, 19 MDPV and mephedrone. 20 The Commission intends that the study will be conducted over a two-year 21

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1 period.

2 The issue for comment -- seeks comment on the following factors as it relates to each of 3 the drugs that I just mentioned: the chemical 4 5 structure, the pharmacological effects, the legislative and scheduling history, the potential 6 for addiction and abuse, the pattern of abuse and 7 8 harms associated with abuse, and the patterns of trafficking with 9 and harms associated trafficking. 10

11 issue for comment also The seeks 12 broader comment on offenses involving mis _ _ 13 synthetic cathinones and synthetic cannabinoids and the offenders involved in such offenses. 14 Α motion to publish the issue for comment with a 15 16 public comment period closing on March 10th, 2017 and technical and conforming amendment authority 17 to staff would be in order at this time. 18

19 CHAIR SARIS: Thank you. Is there a 20 motion to publish the comment -- the issue for 21 comment? Is there a second?

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2 CHAIR SARIS: Any discussion? 3 (No audible response.) CHAIR SARIS: Let me just say that the 4 5 Commission is publishing an issue for comment that initiates a two-year study on synthetic 6 7 drugs including synthetic cannabinoids, 8 cathinones and MDMA. Now that I'm leaving, I finally can pronounce all these -- these drugs. 9 The study will consider among other 10 11 things whether to add new substances to drug In light of the increasing 12 equivalency tables. 13 trend of synthetic drug cases in the federal 14 docket, the Commission believes that it is

16 The Commission welcomes any public 17 comment on the impact of synthetic drugs as we 18 conduct this study. We want to make sure that 19 the penalties are appropriate and the guidelines 20 are well informed. Is there a vote? All in 21 favor?

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appropriate to further examine the issue.

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1 (Chorus of ayes.) 2 CHAIR SARIS: Any opposed? 3 (No audible response.) CHAIR SARIS: It carries. Thank you. 4 5 So now I move on --COMMISSIONER Judge Saris, 6 MORALES: 7 may I say a comment about --8 CHAIR SARIS: Yes, yes. Of course. COMMISSIONER MORALES: Thank you. 9 We are indeed, the Department, for the Commission 10 11 agreeing to do that study of synthetic drugs 12 which we believe is a really important issue. 13 But I did want to note that we do have 14 about the some concerns some of proposed believe that 15 amendments. We some of the 16 amendments as written could be overbroad and potentially benefit offenders that, frankly, in 17 our opinion, should not -- do not merit such 18 benefit. 19 20 That said, we will express those

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concerns more fully and recommend ways to address

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them in the public comment. And as always, we will work closely with the Commission to find common ground so that we can find language that we can indeed support. So, thanks.

5 CHAIR SARIS: Thank you. So, I'd like make a few concluding remarks about 6 to the 7 transition. During this period of transition, I'd 8 like to acknowledge that next year will mark the anniversary of the Commission's first 9 30th publication of the sentencing guidelines. 10

11 Over the last six years, the proposed 12 amendments to the guidelines have been developed 13 adopted in tradition of and the same 14 bipartisanship that has shaped the Commission during the last three decades. Over the last six 15 16 years the Commission's current membership has continued this remarkable tradition with 17 an evidence-based and collegial approach to decision 18 making. 19

20 Our efforts have resulted in 21 significant policy decisions that we believe have

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contributed to a decrease in the federal prison population, which peaked in 2013 at 219,298 and now has declined to its current level of 193,303. That's a reduction of more than 28,995 offenders -- or, 13.2% over three years.

It has been a pleasure to serve as 6 chair of the Commission. I've learned so much 7 8 from each and every commissioner I have had the honor to serve with. I started with my friend 9 and former chair Ricardo Hinajosa, with Ketanji 10 11 Brown Jackson -- now a judge -- Judge Beryl Howell and Commissioner William Carr and ex-officio 12 13 Jonathan Wroblewski.

14 Ι have become a big fan of our 15 Standing Advisory Groups, the Practitioners 16 Advisory Group, the Probation Officers Advisory Group and the Victims Advisory Group. 17 I would like thank the Federal Defenders 18 also the Guidelines Committee, Commission Liaison 19 Subcommittee, and the Sentencing Resource Counsel 20 for their assistance. I am enthusiastic about 21

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the future contribution of our Tribal Issues
 Advisory Group.

3 These groups regularly meet with the Commission and help us in the formation of 4 5 sentencing policy. I also would be remiss if I did not acknowledge the significant impact of the 6 public comment in relation to our amendments to 7 8 the guidelines sent from a broad range of interested Americans and stakeholders during my 9 tenure as chair. Your formal contact, your 10 11 continued interest by coming, has helped us shape 12 over 50 amendments that were promulgated during 13 my tenure.

