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Clinton Administration's Anti-Gang and Youth Violence Strategy

As I begin my second term as President, the next stage in our fight must center on keeping our children safe and attacking the scourge of juvenile crime and gangs. I want every police officer, prosecutor, and citizen in America working together to keep our young people safe and young criminals off the streets. This should be America's top priority in the fight for law and order over the next four years. I pledge it will be mine.

**-President Clinton
January 11, 1997**

I. Juvenile Justice

Today, just six weeks after making this pledge to the American people, President Clinton is demonstrating -- once again -- that his word is his bond. Today, he is calling on Congress to pass an Anti-Gang and Youth Violence Bill which has ten key elements:

- 1) \$200 million for 1,000 new State and local Anti-Gang Prosecution initiatives;
- 2) Funding for 1,000 new after-school programs to keep young people off the streets;
- 3) Federal authority to prosecute more juveniles as adults for violent offenses;
- 4) Require safety locks on handguns, reducing accidents and gun theft;
- 5) New tools for prosecutors to protect witnesses willing to testify against gangs and punish gang members who intimidate witnesses;
- 6) A \$75 million initiative to combat truancy and school violence;
- 7) Brady handgun checks for those with violent juvenile records;
- 8) \$50 million for Youth Violence Courts and Probation Officer Initiatives;
- 9) State pilot programs requiring minors to be drug tested before receiving a driver's license.
- 10) A new office at the Justice Department, dedicated to ensuring more efficiency and responsiveness to the needs of state and local juvenile justice systems.

II. Starting Down the Right Road

Until recently, the rate of youth violence has been climbing. For example, between 1984 and 1993, the rate of homicides committed by juveniles skyrocketed 169%. Experts tell us that if juvenile crime rates for people 10 to 17 continue to increase with expected youth population increases, by the year 2010 we will see the number of juvenile-committed violent crimes increase by nearly 15%.

These projections should not be America's destiny. Over the past two years, there has been a decline in the rates of both murderers committed by young people and youth violence in general. While the juvenile violent crime arrest rate increased 62% between 1987 and 1993, it decreased 2.9% in 1995, the first decline in seven years. The decrease in the juvenile murder arrest rate is even more significant, declining 15.2% in 1995 -- the largest one-year decrease in more than ten years. Since 1993, the juvenile murder arrest rate has dropped an incredible 22.8%.

This is as it should be. We are well on the road to putting 100,000 new community policing officers on America's streets, we have prevented over 100,000 felons, fugitives, military deserters and other people who should never get their hands on a gun from buying handguns, we have banned the sale of 19 assault weapons which serve no lawful purpose and we have taken a tough approach to those who commit violent crimes with an Anti-

Violent Crime Initiative which encourages partnerships between Federal, state, county and local law enforcement and prosecutors across the country.

As the problem of juvenile violence has grown, so has our understanding of the problem and some possible solutions. A small percentage of young people are responsible for the bulk of violent juvenile crime; most violent crimes committed by young people are committed against other juveniles; and all too many involve handguns and/or drug use.

Young people are not born violent, they learn to be violent. Children who are neglected, left alone or who are uncared for without proper role models, often do not learn right from wrong. Children who suffer abuse at the hands of family violence often learn that violence is natural and tragically, even expected.

Young people at risk can be saved if we reach them early enough. They can be saved from violence. The challenge facing all Americans is to take what we know about youth violence and apply it now to reach at-risk young people before they take their first step into the world of crime. But, we must face the cruel reality that once a young person takes a step into the world of crime, we must deal harshly and if a young person takes a step far enough into the world of crime, we must deal with the young as though they were adults.

But, we cannot simply talk about problems. America has called for action and President Clinton has heard and heeds that call. The President is calling on Congress to send him a bill which is tough, but fair; which recognizes that the overwhelming number of children are just that, children, but that there are a very few who engage in serious violent conduct and who must be treated harshly and effectively.

III. Boston, Salinas, Jacksonville - Three Success Stories

Three cities: Boston, Massachusetts; Jacksonville, Florida; and Salinas, California, lead the way. Through leadership, partnerships between Federal, state, county and local officials and by simply thinking "outside-the-box" these cities have demonstrated that the government does, in fact, care; that partnerships between the government and private sector and that by putting aside concepts such as "turf" and instead concentrating on the end-game -- making the city a better place to live -- have indeed made headway.

A. Boston, Massachusetts

We are announcing this bill in Boston because the City has adopted a comprehensive strategy of enforcement, intervention and prevention which has drastically curtailed its youth violence. From 1990 to 1995, juvenile homicides dropped some 80%, with not a single juvenile killed with a gun since July 1995. Between 1993 and 1995, the

juvenile violent crime arrest rate for aggravated assault and battery with a firearm dropped by a staggering 65%.

Boston's comprehensive anti-youth violence strategy has brought together community leaders, business people, local government officials, including police, prosecutors and probation officers, to look at youth violence issues from a community perspective. The strategy has yielded innovative programs that are helping the residents of some of Boston's most crime-plagued neighborhoods take back their streets and their children from gangs, crime, and violence.

- ▶ The Youth Violence Strike Force (YVSF) is one of the primary enforcement strategies that Boston is pursuing to combat youth violence. The YVSF investigates youth crimes, arrests those responsible, and disrupts the environment that sets the stage for crime. It is a multi-agency coordinated task force made up of 45 full-time Boston police officers and 15 officers from outside agencies, including the Massachusetts State Police, the Bureau of Alcohol, Tobacco, and Firearms, police departments from neighboring jurisdictions, and other agencies. The Strike Force works closely with the county district attorney and state attorney's general offices and participates in the Department of Justice's Anti-Violent Crime Initiative (AVCI), led locally by United States Attorney Donald Stern.
- ▶ The YVSF joined forces with innovative probation officers to implement Operation Night Light, a cooperative effort between police and probation authorities to keep young people on probation from straying back into trouble. Police officers and probation officers take a proactive approach to ensuring that probationers comply with the terms of their sentence, paying regular visits to their homes, schools, and workplaces. These house calls serve simultaneously to provide for a more interactive relationship between the probation officer and the probationer, strengthen the relationships between the police and probation officers, get the parents involved in the child's probation, and serve notice to other youths that the police and probation officers are serious about their mission.
- ▶ Since Operation Night Light was implemented, the number of Boston probationers who comply with their probation orders has increased dramatically. One probation officer reported that from 1990 to 1994, 68 of his youthful clients had been murdered. Since 1995, he reports that there were only three. Operation Night Light, by involving the community and encouraging responsibility, has proved to be a dramatic success.
- ▶ The YVSF has worked with the City of Boston and the Department of Justice to use criminal and civil forfeiture laws to help secure the safety of the community by taking over drug dens and renovating them as new homes. Over 150 drug dens have been closed through joint federal-state-local cooperation, and nearly 50 are being renovated, including one in the Dorchester neighborhood which will provide low-income elderly housing.
- ▶ Boston is cracking down on gang activities by tackling the "quality of life" crimes that often lead to more serious gang-related crimes and make residents feel unsafe.

Under the anti-gang initiative Operation Cease Fire, the United States Attorney, the county district attorney, the police department, and the Bureau of Alcohol, Tobacco, and Firearms share information and resources to track gang activity and coordinate enforcement efforts in neighborhoods across the city. Boston officials and community leaders are making clear to gang leaders that they have "zero tolerance" for violence in their city and neighborhoods, and warn gangs of the intensive police attention they will experience unless the violence stops. The police enlist the community in implementing the "zero tolerance" policy. It may be that graffiti, truancy, noise, or public drinking statutes are vigorously enforced as a means to stop gang activity leading to more serious crimes. The "zero tolerance" is the muscle behind the shared interests that the community identifies. Boston police attribute their success to the community's involvement in establishing and enforcing their quality of life priorities.

