

November 9, 2017

The Honorable Richard Shelby  
Chairman  
Subcommittee on Commerce, Justice,  
Science and Related Agencies  
Senate Committee on Appropriations  
Washington, DC 20510

The Honorable Jeanne Shaheen  
Ranking Member  
Subcommittee on Commerce, Justice,  
Science and Related Agencies  
Senate Committee on Appropriations  
Washington, DC 20510

The Honorable John Culberson  
Chairman  
Subcommittee on Commerce, Justice,  
Science, and Related Agencies  
House Committee on Appropriations  
Washington, DC 20515

The Honorable José Serrano  
Ranking Member  
Subcommittee on Commerce, Justice,  
Science, and Related Agencies  
House Committee on Appropriations  
Washington, DC 20515

Dear Chairmen Shelby and Culberson and Ranking Members Shaheen and Serrano:

The 69 undersigned organizations write to urge continued funding of federal innocence and forensic science programs at the Department of Justice and the National Institute of Standards and Technology at the Department of Commerce in the final FY 2018 Commerce, Justice, Science, and Related Agencies appropriations bill. ***These innocence and forensic science programs increase the accuracy and fairness of the criminal justice system, provide the strongest possible forensic science tools to justice system stakeholders, and generate greater public safety for our nation.***

Specifically, we request that Congress appropriate the following FY18 funding levels in its final FY18 funding bill:

- **\$2.5 million** for the Wrongful Conviction Review Program at the Department of Justice (DoJ), Bureau of Justice Assistance (*the Wrongful Conviction Review Program is a part of the Capital Litigation Improvement Program*);
- **\$4 million** for the Kirk Bloodsworth Post-Conviction DNA Testing Program at the DoJ, National Institute of Justice (NIJ);
- **\$13.5 million** for the Coverdell Forensic Sciences Improvement Grant Program at NIJ;
- **\$4 million** to support forensic science standards setting activities at the National Institute of Standards and Technology (NIST);
- **\$13.5 million** for NIST to support forensic science research and measurement science.

National Registry of Exonerations data show that the number of exonerations has significantly increased since federal innocence programs - the Bloodsworth Post-Conviction DNA Testing and Wrongful Convictions Review programs - began to receive funding in 2008 and 2009, respectively. (See <http://www.law.umich.edu/special/exoneration/Pages/Exoneration-by-Year.aspx>). ***This dramatic increase in the number of exonerations is in part a result of the federal decision to invest in these programs to help ensure the accuracy and integrity of the criminal justice system.*** In the 20 years prior to the initiation of innocence program funding

(from 1989 to 2008), the rate of exonerations was much lower. ***In the last three years, the number of exoneration cases has been at its highest level, with 2016 being the best year with 166 exonerations.*** These effective program outcomes show the power and need to invest in federal innocence and forensic science programs.

Freeing innocent individuals and preventing wrongful convictions through reform ***greatly benefits public safety.*** Every time DNA identifies a wrongful conviction, it enables the identification of the person who actually committed the crime. ***Such true perpetrators have been identified in approximately half of the over 350 DNA exoneration cases.*** Unfortunately, many of these individuals went on to commit additional crimes while an innocent person was convicted and incarcerated in their place.

***To date over 350 individuals in the United States have been exonerated through DNA testing, including 20 who served time on death row.*** These innocents served an average of 14 years in prison before exoneration and release. However, the value of federal innocence and forensic science programs is not to just these exonerated individuals. It is important to fund these critical programs because reforms and procedures that help to prevent wrongful convictions ***enhance the accuracy of criminal investigations, strengthen criminal prosecutions, and result in a stronger, fairer system of justice that provides true justice to victims of crime.***

### **Wrongful Conviction Review Program**

We know that wrongful convictions occur in cases where DNA evidence is not sufficient or even available to prove innocence. The National Registry of Exonerations currently lists over 2,000 exonerations since 1989 -- over 300 of which were based primarily on DNA. The Wrongful Conviction Review Program provides critical support to ensure that experts are available to navigate the complex landscape of post-conviction litigation, as well as oversee the thousands of volunteer hours local innocence organizations leverage to help investigate these complex cases and support the significant legal work they require. ***The Wrongful Conviction Review Program has contributed to 28 exonerations over the past two years.***