14 And it's always a little dangerous Just as I -- I mentioned some folks 15 doing this. I may be -- I'm missing people -16 who were here. - but some of the organizations that have really 17 submitted the most public comment over the years, 18 and I'd like to thank, are the American Bar 19 Association, American Civil Liberties Union, the 20 Drug Policy Alliance, Families Against Mandatory 21

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Minimums -- which I -- FAMM. And I'd also like 1 2 to thank Mary Price who I don't think has missed a meeting since I -- since I've been here. The 3 National Association of Assistant United States 4 5 Attorneys, the National Association of Criminal Defense Lawyers, and the Sentencing Project. 6 I'm sure there are more here and I apologize in 7 8 advance, but I -- I just -- in particular, you know, we get these giant white binders with all 9 of your comments, and I sit on my couch and I 10 read everything -- as do all the commissioners -11 and we talk about it when we come into our 12 13 meeting. So, thank you.

14 It's also been a joy to work with the Commission's staff of esteemed attorneys, social 15 16 scientists, and other professionals with criminal justice federal 17 expertise on and sentencing policy. Along with the many other 18 hardworking individuals who each contribute with 19 their best efforts in their respective roles. 20

21 When I was a judge up in

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1 Massachusetts, I had no idea the -- the level of 2 expertise and knowledge and commitment that went 3 in to each one of the guidelines. And that's 4 because of our outstanding staff.

5 I wanted to give a particular shout out to Staff Director Ken Cohen and our staff 6 director before him, Judy Schoen. 7 My first year 8 here -- those of you who have been following this -- was a tough one as I learned the ropes. 9 And I have had the best of teachers, friends, and 10 11 mentors.

12 staff has provided all the Our 13 commissioners with invaluable support and 14 expertise, and together with all of you -- the listening public and the people who send us 15 16 comments -- hopefully we have been active in the quidelines in federal 17 trying to make sentencing fairer and more proportionate while 18 maintaining an ongoing commitment to public 19 20 safety.

When I first became chair six years

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ago, the BOP inmate population was 1 37% over 2 capacity. I remember the head of the BOP sitting here and telling us that statistic. 3 Now it is about half that. In 2011, my first year on the 4 5 Commission, the Commission implemented new lower crack cocaine penalties from the 2010 6 Fair Sentencing Act, and voted to apply these changes 7 retroactively to benefit currently incarcerated 8 crack cocaine offenders. 9

In arriving at these decisions, the 10 11 Commission found that the crack cocaine penalties 12 were not proportionate to the harms on society, 13 the impact of the unduly and that severe 14 penalties were borne mostly by minorities. That decision resulted in 7,748 offenders receiving an 15 16 average reduction in their sentences of 19.9%, from 153 months to 123 months. 17

18 Then in 2014 the Commission voted to 19 reduce the drug quantity table for all drug 20 trafficking offenses, not just crack cocaine, by 21 two levels, which reduced drug penalties going

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forward by about 17%. The Commission then voted to make those reductions retroactive. And, todate, 28,544 drug offenders have received an average sentence reduction of 17% -- or about 25 months -- from 143 months to 118 months.

It's important for the public to know, 6 before sentencing reductions were granted, as a 7 result of the 2011 or 2014 amendments, 8 each individual case was reviewed by a federal judge 9 to ensure that the offender did not pose a public 10 11 safety risk. Simply put, none of these 12 reductions are automatic.

The Commission also had several other 13 14 important amendments that became effective this 15 year. In response to the Supreme Court's 16 decision in Johnson versus the United States, the Commission eliminated the analogous residual 17 clause from the sentencing guideline's definition 18 of crime of violence. The amendment will help 19 relieve some of the strain on the courts and the 20 broader uncertainty that has followed Johnson. 21

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In addition, this year the Commission 1 2 published a report to Congress analyzing career offenders in the federal system and the statutory 3 definition of crime of violence. In our report, 4 5 the Commission recommended that Congress establish one definition of crime of violence for 6 all criminal law purposes, and we encouraged 7 8 Congress to adopt the Commission's definition of 9 crime of violence that single, uniform as definition. 10

11 We also strengthened and broadened the criteria for compassionate release with several 12 13 meaningful changes. Congress charged the 14 Commission with issuing policy statements 15 describing what should be considered 16 extraordinary and compelling reasons for а sentencing reduction. 17

Commission's 18 Through the newly expanded criteria, federal 19 inmates may be eligible for compassionate release based on four 20 categories relating to medical conditions, age, 21

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1 family circumstances, or other extraordinary, 2 compelling reasons. The Commission's action 3 encourages the BOP to use its current authority eligible offender if an meets any of these 4 5 circumstances.