- ▶ Another component of Operation Cease Fire involves interagency efforts to stem the flow of illegal firearms into the hands of youths. The Boston Gun Project collects information from sources including ATF traces and post-arrest debriefings about the ways youth illegally acquire firearms. This information is used to crack down on the illegal firearms market by strengthening enforcement efforts against those who supply or traffic in illegal firearms, both in-state and interstate. The project has helped to stem the flow of illegal firearms into Massachusetts, has stepped up enforcement against felons who illegally own firearms, and punishes severely those who put guns in the hands of juveniles and gang members.

Equally important to Boston's success in combating youth violence are the intervention and prevention services that keep kids on the right track and away from involvement in crime and violence. Boston has recognized the importance of involving schools in its plan to reduce youth violence, and has used its schools not only for academic enrichment, but as physical locales where counseling, mentoring, and tutoring programs can enrich the lives of the city's youth. The city has established a network of community centers, many of which are housed in school buildings after school hours. The centers are the city's largest single human services provider, offering youth and families services that include child care, adult and youth education, youth services, and youth recreation. The centers can serve as a contact point for other social services providers to intervene in the lives of at-risk youth.

An important contribution to Boston's success has been the willingness of the business community to become involved at the community level in addressing crime and the circumstances that foster criminal activity. The Summer of Opportunity, a partnership among the Police Department, the Youth Violence Strike Force, John Hancock Financial Services, and Northeastern University, is designed to engage at-risk youth in a host of summer activities that will enrich their social, academic, and professional development. Youths, many of whom have already been involved in the criminal justice system, are recommended for the program through schools, churches, and community centers.

Participants in the program learn through mentorships, leadership and life skills training, and part-time jobs in a variety of fields. The youths must remain in school, maintain a relationship with their mentors, not be arrested, and, if they are under court order, not violate their probation. Many youths who successfully completed the program have gone on to college or are full-time high school students using their free time to work at a part-time job or participate in athletics.

Boston is using a comprehensive strategy, incorporating prevention, intervention, and enforcement programs, to curb youth violence in the city. Recent statistics show that the strategy is working: the number of juvenile homicides dropped 80 percent citywide from 1990 to 1995, arrests rates for assault and battery with a firearm are down 65 percent, and the number of violent crime incidents in one of Boston's toughest neighborhoods dropped from 1,583 in 1991 to 1,224 in 1995.

B. Salinas, California

Salinas is getting tough on gangs and addressing the conditions that drive too many children to gang involvement. The police department is leading a community-wide effort focused on combating youth firearms violence. To get firearms out of the hands of youths, especially gang members, the Salinas Police Department created a Violence Suppression Unit. The unit, supported with nearly a million dollars in funding under the Community Oriented Policing Service's Youth Firearms Violence Initiative, targets known gang territories and conducts probation searches and surveillance of homes and businesses where youth are suspected of obtaining illegal firearms. The VSU works closely with the local district attorney's office to identify and track gangs "certified" under state law as being responsible for a certain level of violent crime, enabling more vigorous prosecutions and tougher sentences for members of those gangs. By focusing closely on the neighborhoods most affected by gang activity, the VSU has assisted the district attorney in certifying six gangs, paving the way for tougher sentences for gang members. The VSU also uses technology that maps firearms arrests and analyzes crime data to track gang activity in different areas of the city. This geographic technology allows police to target gang hot spots and focus anti-violence efforts in those neighborhoods most stricken with violence.

All segments of the Salinas community and municipal government joined together to begin the Violent Injury Prevention Program (VIPP), an effort to reduce violent acts and their effects in Salinas. VIPP involves an enforcement campaign targeting criminal street gang activity, including a zero tolerance policy against gun violence. This policy places the support of the city council behind police efforts to prevent violent crime. The city council also asked the county courts when exercising sentencing discretion to consider the dire impact that gun violence has on the city and its residents.

Through VIPP, the city and the police department are also teaming up with the Alisal School District to launch two violence prevention initiatives directed toward elementary

school children. Young people who have had little positive support in their social and family relationships are more likely than their peers to turn to gangs as a source of "family." The PeaceBuilders Project is a violence intervention method of instruction, implemented in seven elementary schools, that rewards constructive behavior at school. Another program helps children living in a high crime area of the city learn to develop healthy relationships with their communities and their families, reducing the attraction of gangs.

The Salinas city council, the mayor's office, the police department, the school district, and concerned residents worked together to implement innovative solutions and send a clear message that violence and crime would not be tolerated. The community's efforts have brought lower crime rates and safer streets back to Salinas: since implementing its comprehensive Youth Firearms Violence Initiative in October 1995, Salinas has witnessed a dramatic drop in violent crimes: homicides are down 62 percent; gang related assaults have decreased 23 percent, and drive by-shootings are down 31 percent.

C. Jacksonville, Florida

The local state attorney's office in Jacksonville is partnering with the school district, social service providers, and the courts in a number of programs that intervene in the lives of youths who are at risk of getting involved in crime, drugs, or gangs. Many of these youth have had minor brushes with the law but, with the help of school officials, mentors, and the state attorney's office, they are learning about the consequences of crime and making the decision to live healthier and more productive lives.

Schools can refer students with serious discipline problems to the Program for At-Risk Students (PAS), which gives youths a chance to see the effects crime can have on their lives, as well as the lives of victims. Participants -- youths at risk of entering the juvenile justice system -- are offered a glimpse of the future and a chance to change it. The program reveals the human side of crime that too often escapes young offenders: participants tour correctional facilities and talk with incarcerated youths about the choices they made. They also hear from victims of crime about the devastating impact crime has had on their lives. The participants are given a contact in the state attorney's office to whom they can turn in difficult situations, and learn that the choice between crime and a better life is theirs to make. In three years, over 1,000 youths have gone through PAS, and fewer than 20 percent have been arrested since participating.

Another innovative program at work in Jacksonville recognizes the profound effect of exposure to domestic violence on children and the link between a violent home life and later criminal and violent behavior. The Help At-Risk Kids (HARK) program reaches out to children in abusive homes by linking the prosecutor's office with social services providers and criminal and juvenile courts. Children can be referred to HARK through a number of channels: children of battered women are referred to the program, and judges

can order batterers to pay for their children to participate in HARK as part of their sentence. In addition, first-time juvenile offenders can be ordered to participate in HARK as part of their sentence if a computer tracking system that traces incidents of domestic violence indicates that repeated violence has been reported in the juvenile offender's home. The program addresses the psychological needs of children in abusive homes, to stop the cycle of violence and destructive behavior that marks so many juvenile offenders' lives.

The state attorney's office operates the Youth Mediation Program (YMP) to teach youths arrested for the first time about the consequences of crime. As an alternative to entering the court system, YMP youths attend lectures by crime victims, write letters of apology, pay restitution if necessary, perform community service hours, and participate in counseling, substance abuse treatment, and tutoring programs when necessary. In 1995, the prosecutor's office diverted over 3,000 youths out of the courts into the Youth Mediation Program. Approximately 70 percent of juveniles referred to the program do not reoffend.

The prosecutor's office in Jacksonville has brought together professionals representing the various components of the juvenile justice system -- law enforcement, the schools, and the state Department of Juvenile Justice -- to coordinate interagency efforts to serve young offenders. The Multi-Agency Assessment Program (MAAP) partners examine the backgrounds of first-time offenders between the ages of ten and fifteen and use the shared resources of the agencies to identify juveniles who are at risk of becoming chronic offenders. These juveniles can be steered out of the court system into an intensive mentorship program which includes regular home and school visits by mentors. School suspensions and arrests have decreased among the 95 students who have participated in the program, while school attendance and performance has improved.

Jacksonville is getting tough on habitual offenders and those who commit violent crimes with longer prison terms and more prosecutions of dangerous juveniles as adults. Instead of using correctional facilities simply as "warehouses" for getting juvenile offenders off the streets, the prosecutor's office is coordinating educational and social services that balance punishment with rehabilitation.