The Wrongful Conviction Review Program provides funding to local innocence organizations so that they may provide this type of expert, high quality, and efficient representation for innocent individuals. The program's goals are both to alleviate burdens placed on the criminal justice system through costly and prolonged post-conviction litigation ***and to identify, whenever possible, the person who actually committed the crime.***

To help continue this important work, we urge you to provide \$2.5 million for the Wrongful Conviction Review Program in FY18 (the Wrongful Conviction Review Program is a part of the Capital Litigation Improvement Program.) **We also urge Congress to clarify that at least 50 percent of the \$2.5 million (or total amount appropriated to Wrongful Conviction Review and the Capital Litigation Improvement Programs in FY18) should be used to support entities that represent individuals with post-conviction claims of innocence and provide legal representation; case review, evaluation, and management; experts; and investigation services related to these innocence claims.**

### **The Bloodsworth Program**

The Bloodsworth Program supports states and localities that want to pursue post-conviction DNA testing in appropriate cases. The program does not directly fund the work of local innocence organizations, but instead focuses on state and local applicants, including law enforcement agencies, crime laboratories, and a host of others – often in collaboration with each other, as well as with local innocence organizations. For example, a Bloodsworth grant to Arizona allowed the state’s Attorney General’s Office to partner with the Arizona Justice Project to create the Post-Conviction DNA Testing Project. This effort canvassed the Arizona inmate population, reviewed cases, located evidence, and filed joint requests with the court to have evidence released for DNA testing. In addition to identifying the innocent, *Arizona Attorney General Terry Goddard noted that the “grant enable[d] [his] office to support local prosecutors and ensure that those who have committed violent crimes are identified and behind bars.”*<sup>1</sup>

The Bloodsworth program is a powerful investment for states seeking to free innocent individuals and identify the individuals who actually committed the crimes. ***The program has resulted in the exonerations of 43 wrongfully convicted persons in 13 states. The person who actually committed the crime was identified in 13 of those cases.*** For example, Virginian Thomas Haynesworth, who was wrongfully incarcerated for 27 years, was freed thanks to Bloodsworth-funded DNA testing that also revealed the person who actually committed the crime. The culpable person in that case went on to terrorize the community by attacking twelve women, with most of the attacks and rapes occurring while Mr. Haynesworth was wrongfully incarcerated. Given the importance of this program to both innocent individuals and public safety, we ***urge you to provide \$4 million to continue the work of the Bloodsworth Post-Conviction DNA Testing Program in FY18.***

### **The Coverdell Program**

Recognizing the need for independent government investigations in the wake of allegations of forensic negligence or misconduct, Congress created the forensic oversight provisions of the Coverdell Program, a crucial step toward ensuring the integrity of and improving public confidence in forensic evidence. Specifically, in the Justice for All Act, Congress required that

[t]o request a grant under this subchapter, a State or unit of local government shall submit to the Attorney General...a certification that *a government entity exists and an appropriate process is in place to conduct independent external investigations into allegations of serious negligence or misconduct substantially affecting the integrity of the forensic results* committed by employees or contractors of any forensic laboratory system, medical examiner’s office, coroner’s office, law enforcement storage facility, or medical facility in the State that will receive a portion of the grant amount.<sup>2</sup>

The Coverdell Program provides state and local crime laboratories and medical examiner offices with much needed federal funding to carry out their work both efficiently and effectively. As forensic science budgets find themselves severely stretched in many states and localities, and as

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<sup>1</sup>Arizona receives federal DNA grant, <http://community.law.asu.edu/news/19167/Arizona-receives-federal-DNA-grant.htm> (last visited Mar. 13, 2012).

<sup>2</sup> 42 U.S.C. § 3797k(4) (emphasis added).

federal bodies recommend the implementation of new policies, standards, and guidelines, the Coverdell funds are critical to ensure that crime labs can function both efficiently and effectively. As the program supports both the capacity of crime labs to process forensic evidence and the essential function of ensuring the integrity of forensic investigations in the wake of serious allegations of negligence or misconduct, we ***urge you to provide \$13.5 million for the Coverdell Program in FY18.***

### **Forensic Science Improvement**

To continue the critical work to improve forensic science, and help prevent wrongful convictions, we urge you to provide ***the following amounts in FY18 for forensic science improvements, including:***

- **\$4 million** directed to NIST to support forensic science technical standards development, including \$3 million to support the Organization of Scientific Area Committees (OSAC) and \$1 million to support technical merit evaluations.
- **\$13.5 million for the National Institute of Standards and Technology (NIST)** at the Department of Commerce to support forensic science research and measurement science.