We also addressed the guidelines for 6 illegal reentry offenses. 7 The 2016 amendment 8 increased penalties for those immigrants who commit crimes after unlawfully reentering the 9 country, or who are convicted of reentering the 10 11 country multiple times. Immigration offenses 12 comprised a large portion of the federal docket, 13 and these enhancements may affect a large number 14 of cases. They also simplify the application of the immigration guidelines. 15

Over the last six years I've traveled throughout the nation. From coast to coast, on the border -- I've traveled throughout our great country and I've spoken to different audiences about the challenges confronting the federal criminal justice system today.

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Whether I'm addressing a room full of 1 2 federal judges or a group of law students, I've always emphasized that the Commission's decisions 3 are evidence-based and data-driven. During my 4 tenure the Commission's Office of Research and 5 397,248 analyzed individual 6 Data has cases, cataloguing the pertinent sentencing data into 7 8 comprehensive computer database maintained by the Commission. 9

Our detailed synthesis of sentencing 10 11 data has culminated in 60 publications ranging from significant research reports -- so, big, 12 13 thick things that I know you all love reading --14 to those 23 -- two-page quick facts that Glenn Schmitt has been -- and his crew have been so 15 16 creative in creating. These two-page documents focusing on a variety of issues in the criminal 17 justice system. 18

We have also responded to 845 special data requests. Since 2012 the Commission has made its prison and sentencing impact analyses

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available to the public on its website, and this 1 2 year the Commission launched a redesigned website to make it more accessible. The Commission's 3 reports have a continuing impact on educating 4 5 policy makers and the public. For instance, several of the Commission's recommendations in 6 its 2011 Mandatory Minimum Report are reflected 7 8 in bipartisan legislation now pending between -before the House and the Senate. 9

We uniformly concluded that mandatory minimum sentences in their current form are often too high and applied too broadly to lower-level defendants, and the most severe penalties are often applied inconsistently.

So that's why we've urged Congress to 15 16 reduce the current statutory mandatory minimum for druq trafficking, 17 penalty to consider expanding the safety valve to allow a greater 18 number of non-violent, low-level drug offenders 19 20 to be sentenced below mandatory minimum penalties, effect 21 to give retroactive to

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statutory changes made by the Fair Sentencing Act of 2010 and to reassess the scope and severity of the recidivism provisions in the statutes which can double the mandatory minimum penalties if a drug offender has a prior conviction for a drug trafficking offense.

7 We plan to update the pivotal 8 Mandatory Minimum Report with more current data And it's my hope -- and, I think 9 in the future. all of our hope -- that the Congress, 10 the 11 Executive Branch, and the public continue to base 12 sentencing laws and policies on the Commission's 13 high quality data and thoughtful analysis. So 14 much bipartisan progress has been made in criminal justice reform. 15 I am so hopeful that 16 the 115th Congress will pass meaningful legislation. 17

18 So, at this point, I have -- I'd like 19 to turn this over to my fellow and sister 20 commissioners and -- to see if they'd like to add 21 anything.

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1 VICE CHAIR BREYER: Well, I'm not shy, 2 so I will. You know, this -- this is our last But more significantly, it is the 3 meeting. conclusion of Judge Saris's leadership on this -4 5 on this Commission. And it has been universally acclaimed as extraordinary. 6

It's extraordinary because she has 7 8 brought to this Commission a sense, not only of collegiality, but of truly listening to varying 9 points of view in an effort to try to resolve 10 11 differences. She has guided been by the 12 principle that the perfect is always, or 13 frequently, the enemy of the good. And so the 14 idea is to try to achieve some basic fairness, some result that will alleviate situations in 15 16 which injustices occur.

You note that it's -- it's an interesting thing for a judge to be part of a -to be part of an administrative process where -where what you have to do is try to achieve some sort of compromise of -- in order to achieve a

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that is progressive. 1 result And it is а 2 Commission that's not non-partisan, it's And it's bipartisan because of the 3 bipartisan. effort, when the Commission was established, to 4 5 try to get different points of view expressed on that Commission. 6

And it has been my pleasure -- and I 7 8 think every commissioner's pleasure -- to be quided in that task which is a difficult task 9 because it's a task that always involves some 10 11 sort of compromise to be guided by Judge Saris. 12 leadership has been extraordinary. The Her Commission has received a number of letters. 13 Let 14 me just cite the two.