The prosecutor's staff, the sheriff's office, and social services providers comprise a committee of professionals that operates jail programs to give incarcerated youths the skills they need to lead healthier, more productive lives when they are released. Inmates receive drug and alcohol counseling and participate in living skills classes and anger control training. In addition, inmates attend a jail school where they can earn academic credit toward a high school diploma. The jail school has been remarkably successful in equipping incarcerated youths with the academic skills that will help them succeed when they are released. Many youths who had been failing prior to their arrest due to poor attendance excel when compelled to attend school. As a result of the jail school program's increase in school enrollment among incarcerated youths, the county's overall dropout rate

has fallen by a full percentage point.

The Partnership Program, a joint effort between the state attorney's office and the Duval County jail staff, matches volunteers from the military, local universities, and other sources with incarcerated juveniles. The partners visit the inmates in jail, forming a positive relationship from which the youths can learn first-hand that there are alternatives to a life of crime and violence. The relationship often continues after a juvenile is released. Through the "Menders and Mentors" program, released juveniles work with their mentors on community service projects such as building homes for the poor and helping to clean up public spaces. Others are paired with members of the Florida National Guard through the "Youth on Guard" program. As part of this program, youth work with Guardsmen to deal with issues of self-esteem, conflict resolution, peer pressure, and drug and alcohol abuse. These programs give youths the support of reliable adults, and, through positive activities, opportunities to be a part of the solution, instead of the problem.

IV. The President's New Legislation

More Prosecutors

"The encouraging sign is last week's massive crackdown on the alleged gang members. The arrests were a joint effort of the Albuquerque Police Department, Bernalillo County Sheriff's Department, Federal Bureau of Investigation, and the Bureau of Alcohol, Tobacco and Firearms, with support from the U.S. Customs helicopters.... The cooperative effort is significant: It shows that the spread of gang-related crime is a national, as well as a local, concern. Gang members who are accustomed to bullying their way through life need forceful reminders that they do not rule any neighborhood or any city. Such a reminder was provided last week as law enforcement officers fanned out across the city to arrest alleged gang members."

-- Editorial, Albuquerque Journal,
10/23/95

This new legislation provides important new funds and tools for prosecutors, police, intervention and prevention. We are well on the road to putting 100,000 new community

policing officers on the streets. But, that is not enough. Simply making arrests isn't the end. We need prosecutors to try these criminals and we need to give them the tools to do the job. This bill provides \$200 million for 1,000 new anti-gang prosecutorial initiatives. These initiatives can include the hiring of new prosecutors, the purchase of equipment or the funding of collaborative effort with other partners such as schools. Building on the success of the Community Oriented Policing Services (COPS) program, the initiatives will be designed by local prosecutors and the money will go directly to the local prosecutor. This reflects the President's firm belief that policy should be made at the local level. Washington is there to help.

Gang suppression is a key aspect of any rational criminal justice policy. Wherever one looks in this country.

- ▶ In 1995, a Federal and state task force joined in a 21-month investigation of the Latin Kings called **Operation Checkmate**. The Task Force, which was sponsored by ATF, included local and state police, state corrections officers, the Rhode Island National Guard, the FBI, HUD, U.S. Secret Service, and INS. The fruit of this investigation was an 18-count racketeering indictment against 11 Latin Kings.
- ▶ Over 100 defendants were prosecuted and convicted in **Operation Desert Gangbusters**, which targeted gang-related activity in violent areas of Phoenix. A Federal prosecutor was cross-designated to assist in the state prosecutions. The successful prosecutions in both Federal and state courts were the result of cooperation among the United States Attorneys office, the Maricopa County Attorneys office, the FBI and the Phoenix Police Department.
- ▶ For approximately 18 months, a joint task force comprised of the FBI, New York State Police, DEA, INS, Rochester, Amherst and Buffalo Police Departments, Erie County Sheriff's Department, Erie and the Genesee County District Attorney's office in Buffalo, focused on large-scale drug trafficking organizations and street gangs. Using court-authorized wiretaps, undercover operations and other investigative techniques, the joint task force efforts led to the indictment of 71 defendants including the leader of the **Goodyear Crew**.

After School Programs

Most young people come into contact with the juvenile criminal system one time and never return. Other juveniles commit repeated minor offenses: fighting in school, vandalism, and petty theft. These are the young people who are most likely to head down a path toward more serious offenses, gangs and drugs. We must reach them and turn them around before their criminal behavior turns more violent. The President's budget calls for \$75 million in "right track" grants. We need to put kids on the right track to success. Communities can use these grants to fund truancy prevention initiatives, school violence reduction programs, dispute resolution training and drug and alcohol abuse programs.

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The majority of juvenile crimes occur during the time after school before parents get home from work. There are very few safe places for young people to go during these hours. This bill creates a unique chance to help communities turn schools into safe havens for young people. It provides \$60 million in grants to communities which can in turn use the money to make schools into community centers where young people can go during the hours after school, on weekends and during the summer.

Youth Violence Courts

Violent juveniles pose significant challenges for juvenile court systems. Most local systems were designed to cope with truancy and delinquency problems. The penalties under many juvenile systems are inadequate for dealing with today's more violent and more dangerous juveniles. President Clinton's bill will provide \$50 million for Youth Violence Courts. These grants will give juvenile court systems greater flexibility in handling violent juveniles by creating expedited dockets for violent juveniles; improving systems for assignment and appropriate referral of violent juveniles for adult prosecutions.

New Office of Juvenile Justice

The President's bill creates a new Office of Youth Crime Control and Prevention in the Department of Justice. It will provide leadership and better coordination of all Justice Department youth crime activities. The new office will administer the \$75 million "Right Track" program and the \$50 million Youth Violence Courts program. It will also assure that those who receive Federal funds maintain fundamental protections to safeguard juveniles from abuse while they are in custody. Also, for the first time, Federal funds will go directly to tribal governments to support initiatives targeting juvenile crime on Native American territory.

Ten percent of grant program funds will be dedicated to research activities such as program evaluations, data collection and studies to identify successful youth violence prevention strategies. Research activities will be conducted by the Bureau of Justice Statistics and the National Institute of Justice.

Older and More Serious Juveniles - Treated As Adults

While most young people learn from their first minor offense, some don't. The juvenile criminal justice system is based on the idea that kids will learn a lesson. But, sometimes they do not. Sometimes, young people act like adults and commit serious violent crimes. Sometimes, they do this more than once. When this happens, we need to recognize that it is time to treat this young person like the adult he really is. Older and

more serious offenders should be treated as adults when the prosecutor certifies that they cannot be adequately punished as juveniles. For somewhat less serious offenses, the juvenile should be able to challenge this decision in court, but for the most serious criminals, the prosecutor's word must be final.

Nobody relishes the prospect of sending young people to adult prisons. But, nobody relishes the idea of losing their children to gunfire, drugs and other random violence. Truly, those who commit adult crimes ought to do adult time.

Disrupting Illegal Gun Markets

"Nationwide research indicates that about 300,000 guns are stolen every year. Although exact numbers are not available for San Diego County, law enforcement authorities believe thousands of guns are stolen here every year."

-- San Diego Union-Tribune, 9/29/96

The Brady Act, coupled with toughened enforcement, has done a lot to assure that criminals cannot use legal gun markets to obtain firearms. In just two years, the Brady Act has served to deny handguns to over 100,000 convicted felons, fugitives, military deserters and others who should never possess a firearm, but that is simply not enough. We must now turn our attention to illegal gun markets to make sure that those who steal and otherwise illegally obtain firearms are adequately punished.

- ▶ In California, 104 guns found at crime scenes. In the hands of convicted felons, suspected gang members and other persons prohibited from possessing firearms in 19 cities throughout the state were traced to a single Federally licensed firearms dealer in Sacramento. The dealer was charged with one count of lying to Federal agents and 104 counts of failing to document properly his firearms transactions. His lawyer called the case a simple matter of "record-keeping violations." The guns were linked to murders, bank robberies, gang shootings and other crimes throughout the state.
- ▶ Between 1992 and 1995, ATF agents in Los Angeles sought charges against 13 so-called "kitchen table" gun dealers -- dealers who obtain Federal firearms licenses, but who operate out of their homes or cars. These 13 dealers used their licenses to obtain 8,909 guns -- 1,084 of which later turned up in crime scenes.
- ▶ Of the 68 homicides in San Diego in 1995, where the victim was between the ages of 13 and 24, 78% died as a result of gun violence.
- ▶ Between 1987 and 1995, the number of juveniles arrested for weapons-related charges (primarily firearms) doubled in San Diego County, according to the California Department of Justice.