***As the federal entity that is both perfectly positioned and institutionally constituted to conduct measurement science and foundational research in support of forensic science, NIST's*** work will improve the validity and reliability of forensic evidence, a need cited by the National Academy of Sciences 2009 report, *Strengthening Forensic Science in the United States: A Path Forward*.<sup>3</sup> NIST's reputation for innovation will result in technological solutions to advance forensic science applications and achieve a tremendous cost savings by reducing court costs posed by litigating scientific evidence.

The OSAC is seen by many as the most significant federal forensic science initiative in recent years. State and local forensic scientists, who conduct the vast majority of forensic science casework, are in strong support and are significantly involved in this effort. In order for a standard to qualify for the registry that the OSAC maintains, it must demonstrate that it is technically sound. Some forensic science methods have not yet received an evaluation of their technical merit and NIST needs further support to conduct these vital reviews. At a time when public safety and national security are some of our nation's top priorities, it is imperative that Congress invest in scientific tools that support these endeavors. The Coverdell Program and forensic science activities and research at NIST will help to greatly improve forensic disciplines and propel forensic science toward greater accuracy and reliability.

Thank you for your leadership in helping to ensure the accuracy, integrity, and reliability of our nation's criminal justice system. We urge you to support all of the aforementioned programs, including the Wrongful Conviction Review; Bloodsworth; Coverdell; and forensic science programs. If you have any questions, or need additional information, please contact Jenny Collier, Federal Policy Advisor to the Innocence Project, at [jcollier@colliercollective.org](mailto:jcollier@colliercollective.org).

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<sup>3</sup> National Research Council. *Strengthening Forensic Science in the United States: A Path Forward*. Washington, DC: The National Academies Press, 2009. doi:10.17226/12589, p. 22-23.

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Sincerely,

After Innocence

Alaska Innocence Project

Alliance of Baptists

Arizona Justice Project

Boston College Innocence Project

California Innocence Project

Campaign for Youth Justice

Center for Criminal Justice and Professional Responsibility (North Carolina)

Children's Advocacy Institute

Committee for Public Counsel Services Innocence Program (Massachusetts)

Community Alliance on Prisons

Connecticut Innocence Project/Post Conviction Unit

CURE (Citizens United for Rehabilitation of Errants)

George C. Cochran Innocence Project at the University of Mississippi School of Law

Hawaii Innocence Project

Healing Justice

Idaho Innocence Project

Illinois Innocence Project

Innocence Project (New York)

Innocence Project Clinic at University of Baltimore School of Law

Innocence Project New Orleans

Innocence Project Northwest

Innocence Project of Florida

Innocence Project of Texas

Innocence Project of Iowa

Innocence Project of Minnesota

International CURE

IU McKinney Wrongful Conviction Clinic (Indiana)

Justice for Families

Justice Policy Institute

Kentucky Innocence Project – Department of Public Advocacy

Major Cities Chiefs Association

Michigan Innocence Clinic

Michigan State Appellate Defender Office

Mid-Atlantic Innocence Project

Midwest Innocence Project

Montana Innocence Project

National Association of Criminal Defense Lawyers (NACDL)

NAACP

National Association of Counsel for Children

National Association of Social Workers

National Council of Jewish Women

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National Domestic Violence Hotline  
National Juvenile Justice Network  
NC Center on Actual Innocence (North Carolina)  
Nebraska Innocence Project  
New England Innocence Project  
New Mexico Innocence and Justice Project and the University of New Mexico School of Law  
New York Law School Post-Conviction Innocence Clinic  
Northern California Innocence Project  
Ohio Innocence Project  
Ohio Public Defender Wrongful Conviction Project  
Oklahoma Innocence Project  
Oregon Innocence Project/Oregon Justice Resource Center  
Palmetto Innocence Project (South Carolina)  
Peace Alliance  
Pennsylvania Innocence Project  
Puerto Rico Innocence Project - Justicia Reivindicada  
The Constitution Project  
The Innocence project at UVA School of Law  
The Reinvestigation Project (New York)  
Treatment Communities of America  
T'ruah: The Rabbinic Call for Human Rights  
United Methodist Church, General Board of Church and Society  
West Virginia Innocence Project  
Wisconsin Innocence Project  
Witness to Innocence  
WMU-Cooley Innocence Project (Michigan)  
Women Who Never Give Up