One comes from the Justice Roundtable 15 which is a -- which is a collection of -- of 16 groups that are very interested in -- in -- in -17 - in establishing a -- communication with the 18 19 Commission in an effort to try to achieve 20 progress and reform in sentencing. And they acknowledge Judge Saris's leadership. 21 That

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letter will be part of the -- placed on the web. 1 2 And also by my -- I'd like to mention 3 a letter that Congressman Conyers wrote a few And I'd like to read excerpts of that: days ago. 4 5 "Dear Judge Saris, as your term comes would like to thank you for your 6 a close I 7 leadership of the United States Sentencing 8 Commission and your commitment to achieving sentencing reform and equal justice for all. 9 appointed to chair 10 You were the Sentencing Commission during a critical period in 11 12 the evolution of our criminal justice system, marked by an increased openness to rethinking 13 14 sentencing policy. At that time, President Obama spoke of your unwavering commitment to justice 15 16 and his confidence that you would serve with excellence and integrity. He was correct. 17 Your Commission clearly showed 18 work on the your dedication to justice over the past years. 19 As chair, you led the Commission with fortitude, 20

21 dignity, working to address important issues such

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as sentencing disparities, the unwarranted and
 costly growth of the federal prison population
 and the unintended consequences of mandatory
 minimum penalties, especially among minorities.

5 Your extensive legal experience and knowledge combined with an obvious passion for 6 7 justice equipped you to guide the Commission 8 through time of robust reflection and а 9 innovation accomplish substantial to many Your efforts made certain that the 10 milestones. 11 purposes and the goals of the Commission were 12 fulfilled."

13 He cites the particular achievements 14 of Judge Saris and concludes: "you served with diligence, distinction and honor. 15 Always with a 16 sense of urgency in formulating solutions to issues identified by the Commission, seeking to 17 promote fairness and public safety. 18 I applaud your efforts to foster public trust and respect 19 for our criminal justice system. 20

21 Although you are leaving the

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Commission, I know you will continue to work to 1 2 improve our criminal justice system. Thank vou 3 for your leadership, advocacy and service. Signed, John Conyers, Jr. Member of Congress." 4 5 And that sentiment -- those sentiments have been echoed by -- by so many people and 6 captured by Ken Cohen yesterday in his tribute to 7 8 -- to Judge Saris. As we know, the Commission -- the -- at the end of the session may very well 9 be reduced to two members, not having a quorum to 10 11 And so the question is, well, what happens? act. 12 What happens to the Commission?

13 And -- and I want to suggest, as one person, that while the Commission in terms of 14 15 promulgating amendments and taking official 16 action, may have some brief period of hibernation -- the Commission itself does not. That is the 17 staff itself -- the Sentencing Commission. 18

19 The work that these people in the room 20 do is extraordinarily important. It is the 21 gathering of data from which evidence -- and

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that's the evidence -- drives decisions. Drives decisions of judges. After all the -- the -- the sentencing guideline system is primarily directed to judges, so judges can make decisions as to what are appropriate sentences.

So, Glenn, your -- your -- you have to
redouble your efforts, which are extraordinary
anyway, and -- and gather all of that evidence,
because it is the evidence that drives it.

A second task that I would just like 10 11 to acknowledge -- and I can speak to this, I 12 think, because I am a judge -- is the importance 13 of the training that the Sentencing Commission 14 does. The -- the fact of the matter is that by going out and talking to judges, and explaining 15 16 to judges how the guidelines operate, and how they operate in a way to try to ameliorate the 17 disparities that may occur throughout the country 18 is extraordinarily important. 19

20 And in my travels -- and I think in 21 the Commissioner's travels -- we have constantly

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1 been applauded -- we can't give course to the 2 credit -- but the credit really goes to the staff of the Commission -- for engaging in -- in this 3 important task. And -- and Raquel Wilson and her 4 5 -- her very devoted and very talented individuals who work with her must continue this task of 6 educating judges as to -- as to the relevance --7 8 the relevance of the guidelines.

On this sort of -- a -- a personal 9 note, you know it -- I -- I've now been associated 10 11 with sentencing issues since 1967. I did the 12 math, I'm not as good as Dabney, but alarmingly, it looks like it's like, 50 years. So, I've been 13 14 involved in this 50 years as a prosecutor, as a 15 defense lawyer, as a judge. Not yet as а 16 defendant, but --

17 (Laughter.)

VICE CHAIR BREYER: Those 50 years -you would think after 50 years I would know what a right sentence is -- a correct sentence in any given situation -- and I'm not confident that I

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do. And nor do I think any judge is confident
that he or she has -- has articulated the correct
sentence in any given case. Because it's not
susceptible of that type of analysis.