- ▶ **Gun Locks** - Even household cleaning products and aspirin come in child-resistant containers. A handgun, however, can be left unlocked on a table where any young child or teenager can get it. This bill requires all Federally-licensed firearms dealers to sell a gun lock or other safety device with every firearm sold. In 1994 alone, there were 1,356 accidental deaths from shootings in the United States. Over half these deaths (53%) were of children and young people up to age 24. Young people between the ages of 15 and 19 are at the most risk. Since 1985, deaths from firearms accidents have increased steadily among this group.

Handguns are involved in a disproportionate number of accidental shooting injuries. While handguns accounted for approximately one-third of total guns in circulation in 1994, they accounted for over half (57%) of the accidental shooting injuries in that year. Many of these handguns are unsecured. Of the 65 million handguns in circulation in 1994, 36.9 million -- or 57% -- were kept unlocked, and 60% of these weapons were both loaded and unlocked.

At the same time, approximately 211,000 handguns were stolen from homes in 1994. We do not know how many of these were stolen by juveniles or ended up in the hands of juveniles. But, many juveniles who obtain guns, borrow or steal them from adults, from homes and from cars. Using safety locks that attach directly to the weapon or other means of safely securing the weapon, can save children's lives and prevent unauthorized use of the gun. "Personalized guns" -- sometimes referred to as "smart guns" -- that prevent unauthorized users are another potential safety device for purchase.

- ▶ **Juvenile Violent Felons** - Adults who commit felonies, including thefts as low as \$100, may not possess firearms, but under existing law, a 17-year old murderer can buy a gun as soon as he turns 18. That is just plain wrong. This bill would prohibit juveniles who commit murder, rape, robbery and other serious violent crimes -- including serious drug trafficking crimes -- from ever again possessing a firearm. Since 1994, the Brady Handgun Control Act has prevented over 100,000 felons, fugitives, military deserters and others who should never get their hands on a gun, from obtaining one. We will never know just how many serious violent felonies were prevented through this simple -- yet effective -- act. Now, we are going to extend to the public the same protections it has against adults to juveniles.
- ▶ **Juvenile Handgun Possession** - In 1994, the Crime Act made it a misdemeanor for a juvenile to possess a handgun. The penalties simply were not tough enough.
 - ▶ Juveniles who possess a firearm will now face the possibility of a jail sentence of up to one year.
 - ▶ Adults who traffick handguns to juveniles will now face a felony sentence of up to 5 years (it was a misdemeanor with a 1-year maximum in the past) and will face a minimum mandatory sentence of 3 years in prison if the adult has

reasonable cause to believe that the handgun will be used in a violent crime.

- ▶ **Obliterated Serial Numbers** - The reasons for putting serial numbers on firearms is self-evident as is the reason that criminals obliterate them. Possessing a firearm with an obliterated serial number will now carry an enhanced penalty.
- ▶ **Firearms Licensees** - Just three years ago, there were more Federally Licensed Firearms dealers (FFLs) than there were gas stations in America. It ought to be easier to fill a gas tank than to buy a gun, but that just wasn't so. Now, with heightened requirements for FFLs, the number of FFLs has fallen by over 50% in the last three years. Just as banks have become a major line of defense in the war on drugs, so too must FFLs become a front line in the battle against illegal firearms.
- ▶ **Store Security** - Gun stores which do not have adequate security arrangements are vulnerable to burglaries. Juveniles and gangs -- as well as traffickers -- are taking advantage of inadequate security systems to steal guns from FFL gun stores. Since passage of the 1994 Crime Act made reporting of guns stolen from FFLs a requirement, FFLs have reported 23,775 guns as lost, stolen or missing. Guns stolen in interstate commerce make this number even higher.

Gun store owners can help law enforcement stop gun traffickers by securely storing their inventories to prevent gun thefts. President Clinton's bill will permit the development of new secure storage regulations for gun store owners to reduce illegal diversion of guns by theft.

- ▶ **Trafficking in Stolen Guns** - These stolen guns are being trafficked to gangs and juveniles as well as other adult criminals. For instance, after 21 burglaries from Federally-licensed gun dealers around Los Angeles and the theft of over 1,000 firearms, an investigation led in 1995, to three guilty pleas by Main Street Crips members and convictions of an additional three gang members in connection with the stolen firearms. Sentences went as high as 15 years with no possibility of parole.
- ▶ **Illegal Diversion of Legal Guns** - Just as the vast majority of banks are not associated with the illegal laundering of drug proceeds, but some are, the vast majority of FFLs are not associated with illegal firearms trafficking, but some are. A 1994, examination of crime gun traces showed that of the over 120,000 crime guns traced to FFLs, 28% of these firearms were recovered by law enforcement in connection with a crime within 2 years of the original sale. This "time-to-crime" of a gun purchased from an FFL is a strong indicator that the initial seller or purchaser may have engaged in unlawful activity.

New Tools For Prosecutors to Protect Witnesses

*"[m]ore than 1,000 gang killers are free
on the streets because witnesses have*

been threatened or killed."

— Los Angeles Times, 12/23/96

All too often, witnesses to gang crimes are afraid to come forward for fear of retaliation by gang members. The President's bill creates new laws to fight gangs and to protect witnesses. A 1994 survey of 192 prosecutors found that intimidation of victims and witnesses -- who thus become victims themselves -- was a major problem for 51% of prosecutors in large jurisdictions and 43% in smaller jurisdictions. Several prosecutors estimated that witness intimidation occurs in 75 to 100 percent of violent crimes committed in some gang-dominated neighborhoods.

Federal law provides powerful tools against witness intimidation, including tough penalties and authority to detain dangerous gang members before trial. Now, President Clinton's bill will expand the coverage of these "no bail" provisions to include gang-related violent crimes.

- ▶ **No Bail** - When a judge finds that there is probable cause to believe that an individual has been involved in criminal gang activity, the judge may order the defendant held without bail pending trial. This will prevent the all-too-common situation where the criminal is home from jail before the victim is home from the hospital.
- ▶ **New Federal Crimes** - Ever-mindful that over 94% of all criminal prosecutions are done by state and local prosecutors, there is nonetheless a proper role for the nation's 93 United States Attorneys. These men and women -- the chief Federal law enforcement officers for their respective jurisdictions -- need new tools to help them keep doing the job:
 - ▶ **Conspiracy** - This traditional Federal crime still only carries a maximum penalty of imprisonment for 5 years, while the penalties for underlying substantive violent crimes has climbed. It is time to bring these penalties into line. Now, the maximum penalty for conspiracy to commit a crime will be the same as the maximum penalty for committing the substantive underlying crime itself. The actual penalty will be decided by a Federal judge acting based on Federal sentencing guidelines.
 - ▶ **Interstate Intimidation** - Amends existing Federal law to permit Federal criminal prosecution of any person who travels between states with the intent to retaliate against or intimidate a witness or informant in a Federal or state prosecution.

V. Success

Some effective measures are already in place. Places which use them are finding that youth violence is down and that school is a place to live, not to die.

Curfews

Curfews are an effective means for communities to work together to reduce juvenile crime by keeping youths off the streets late at night and away from situations in which they might be involved in crimes -- either as perpetrators or as victims. Comprehensive curfew laws give parents the support of law enforcement, juvenile and family court judges, social service providers, and representatives from the education, recreation, religious and mental health communities to keep youths out of potentially dangerous situations.

Of the 200 largest U.S. cities, the percentage having curfews surged from fewer than half in 1990, to almost three-quarters in 1995. Curfew hours are often from 11 p.m. to 6 a.m. on school days and from midnight to 6 a.m. on non-school days, and usually apply to children under age 16. Cities and counties across the country are finding that curfew ordinances can help in curbing youth crime:

- ▶ After enacting a comprehensive youth crime prevention program, **New Orleans** in 1994 saw a 27% drop in overall juvenile crime during curfew hours. Armed robbery dropped 33%, and auto theft dropped a dramatic 42% compared to the previous year.
- ▶ After implementation of **Denver's** SafeNite program, the rate of recidivism among juvenile offenders dropped from 56% to 7%. Law enforcement credits the curfew program with contributing to Denver's 11% drop in serious crime in two years.
- ▶ In **Dallas**, curfew enforcement led to an almost 15% drop in juvenile crime and a 17% decrease in juvenile victimization.
- ▶ **Fridley, Minnesota's** Project Safety Net operates a drop-off center, located in the police department, for law enforcement officers who arrest curfew violators. Youths can receive counseling while awaiting pickup by a family member, and center staff refer youths with potential problems to social services or arrange for temporary placements for those who cannot be returned to their families. Of 566 youths who were referred to the center in 1996, only 10% have had subsequent pickups for a status offense.

School Truancy

Keeping young people in school is an important step toward keeping them out of trouble. Young people who skip school are not only more likely to be involved in crime and drugs during school hours; truancy is also frequently the first step in expanding involvement in criminal activity.

- ▶ One California deputy assistant attorney who handles truancy cases reported that he had never seen a gang member who wasn't a truant first.
- ▶ Studies have shown that over half of female and two-thirds of male juveniles arrested while truant tested positive for drug use.

Many police departments have found that rising daytime crime can be traced in part to truancy.

- ▶ In **Van Nuys, California**, a three-week truancy sweep resulted in a 60% reduction of shoplifting arrests.
- ▶ In **St. Paul, Minnesota**, crimes such as purse snatching dropped almost 50% after police began picking up truants and taking them to a new school attendance center.

Communities across the country are fighting back. Some are fining or jailing parents of chronic truants, even denying parents custody in extreme cases. Others are looking at alternatives to traditional school that are designed to reduce truancy rates.

- ▶ **Jacksonville, Florida's** Truancy Arbitration Program (TAP) is a key component in that city's efforts to reduce juvenile crime. School attendance officers collaborate with the local state attorney's office to intervene with students who skip school and their parents. Students in TAP have shown marked improvements in attendance. Of 89 children in the TAP program, two-thirds missed fewer than five school days in the first quarter of this school year, and only one missed more than 15. Many of the students continue to participate in tutoring and counseling programs begun after their TAP hearing. One Jacksonville family was referred to the TAP program after two children -- a second grader and a fifth grader -- missed a total of 76 schools days in a year. Facing the possibility of a second-degree misdemeanor for not requiring her children to attend school, the mother became active in encouraging regular attendance. The children have become involved in tutoring and after school programs, and a year after the hearing continue to have good attendance records.
- ▶ The **Save Kids Partnership in Maricopa County, Arizona** recognizes that strong parental involvement can be an enormous deterrent to truancy. Juvenile offenders who are truant and their parents are referred to the city prosecutor's office, where they are required to complete a program that incorporates counseling for parents and youth, educational programs, and parenting skills support groups. Youths and parents who fail to complete the program can face criminal charges.
- ▶ A joint venture by the Departments of Justice and Education, the "Youth Out of the Education Mainstream" initiative addresses truancy, along with a number of other factors that cause youth to leave school. Over 1,000 attendees from across the nation learned the fundamentals of the initiative in 1996 at four information forums. The program funds training and technical assistance to ten sites across the country, six of which are located in federal Enterprise Zones, Empowerment

Racketeering Statutes

The Racketeer Influence Corrupt Organizations (RICO) Act is the tool used by Federal Strike Force prosecutors to bring down the mob. We are using that same tool to bring down violent gangs. Fully 38% of the RICO prosecutions in 1996, were for gang-related offenses. This powerful statute has been used to bring down:

- ▶ The **Flying Dragons** in *New York City*.
- ▶ The **Ping On Gang** in *Boston*.
- ▶ The **Latin Kings** in *Rhode Island*.
- ▶ The **Gangster Disciples** in *Chicago*.
- ▶ The **Home Invaders** in *Detroit*.

Gang Resistance

Law enforcement, schools and the community can combine to make a difference in the lives of our children across America by providing them with the necessary skills and information to say "no" to gangs and to random acts of violence. The Gang Resistance Education and Training (GREAT) Program is a cooperative agreement program through which the Bureau of Alcohol Tobacco and Firearms (ATF) has trained over 2,200 law enforcement officers from more than 900 law enforcement organizations in 48 states to serve as instructors in school gang resistance education programs for middle school students.

One million children have participated in the program since 1992. The program is designed to help children set goals for themselves, resist pressures, learn how to resolve conflicts without violence, and understand how gangs and violence impact the quality of their lives.

In the GREAT Program, nine 1-hour blocks of instruction, taught by Federal, state, county and local law enforcement officers focus on issues of peer pressure, conflict resolution, gang/drug avoidance, responsibility and goal setting. This year, several new GREAT sites will be added, and President Clinton is proposing funding to add a GREAT curriculum for children in kindergarten through second grade, and for high school students. There are already 885 communities in 48 states which are participating.

In Boston, the police department has taught the GREAT program to 36,200 young people, more children than any other law enforcement agency in the country. No GREAT-trained students in Boston have been arrested for any serious crime. At the same time, there were no juvenile homicides in Boston in 1996. Recently, two graduates of the GREAT program learned that a fellow student came to school with a loaded firearm with the intent to shoot another student. The two GREAT students notified school officials. As a result, police were able to disarm and arrest the armed student without incident. Other Massachusetts cities with GREAT programs include: Brockton, Chelsea, Everett, Framingham, Gloucester, Hanson, Holliston, Hubbardston, Lawrence, Leominster,

Mendon, Milford, Northfield, Pittsfield, Waltham, Westboro, Westminster and Woburn.

Gun Tracing

Tracing firearms back to their legal source can disrupt illegal gun markets and also serve to assure that those who are ultimately responsible for a sale, are held legally liable for their acts. In 17 cities: Atlanta, Baltimore, Birmingham, Boston, Bridgeport, Cleveland, Inglewood (California), Jersey City, Memphis, Milwaukee, New York City, Richmond (Virginia), St. Louis, Salinas, San Antonio, Seattle and Washington, DC, Federal, state and local law enforcement and prosecutors are working together to reduce illegal juvenile access to firearms by disrupting illegal firearms markets.

Participating police departments have committed themselves to comprehensive tracing of recovered guns. In the past, law enforcement agencies traced recovered guns to solve major gun crimes. Under this program, all recovered crime guns are traced to develop information on the trafficking that supplies criminals, including juveniles. To trace a crime gun, law enforcement agencies submit the gun serial number and other data to ATF's National Tracing Center, which can identify the first retail seller, purchaser and sometimes, subsequent sales as well. This information can be used to build cases against traffickers. The total number of trace requests from the 17 cities increased 75% from July-December 1995 to July-December 1996.

RESTITUTION AND COMMUNITY SERVICE

More and more jurisdictions are reducing juvenile crime by incorporating restitution and community service elements into sentences for juvenile offenders. Tough punishments, alone, do not necessarily deter juvenile offenders from committing future crimes. But, by combining sanctions with restitution and community service requirements, we can teach juvenile offenders to take responsibility for the impact their crimes have, and to take an active role in restoring justice to their victims and their community. By working on projects that improve the quality of life in the community, youth offenders develop their skills while contributing to a worthwhile project. They also have an opportunity to reflect on the effects of their criminal behavior on the victim and the community as a whole. Becoming a part of the community in this way is a huge step in preventing repeat criminal activity.

Many restitution programs order offenders to earn money for financial payments to their victims by performing work that benefits the community.

- ▶ In the **State of Utah** in 1995, the Juvenile Restitution Program collected \$1,108,103 in restitution and logged 502,400 hours of community service. The Utah Juvenile Court strongly supports restitution to victims, and

probation officers are allowed to develop restitution or community service plans for juvenile offenders even when a youth is not brought before the court.