5 More importantly, you do know -- or, 6 you should know -- what a wrong sentence is --7 what a circumstance that is inappropriate to the 8 circumstances. And the guidelines help fashion 9 it -- anchor a judge in terms of -- of applying 10 a -- a better sentence to any given situation. 11 So it serves a tremendous role.

12 Now if I may say about our fellow 13 commissioners when we joined this Commission, we 14 all articulated the thought that we cannot allow the perfect to be the enemy of the good. 15 It's 16 important in this type of situation to try to arrive at a compromised positions, at positions 17 18 that further the purposes of the sentencing quidelines. 19

It has been, I would say, really a -a remarkable experience for me to work with Judge

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1 who is of the most principled Pryor one 2 individuals that I have ever had the -- the opportunity of working with. He -- while we may 3 not share, I think it's fair to say, exactly the 4 5 same ideology on all of these issues -- nor does any judge necessarily share the same ideology. 6 7 And the purpose of the quidelines and the purpose 8 of this Commission is to try to articulate these views and to see whether or not there's common 9 ground. 10

11 He has been a -- a leader of this 12 Commission in -- in arriving in a collegial way 13 at common ground in -- in our deliberations. And 14 it has been my honor to work with you. 15 Dabney, of course, brings not only the 16 institutional memory of the Commission, but also a willingness -- and indeed, a zeal -- for looking 17 at what the evidence is with respect to any 18 particular suggestion that's been made. And it's 19 interesting -- it's interesting -- you all don't 20

21 see it -- but it's interesting that when you start

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1 talking about the evidence, what does the data 2 show, it informs the judgment of commissioners as 3 to what the proper path is with respect to any 4 given amendment.

5 And of course it's been a delight, 6 Rachel, to work with you because while you're an 7 academic -- you are a --

8 (Laughter.)

9 VICE CHAIR BREYER: You are a -- you
10 are a practical academic.

11 (Laughter.)

12 VICE CHAIR BREYER: That is to say you 13 have your feet and your soul rooted in -- in 14 reality and in a sense of improving the system. And I think the Commission is extraordinarily 15 16 fortunate that you will go forward as а commissioner. It has been a 17 honor, _ _ an privilege for me to do it. 18

And I would say that, Patti, just -none of this would have happened -- none of this would have happened without your -- without your

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leadership. And so I -- I'm indebted, but really 1 2 the country should be indebted by the service. 3 The fact is that without that type of leadership, I don't know what we would have accomplished. 4 So 5 thank you very much. CHAIR SARIS: Thank you. 6 7 COMMISSIONER FRIEDRICH: What a tough 8 act to follow. Always. (Simultaneous speaking.) 9 (Laughter.) 10 11 COMMISSIONER FRIEDRICH: Oh, well. Ι 12 will -- I will try. But, thank you Judge Breyer, 13 and thank you Judge Saris for your very, very 14 kind comments. It has been for me such an incredible honor and privilege to serve these 15 16 last ten years. I am very, very sad to go. And I would like to start by thanking 17 both Presidents Bush and Obama for giving me this 18 opportunity. Truly an opportunity that has been 19 one of the highlights of my professional career. 20 And that's not just because of the important work 21

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this Commission does, but it's the people with 1 2 whom we serve. And let me start by talking about the staff which is -- both Judge Saris and Judge 3 Breyer have made clear -- is just extraordinary. 4 5 You all bring such expertise and professional judgment -- good judgment -- wisdom 6 and dedication to your jobs that -- that we the 7 8 Commission simply could not do what we do without your help. And I am deeply grateful for all the 9 10 long hours you've put in and treasure your friendship. And I will miss you -- miss you 11 12 dearly.

13 Т'd also like thank the to 14 stakeholders. All of you do so much to enhance our decision making and inform our judgment. 15 Ι 16 know many, many of you have other jobs that you do in addition to this, and yet you write very 17 thorough and solid both 18 extensive, written comment -- I know it takes great time to prepare 19 for your testimony before us for hearings -- and 20 also the informal feedback you give us. 21 And we

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really appreciate it. We learn from it and
 benefit from it enormously.