Even in cases with no direct victim, community and restorative justice can have positive results for juvenile offenders.

- ▶ A juvenile arrested for shoplifting in **Charleston, South Carolina** was ordered to complete 80 hours of community service under the city's Juvenile Restitution Program. Through the program, this young person learned job and interview skills and became involved in the printing office of a state park. Having completing his restitution, he is taking classes in printing and plans to apprentice himself to a local printer.
- ▶ The Justice Department funded a study that showed that recidivism rates were 16% lower among youth who were placed on probation and ordered to make restitution than among those placed on probation alone.
- ▶ The Justice Department funds the Balanced and Restorative Justice project, which has helped more than 20 state juvenile justice systems find ways to address community safety, hold offenders accountable to victims, and provide offenders with opportunities to develop skills they can use for positive ends after release. Training and technical assistance on issues of community service and restorative justice is available to probation officers and juvenile justice practitioners through the Justice Department.

Justice Department grant funding makes possible programs like those that are working in Charleston and the State of Utah.

Mentoring

Many young people, particularly in poorer neighborhoods, are isolated from reliable adults who can serve as role models and help them rise above the difficulties and challenges that surround them on the streets. Mentoring programs pair children and adolescents with adults who can provide guidance and supervision that might be lacking or insufficient in the home. Youths can turn to their mentors for advice on handling peer pressure and other problems, and must answer to their mentors if they become involved in inappropriate or delinquent behavior.

Mentors offer academic and professional guidance, help youths learn to avoid drugs and alcohol, and promote involvement in positive activities. By offering productive alternatives to crime and delinquency and exposing at-risk youth to a healthier lifestyle, mentoring can reduce juvenile crime.

- ▶ **Big Brothers/Big Sisters of America (BB/BS)**, the nation's oldest and largest mentoring organization, provides 75,000 children with mentors in cities, suburbs, and rural areas across the nation.

- ▶ Compared to a group of sixteen-year-olds without mentors, BB/BS youths:
 - ▶ Were 46% less likely to start using drugs;
 - ▶ Were 27% less likely to start using alcohol;
 - ▶ Were almost a third less likely to hit someone;
 - ▶ Showed improvements in school and in their family relationships.

Mentoring programs have been proven effective in communities across the country.

- ▶ In **New York City**, Project Caring Connections mentors work with children one-on-one or in groups to help children get involved in social, community service, and cultural activities and to provide academic support. Children in the program also have the opportunity to shadow mentors in careers in publishing, theater, law, the arts, and government.
- ▶ Participants in a mentoring program in **Pensacola, Florida** take part in a three-day workshop that provides mentoring and training from police officers, educating youths about the dangers of drugs, guns, and gangs while strengthening the relationship between police and young people.
- ▶ In an effort to head off truancy, delinquency, and potentially serious criminal activity, the RESCUE Youth Mentoring program in **Los Angeles** matches 12- to 14-year-olds who show early signs of at-risk behavior with on-duty volunteer firefighters. Mentors have worked with 140 youth on communication and conflict resolution skills and provided training in fire prevention and first aid.
- ▶ While mentoring programs are helping thousands of youths stay out of trouble, thousands more could benefit from mentoring. The Justice Department's JUMP (Juvenile Mentoring Program) grants have helped establish and sustain programs like those in **New York, Pensacola, and Los Angeles**. Over 50 new programs will be funded with \$7 million in JUMP funding later this year. So far, JUMP funds have brought mentors into the lives of 6,000 young people in 25 states.

VI. Conclusion

We will continue our partnerships between Federal, state, county and local law enforcement and prosecutors, between and with groups, businesses and ordinary citizens. This new legislation is urgently needed to point us in the right direction as we head into the 21st Century.

WEDNESDAY, FEBRUARY 26, 1997

RICHMOND TIMES-DISPATCH

COMMENDABLE PROGRESS

Clinton De-Politicizes The Juvenile Crime Issue

WASHINGTON.

As federal crime programs go, the one that President Clinton unveiled last week in Boston is not half-bad. It addresses a serious problem — juvenile crime — in sensible fashion, relying on local programs that have proved their worth and encouraging their adoption in other communities.

The objection can be raised that the feds are trampling on turf that belongs to city and state government. When Presidents and Congressmen want to show their constituents they are responsive to fear of crime, their rhetoric is often stronger than the help they furnish.

Clinton's initiative is not immune from such criticism, but his words were more measured and his actions more appropriate than is the case when he and Congress pretend they're being tough by expanding the list of federal death-penalty crimes.

Juvenile-crime rates have risen rapidly over the past decade, even though adult crime has been declining. Left unchecked, matters could get much worse, because the number of youngsters headed for the teen-age peak crime years is higher than it has been since the 1950s.

BOSTON AND a few other cities have been ahead of the nation in responding to this challenge. The President heard about how cooperative efforts by government agencies and private organizations have sharply reduced violent crimes by juveniles and allowed the city to boast that no child has died of gunfire in over a year and a half.

The tactics have included a targeted drive on gangs and stiffer prosecution of repeat juvenile offenders, coupled with expanded opportunities for youths in high-crime areas to find safe study and recreational opportunities in after-school, pre-dinner hours when half the juvenile crimes are committed. Especially productive has been the cooperation between probation officers and police in making joint home calls on youths who have had their first brush with the law and who need to know

there are adults who care about them and are monitoring their behavior. Recidivism rates among these youths are way down.

Clinton is offering modest incentives for other cities to adopt this many-sided strategy. As in other instances, his initiative is puny in size, because his reluctance to grasp the nettle of entitlement reform and his ambition to compete with the Republicans on tax cuts leave him with little money for the domestic programs he says are important.

This one, by the most generous estimate, would allocate less than \$500 million to participating communities over the next two years — and that includes money already in the anti-crime budget. Republican lawmakers have introduced a juvenile-crime package three times that size, so Congress may well up the ante on the President.



**DAVID
BRODER**

LIBERAL and conservative thinking on crime has converged in recent years. Officials have come to agree with community policing, and to accept the view of political scientist James Q. Wilson that zero tolerance toward even minor vandalism creates an environment in which serious crimes are more quickly reported and therefore more readily solved.

The day before Clinton went to Boston, the conservative Manhattan Institute issued a policy statement endorsed by William Bennett and two other Reagan-Bush law enforcement officials, emphasizing the importance of adult monitoring of juvenile offenders, backed up by intensive mentoring and ministering efforts by community volunteers, designed to keep "the minnows from becoming sharks."

The convergence tends to verify the claim made by some White House officials that Clinton has helped remove the crime issue from the partisan arena. He has made community policing an accepted national policy, and has legitimized gun control as an effective crime-fighting strategy.

Most important, he has separated the crime issue from the race issue — no Willie Hortons in his ads — and thereby made it possible for the former to be addressed seriously on its own terms, without the stigma of disguised racism.

That is a commendable record.

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David S. Broder

Convergence on Crime

As federal crime programs go, the one that President Clinton unveiled last week in Boston is not half-bad. It addresses a serious problem—juvenile crime—in sensible fashion, relying on local programs that have proved their worth and encouraging their adoption in other communities.

The objection can still be raised that in this effort, as in other, more grandiose Washington anti-crime initiatives, the feds are trampling on turf that clearly belongs to city and state government. When presidents and members of Congress want to show their constituents they are responsive to fear of crime, their rhetoric is often vastly stronger than the help they furnish.

Clinton's juvenile-crime initiative is not immune from this criticism, but his words in Boston were more measured and his actions more appropriate than is the case when he and Congress pretend they're being tough by expanding the list of federal death-penalty crimes. And the problem Clinton is addressing is a real one.

As previously noted in this space, juvenile-crime rates have risen rapidly over the past decade, even though adult crime has been declining. Left unchecked, things could get much worse, because the number of youngsters headed for the teenage peak crime years is higher than it has been since the 1950s.

Boston and a few other cities have been ahead of the nation in responding to this challenge. What the president heard on his visit was a story of cooperative efforts by federal, state

Youths who have had their first brush with the law need to know there are adults who care.

and local agencies and private organizations that have sharply reduced violent crimes by juveniles and allowed the city to boast that no child has died by gunfire in over a year and a half.

The tactics that have brought this change include a targeted drive on gangs and stiffer prosecution of repeat juvenile offenders, coupled with expanded opportunities for youths in high-crime areas to find safe study and recreation opportunities in the after-school, pre-dinner hours when half the juvenile crimes are committed. Especially productive has been the cooperation between probation officers and police in making joint home calls on youths who have had their first brush with the law and need

to know there are adults who care about them and are monitoring their behavior. Recidivism rates among these youths are way down.

Clinton is offering modest incentives for other cities to adopt this multisided strategy. As in other instances, his initiative is puny in size, because his reluctance to grasp the nettle of entitlement reform and his ambition to compete with the Republicans on tax cuts leave him with little money for the domestic programs he says are important.

This one, by the most generous estimate, would allocate less than a half-billion dollars to participating communities over the next two years—and that includes money already in the anti-crime budget. Republican lawmakers have introduced a juvenile-crime package three times that size, so Congress may well up the ante on the president.

This is a policy area where liberal and conservative thinking has converged in recent years. Officials have come to agree with the concept of community policing that Clinton made the centerpiece of his first-term anti-crime strategy, and they have come to accept political scientist James Q. Wilson's view that zero tolerance toward even minor vandalism creates an environment in which serious crimes are more quickly reported and therefore more readily solved.

The day before Clinton went to Boston, the conservative Manhattan Institute issued a policy statement endorsed by William J. Bennett and two other Reagan-Bush law enforcement officials, emphasizing the importance of adult monitoring of juvenile offenders, backed up by intensive mentoring and ministering efforts by community volunteers, designed to keep "the minnows from becoming sharks."

The convergence tends to verify the claim made by some White House officials with whom I have discussed Clinton's work in this area. They point out that Clinton has helped remove the crime issue from the partisan arena (thereby depriving the Republicans of one of their favorite attack-ad themes against Democrats). He has made community policing an accepted national policy and has legitimized gun control as an effective crime-fighting strategy, taking considerable risk in challenging the National Rifle Association.

Most important of all, he has separated the crime issue from the race issue—no Willie Hortons in his ads—and thereby made it possible for the former to be addressed seriously on its own terms, without the stigma of disguised racism.

That is a commendable record.



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
THOMAS M. MENINO

For more information
contact: Press Office 635-4461

January 15, 1997

Crime Plummets in Boston in 1996

Excerpt from Mayor Thomas M. Menino's State of the City Address, January 14, 1997:

"1996. An extraordinary year for ordinary people – people like you and me who live in our neighborhoods – safer today than they've been in decades: Violent crime is at its lowest level since 1973; robberies are at their lowest since 1970; break-ins lowest since 1967.

Remember when Boston was the auto-theft capital of America? That is a title I am more than happy to relinquish. Because today, auto theft is at its lowest level in recorded history. In the past 18 months, not a single juvenile has been killed by a gun. Not one. By tracking the illegal sale of guns to minors, we're running the gun runners out of business. And out of town.

To top it all off, the murder rate in the City of Boston is at its lowest level in 30 years! Today, everyone can feel safer on our streets – except the criminals.

The Associated Press says that crime has dropped more in Boston than in any major city in America. The U.S. Department of Justice calls our youth intervention efforts the finest in the nation. We have proven that neighborhood policing works. Boston Police Officers have teamed up with more 900 Neighborhood Crime Watches to prevent crime before it happens. What's most encouraging is that the neighborhoods that historically suffered the most have improved the most – with some of the greatest decreases in crime over the last two years in East Boston, Roxbury, and Mission Hill.

I'd like to ask you to join me in saluting Commissioner Paul Evans and the entire Police Department for a job well done!

This year, the Police Department will put \$1.5 million in new federal funds back into the neighborhoods – to strengthen the ties between command and community. We'll help prevent domestic violence with \$350,000 to launch a program called "No Next Time" – to protect victims from repeat offenders. I pledge to you tonight: My goal is to make Boston the safest big city in America!"

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NEXT STORY

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ORANGE COUNTY

SAN FERNANDO
VALLEY

VENTURA COUNTY

Targeting Gang Crime: Once More, With Feeling

■ ■ Rare moment of confluence in Washington could pay off

Southern California, Los Angeles County in particular, has been stained with blood by gang warfare and murders, and seared by the pain of seeing the killers get away because of witness intimidation. Now President Clinton has again put gang crime on the nation's agenda, and both Republicans and Democrats might see the timing as right for action.

In his weekly radio address on Saturday, the president promised a greater priority for combating gangs and the drug culture during his second term. Last year, Clinton's proposed Anti-Gang and Youth Violence Act, which would have allowed prosecution of juveniles as adults and stiffened penalties for witness intimidation and other youth crimes, went nowhere. But in this term prospects have improved. For instance, newly reelected House Speaker Newt Gingrich (R-Ga.) challenged House members to find new ways to address drug abuse, ignorance and racial divisions, all of which contribute to the growth and staying power of street gangs.

In the Senate, Dianne Feinstein (D-Calif.) has taken the lead on gang legislation. Her proposed Federal Gang Violence Act, which would have doubled sentences for gang members who commit federal crimes, including witness intimidation, interstate travel for criminal purposes, recruiting minors, gunrunning and some drive-by shootings, also stalled last session. She will reintroduce the bill, and a thinking Senate should give it a fair hearing and passage.

Federal legislation could also provide more money for witness protection and relocation programs, which would encourage eyewitnesses to street violence to take a stand. A recent Times study of homicides between 1990 and 1994 found that more than 1,000 gang killers are free on our streets because witnesses have been threatened or killed. When fifth-grade teacher Alfredo Perez was shot in the head in front of his class at Figueroa Street Elementary last February, a witness identified the shooter as a gang member who, he said, had been aiming at a car of rival gang members. The Perez case resulted in two hung juries, in part because the witness changed his statement on the stand and said he could not identify the gunman. The father of the witness said intimidation was a factor in the recanted testimony.

Los Angeles is the nation's gang capital with more than 150,000 members in 1,200 street gangs by police count. Gov. Pete Wilson specifically mentioned Los Angeles' 20,000-member 18th Street gang in his State of the State speech last week. The 18th Streeters' local violence and interstate reach were profiled last year in another Times series. Nationally, a Justice Department report found that 88% of America's big cities and 55% of smaller ones suffer from gang-related problems.

Orange County authorities, for instance, have struggled with gangs in many cities in recent years, and Clinton's message was welcomed there as well as in Los Angeles County. Santa Ana is using federal funds to revitalize troubled neighborhoods where gang members prey, and it has developed a police program that targets gang leaders. Several Orange County communities also use federal funds to put more police on the streets and to try to improve relations between police and residents, an important factor in battling gangs.

Street gangs have terrorized this region for generations. Any help that Clinton and Congress can deliver would be welcome.

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L.A. TIMES / NEWS / COMMENTARY / STORY


Los Angeles Times

COMMENTARY

Tuesday, January 14, 1997

HANDGUN CONTROL

ONE MILLION STRONG . . . working to
keep handguns out of the wrong hands.

Department of State Legislation Fax Cover Sheet

Date: 2/1/97 Total pages (including cover sheet): 18 Fax # sent to: 202 456 7028

Please deliver to: Dennis Burke

Organization: _____

From: ☒ Joseph Sudbay
Director of State Legislation

☐ Victoria Bianco
Coordinator for State Legislation

Fax number: 202/371-0574

Notes:

If you have difficulty receiving this transmission, please call 202/898-0792

HANDGUN CONTROL

ONE MILLION STRONG . . . working to
keep handguns out of the wrong hands.

February 7, 1997

TO: Dennis Burke
FROM: Joe Sudbay *Joe Sudbay*
RE: Massachusetts Handgun Regulations

Bob Walker asked me to forward the attached materials which include the initial regulations drafted by the Attorney General Scott Harshbarger's office in Massachusetts. I am also enclosing a number of articles and editorials which were generated by a November 28, 1996 public hearing on the proposals.