3 In these next few months, as Judge Pryor and Judge Saris noted, we're going to be in 4 5 a period of transition here at the Commission. But I have no doubt with this staff -- this expert 6 7 staff and the commitment of our remaining 8 commissioners here, that the good work will continue. 9

And I'd just -- I'd just like to talk 10 11 about two areas in particular that are of most 12 interest to me. The first is the Commission's 13 ongoing work on recidivism. This research is 14 critically important not just to this Commission, but to all policymakers who are looking at the 15 16 criminal justice system. And it really -- the is ---- the gathering 17 the data is is It's data no one else has and it 18 impeccable. really helps not only us, but all of the outside 19 world and particularly the policymakers. 20

So, I -- I know that it will continue

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to shape criminal justice reform in this interim 1 2 and as we continue to face big challenges with the overpopulation of your prisons, I know the 3 Commission's in this work area will be 4 5 instrumental. Not just ensuring that lengthy prison terms are reserved for those who pose the 6 greatest risk to society, but also to help both 7 8 BOP and others provide the kind of support and programming that will help prisoners successfully 9 jeopardizing integrate into society without 10 11 public safety.

12 And we have to do a better job of 13 programming. I've spent the last couple years 14 doing a lot of volunteer work in a federal prison. 15 And we can do better. We must do better.

Most of the inmates face significant challenges in terms of -- not just addiction issues but also learning disabilities and mental health issues. And we can do better. We must do better. Not only is it the right thing to do, it is the cost-effective thing to do.

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A recent RAND study concluded that for every dollar spent on evidence-based educational programming, there's a five-dollar decrease in recidivism cost. So programming good, effective evidence-based programming makes a difference, and I hope the Commission's continued research will shed light on this subject.

8 Another important priority -the Commission, is its continued focus, I hope, on 9 structural reform of the guidelines. 10 It's currently structured -- the guidelines cannot 11 12 fulfill the goals of the Sentencing Reform Act 13 simply cannot ignore the increasing and we 14 disparities in the system. Especially the demographic disparities. 15 And I hope that the 16 future Commission will work with Congress to both restructure and simplify the quidelines to better 17 meet the goals of the Sentencing Reform Act. 18

And finally the Commission -- the commissioners. This is, as I said yesterday, one of the most professional and collegial bodies

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that I've ever worked in. And Judge Saris, as I 1 2 said yesterday, I credit you for the leadership. You have really set the tone not just 3 within the Commission in terms of how we treat 4 one another and staff treats one another and we 5 treat -- interact with staff. But also in terms 6 7 of the outside community. And you have done a 8 great deal to make this place the place that it And you've just done an outstanding 9 is today. So I thank you for your -- for your service. 10 iob. 11 It has been such a pleasure to serve with you -- and with all of you. 12 Each one of you really epitomizes the role of a public servant in 13 every way -- what -- what that should be. 14 And I'm deeply grateful for your friendship and I 15 16 will very much miss working with all of you. Thank you. 17 JUDGE PRYOR: I wanted to say a few 18 words, too. I think that the last several years 19 will be remembered as one of the golden eras of 20

21 the United States Sentencing Commission. We have

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tackled some of the most difficult problems in federal sentencing. And the Commission has resolved those problems with what I think are thoughtful and data-driven solutions. I want to highlight three.

We've satisfied our statutory mandate 6 to address prison overcrowding by reforming the 7 8 guideline for drug trafficking and by making that reform retroactive. We have reformed the career 9 offender guideline to resolve some of the most 10 11 vexing and difficult problems in federal 12 sentencing. And we have reformed the immigration 13 quideline and simplified it in a way that will 14 save considerable tax dollars and result in fairer sentencing. 15

16 None of these reforms could have been achieved without the contributions of the 17 commissioners whose 18 terms will soon expire. Judge Patti Saris has been an exemplary leader 19 for this Commission. She has been thoughtful, 20 hardworking -- I will say more about hardworking. 21

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We will get in Commission meetings and
 beg her for breaks. She has fortitude.

3 (Laughter.)

JUDGE PRYOR: She is serious, always cheerful, fair-minded and above all, collegial. We could not have asked for a better leader these last few years.

8 The same is true for our vice chair, 9 Judge Chuck Breyer. The wisdom and wit that he 10 has brought to our work has been extraordinary 11 and I -- I could say a lot more, but I want to 12 say most of all I certainly hope that he will 13 soon be given the opportunity to serve again on 14 the Commission. We need him.

want to thank Commissioner 15 And Т 16 Dabney Friedrich for her long and distinguished service on the Commission. She has brought a 17 unique mix of experience, as a Senate staffer, 18 19 federal prosecutor and associate White House Counsel, to assist us in our work. 20 And I want to echo two things that were highlighted earlier 21

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1 by Judges Saris and Breyer.

2 As Judge Saris rightly pointed out, Friedrich Commissioner often 3 has been the necessary commissioner to provide us the key idea 4 5 resolve some kind of problem as we have to considered amendments to the guidelines. 6 And I 7 -- you know, I don't know how we could have 8 resolved these problems the last few years without -- without those insights. 9

And I -- as Judge Breyer pointed out, 10 11 institutional knowledge, has her too, been 12 invaluable. Particularly in reminding us, as we 13 think about and deliberate about the various 14 issues, that previous commissions have thought about and tried to tackle those same issues. 15 And 16 she's helped us avoid going down trails that would have been unproductive. 17

18 I'm proud to call all of these 19 commissioners my friends and colleagues. I want 20 to congratulate them and thank them for their 21 terrific service to the federal judiciary and

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most of all, to the American people.

2 COMMISSIONER BARKOW: So I would like to say a few words, too. I think it can be easy 3 to become cynical about bureaucrats in Washington 4 5 or what the government can accomplish. But as a member of this Commission for the past three-and-6 7 a-half years, I've had a front-row seat to 8 government service at its finest and it's highlighted for me all that can be accomplished 9 with the right people. 10

11 Three of the finest colleagues I have 12 ever had leaving the Commission are today. 13 Thankfully one is staying. And I want to take a 14 moment and reflect on what an honor it's been for serve alongside them. 15 me to Judge Saris, Commissioner Friedrich, and Judge Breyer, they 16 represent the best of government service. 17

18 They've approached every decision 19 we've made at the Commission in my time here with 20 careful attention to our authorizing statutes, 21 the empirical facts and what would further the

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public interest. And we come from different 1 2 backgrounds and we bring different perspectives 3 to the issues, and yet we -- this group -- usually consensus about what reaches we should do, 4 5 because that is what we're guided by. We're quided by data, a commitment to the rule of law 6 and well-reasoned arguments. 7

8 And so our discussions of issues are always respectful and productive. 9 And actually, they're usually pretty funny, too. 10 And Т 11 couldn't have dreamed of a better group of 12 colleagues. I want to give special thanks and 13 appreciation to Judge Saris, our chair.

14 other hat, as has been So, my mentioned is as -- also as an administrative law 15 16 professor. And what I usually teach is dysfunctional agencies -- agencies that fail. 17 All the ways in which they go wrong. 18 And I will just say that I wish that Judge Saris could run 19 every agency in our government. 20

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21 (Laughter.)

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COMMISSIONER BARKOW: If we could just 1 2 clone her out, we would solve so many problems. Because the culture that she has fostered here at 3 the Commission is the ideal culture for good 4 5 decision making. Everyone comes prepared, and she sets that example right at the top. 6 Everyone feels comfortable speaking 7 8 his or her mind and representing whatever view they have because you know that's going to be 9

10 aired and respected and we'll all talk about it.
11 And she keeps us moving along. She runs an
12 efficient meeting. And then she guides us to
13 common ground.

14 So, it's not surprising to me that the 15 Commission has accomplished what it has under 16 Chair Saris, and it really has been one of the 17 honors of my life to be part of this. I'm very 18 proud of what we've accomplished.

But the credit is really -- is really
yours for your guidance. So I always look
forward to these meetings. You know, I get on

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the train, and I'm excited to come down. I can't wait to talk about it. But that wasn't true this time. I was really sad. Really sad to see you go.

5 Now, thankfully we're going to still That's the other thing that have the best staff. 6 7 makes our agency really great is the staff are 8 incredible. They are so dedicated and hardworking and smart and wonderful to be with. 9 And that same is true of Judge Pryor. 10

11 So I'm not alone and I'm very happy 12 about that. And I really hope that Judge Breyer 13 will be coming back. Because I echo that -- we 14 -- we need your service and you're tremendous.

But I know I speak for everyone here when I say we will miss you all tremendously. You will leave a void that I think will be impossible to fill, but a legacy that I think will continue to guide us. I fully expect to be hearing your voices in my head in a hopefully sane way as we --

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(Laughter.)

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2 COMMISSIONER BARKOW: On future 3 issues. Thank you.

COMMISSIONER MORALES: All right, so on 4 5 -- on my personal behalf, but also on behalf of Commissioner Jonathan Wroblewski, who preceded me 6 and of course, on behalf of the Department as a 7 8 whole, Ι also want to thank the departing commissioners for their collaboration with us. 9

And starting with Commissioner 10 11 Friedrich, your exemplary career path from your 12 work as an AUSA in San Diego and in Alexandria to 13 the Senate Judiciary Committee to the White House 14 Counsel's Office, and of course, your time on the Commission, shows a true commitment to furthering 15 16 the causes of justice. But what is most important is your work with the inmates at the 17 Federal Correctional Institution at Dublin. 18

As was previously noted, you have shown an unwavering devotion to the women and bettering their lives through -- through

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education. Commissioner Friedrich has advocated tirelessly in prison -- in the prison and to the director of BOP and to department leadership. We think it's fair to say that the Department's new initiative to reform federal prison education programs is due in large parts to your efforts.

50, Commissioner, we thank you for all your tireless work on this, and we hope that our collaboration continues. And of course, Chair Saris, as so many already have noted, you have just shown extraordinary leadership during your tenure here at the Commission.

13 together we've addressed many And important issues from healthcare fraud to the 14 theft of trade secrets. From firearms violence 15 16 to implementation of the Fair Sentencing Act. policy, 17 Judge sentencing retroactive application, and simplification. 18 You've quided the Commission deftly and ensured that the voices 19 of defendants, law enforcement, crime victims, 20 and the public at large have been heard. 21 And we

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appreciate all that you've done, and for being
 such a strong partner over the last years.

And for those of you who don't work 3 with her behind the scenes, Judge Saris is just 4 5 as pleasant and approachable and no-nonsense as fair appears in public. 6 as she And when confronted with policy questions, as others have 7 8 noted, she's always considered the question headon, with an open mind, and considered science and 9 consulting real-world 10 her experience and assessing the right outcome. 11 And what's more, 12 she shares all that experience with us -- and it's amazing how she always seems to have a 13 defendant that was just before her that --14

15 (Laughter.)

16 COMMISSIONER MORALES: Same issue that we're discussing. So she'll walk us through the 17 analysis and lay out her conclusion. 18 And does it way that it invites 19 in а conversation, challenge and it becomes a true give and take 20 that, which as others have noted, is what makes 21

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policy work. And also she always finds a great
 pun to tie all these things together and make us
 all laugh.

But, all in all, Chair Saris, your leaving this institution, as others have noted, stronger than you found it. And your leadership has contributed to greater justice in ways large and small. And for that the Department of Justice will always be grateful.

10 And, Judge Breyer, like others have 11 noted, we are hoping you get extended so you don't 12 -- you don't get a --

13 (Laughter.)

14 COMMISSIONER MORALES: You don't get a 15 special -- we really hope to see you as well as 16 Commissioner Pryor and Commissioner Barkow in 17 2017.

CHAIR SARIS: Thank you. 18 Wow. It's very sad day for me as you can see, all of us 19 have become very close friends as commissioners. 20 It's the President 21 such а thank for

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nominating, not just me, but everybody here. 1 And 2 also the Congress for confirming us. It's been 3 а true honor. I'm pleased with the accomplishments years of the last six and 4 5 grateful to all -- everybody in this room for helping. 6

I -- I wanted to mention that I --7 8 what I'm hoping to convey is regardless of how many commissions -- commissioners there are, our 9 We're working work goes on. We're working hard. 10 11 working hard hard on reports. We're on 12 amendments. And it's important that you all stay 13 with us as the years go forward.

To that end I'd like to acknowledge 14 that there will be a new acting chair announced 15 16 as my term ends with the conclusion of the session I am confident that the future 17 of Congress. Commission and the Commission staff will remain 18 dedicated serious about the 19 and important And as we all look back on 30 years of 20 mission. guidelines Commission, 21 and work of the Ι

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appreciate -- it's really my honor to serve as 1 2 the chair during this historic period. It really was historic. I remember being asked to be chair 3 of the Commission -- I've never been chair of --4 5 led an agency before. And each opportunity -each new opportunity -- each new challenge, I was 6 helped by everyone here. 7

8 So, while my time is ending, the work And I urge each one of you to remain 9 qoes on. focused and dedicated as ever to the guidelines 10 11 which are fair, effective, and just. And to make 12 sure they stay that way. Thank you very much. 13 Should we call this? Do we have a motion to 14 close?

15 JUDGE PRYOR: I move to be adjourned.

16 CHAIR SARIS: Please, no one second.

17 (Laughter.)

18 CHAIR SARIS: No one seconds. Sorry.19 Not going anywhere.

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20 (Laughter.)

21 CHAIR SARIS: Is there a second?

1	(No audible response.)
2	(Laughter.)
3	CHAIR SARIS: Now what do I do?
4	COMMISSIONER FRIEDRICH: I'll second.
5	CHAIR SARIS: We'll walk out arm-in-
б	arm.
7	COMMISSIONER FRIEDRICH: Yes.
8	CHAIR SARIS: Just how we walked in.
9	And the meeting's now adjourned. Thank you very
10	much.
11	(Applause.)
12	(Whereupon, the above-entitled matter
13	went off the record at 12:39 p.m.)