According to my contacts in Attorney General Harshbarger's office, the final regulations should be released by the end of February. This initiative has generated enormous interest at the state level. Legislators in five states (California, New York, New Jersey, Rhode Island and Connecticut) are considering introducing bills based on the Massachusetts regulations. Also, the Attorney General of Illinois is investigating his regulatory authority in this area with the hopes of drafting a similar proposal.

California and Connecticut will have bills introduced to strengthen their Child Access Prevention (CAP) laws by requiring dealers to sell trigger locks to handgun purchasers. CAP laws, often referred to as "Safe Storage" laws, have been enacted in 15 states. These laws require adults to either store loaded guns in a place that is reasonably inaccessible to children, or use a device to lock the gun. If a child obtains an improperly stored, loaded gun, the adult owner is criminally liable. None of the state CAP laws currently require dealers to sell child safety locks.

During the 1997 legislative session, CAP bills have or will be introduced in another 11 states: Illinois, Indiana, Massachusetts, Missouri, Nebraska, New Hampshire, New York, Oregon, Pennsylvania, Rhode Island and Washington.

In Chicago, Mayor Richard M. Daley is supporting a proposed ordinance to prohibit the sale or possession of a handgun in the city unless it is equipped with a trigger lock, combination handle lock or other safety mechanism.

I hope this information is helpful. If you have any questions, I can be reached at (202) 289-5763.



SCOTT HARSHBARGER
ATTORNEY GENERAL

(617) 727-3200

The Commonwealth of Massachusetts
Office of the Attorney General
One Ashburton Place,
Boston, MA 02108-1698

In Re:
Consumer Protection Regulations)
Governing Handgun Sales)

Public Hearing: November 26, 1996

Comment Deadline: December 13, 1996

NOTICE OF PROPOSED RULEMAKING

I. Introduction

Pursuant to G.L. c. 93A, sec. 2, the Office of the Attorney General proposes 940 CMR 16.00. These proposed regulations set forth consumer protection standards regarding handgun sales. The regulations require vendors to comply with applicable federal and state laws, provide that entities required by law to place serial numbers on handguns do so in a way that resists eradication, require that handguns offered for sale meet minimum quality standards (including a materials test and a drop test to ensure the handgun is resistant to accidental discharge), require disclosure of the shortcomings of any handgun offered for sale regarding safety and/or accuracy, and provide that any handguns offered for sale have a load indicator, a use limitation device (such as an attached trigger lock), and a childproofing device that will prevent an average six year old child from firing the weapon. The proposed regulations would not apply to any seller who sells less than five guns per year, and would not apply to sales to/for law enforcement, the military, museums, or bona-fide collectors licensed pursuant to 520 CMR 7.00.

II. Process

The Attorney General wishes to elicit public comment on the proposed regulations. Oral comments may be given during the scheduled public hearing (November 26, 1996, beginning at 10:15 a.m., at Gardner Auditorium in the State House, Boston, MA), and written commentary will be accepted through December 13, 1996.

You may obtain copies of the regulations by contacting Kelley Russell at the Attorney General's Office, One Ashburton Place, Boston MA 02108. Written comments on the proposed regulations should be sent to Glen Kaplan at the same address.

**COMMONWEALTH OF MASSACHUSETTS
OFFICE OF THE ATTORNEY GENERAL
PROPOSED REGULATIONS**

940 CMR 16.00: HANDGUN SALE REGULATIONS

Section

- 16.01 Definitions**
- 16.02 Unfair or Deceptive Practices: General**
- 16.03 Tamper-resistant Serial Numbers**
- 16.04 Sale of Handguns Made From Inferior Materials**
- 16.05 Sale of Handguns Without Childproofing/Safety Devices**
- 16.06 Safety Warning Disclosures**
- 16.07 Severability**
- 16.08 Effective Date**

The Attorney General of the Commonwealth of Massachusetts promulgates 940 CMR 16.00 pursuant to authority granted to him under M.G.L. c. 93A, sec. 2(c). 940 CMR 16.00 defines certain unfair acts or practices but is not intended to describe all types of practices prohibited by M.G.L. ch. 93A, sec. 2. 940 CMR 16.00 does not legitimize acts that are not specifically prohibited by these regulations. 940 CMR 16.00 is designed to supplement existing statutes and regulations. References to statutes and other regulations shall include amendments thereto from time to time.

16.01 Definitions

1) detonation: detonation shall mean the explosion, controlled or uncontrolled, which provides force which can be used to propel a projectile.

2) handgun: handgun shall mean a weapon designed to be fired by the use of a single hand and with an overall length of less than 26 inches, or having a barrel or barrels of a length less than 16 inches, from which may be fired or ejected one or more solid projectiles by means of a chemical detonation.

3) seller: seller shall mean any person or entity that manufactures, alters, assembles, or transfers handguns directly or indirectly to or within the state of Massachusetts. However, seller shall not include any of the aforementioned if:

(a) the person or entity manufactures, transfers, or distributes less than 5 handguns per year;

(b) each transfer in question is for the purpose of, and does, supply law enforcement officials or United States military personnel with weapons for their official duties;

(c) each transfer or sale in question is for the purpose of, and does, supply museums, or licensed bona fide collectors (who are properly licensed pursuant to 520 CMR 7.00) with the weapons in question; or

(d) the distribution of the handgun is undertaken to, and does, result in the surrender of the handgun to military or law enforcement personnel.

4) serial number: serial number shall mean the number stamped, inscribed, or placed upon a handgun by a seller pursuant to G.L. c. 269 section 11E.

5) defective: defective shall mean less likely to perform as anticipated than a reasonable consumer, informed of the industry practice and the technology available to ensure proper performance, would expect.

6) unsafe: unsafe shall mean that there exists a discernable danger that proper use of the handgun can result in unintended injury to the user or

others. The term unsafe shall not apply to any danger that would still be present in a properly used handgun that has had incorporated into its design and manufacture all available safety-related technology.

7) safety mechanism: a design adaption or nondetachable accessory that lessens the likelihood of unanticipated use of the handgun by others besides the owner of the handgun and those specifically authorized by the owner to use the handgun;

8) trigger lock: a trigger lock shall mean a device that when locked in place by means of a key, prevents a potential user from pulling the trigger of the handgun without first removing the trigger lock by use of the trigger lock's key.

9) combination handle lock: a combination handle lock shall mean a device that is part of the handgun which precludes the use of the handgun unless the combination tumblers are properly aligned. This device may, for example, have the numbers for the combination tumblers protrude from the handle of the weapon. Such a device may not have a mechanism which allows a user to readily bypass the lock.

10) solenoid use-limitation device: a solenoid use-limitation device shall mean a device which precludes, by use of a solenoid, the firing of the handgun unless a magnet of the appropriate strength is placed in proximity to the handle of the weapon. Such magnet shall be imbedded in a ring which may be worn on the user's gun hand.

11) load indicator: a load indicator shall mean a device which plainly indicates that a bullet is placed in the handgun in a way that pulling the trigger or otherwise handling the handgun may result in detonation.

12) deactivated: deactivated shall mean that a safety mechanism can readily be made inoperable so that a user, in attempting to use the handgun, need not take any specific action to over-ride the safety mechanism; as an example, a trigger lock can be deactivated because it need not be re-locked after its key is used to unlock it; thus the next user can fire the handgun without having to unlock the weapon.

13) prone to accidental detonation: this term shall include, but shall not be limited to, any handgun which yields a detonation in any of five successive sets of trials in which the handgun is subject to the impact of a weight equal to the weight of the handgun dropping from a distance of 36 inches, such impact being projected in separate drops on the exterior of the handgun in the following places: nearest the hammer, nearest the firing mechanism, nearest any device used to manually or automatically disable the firing mechanism, the butt of the handgun and the muzzle of the handgun.

14) transfer: this term shall mean sell, lend, rent, lease, or transport. Transfer shall not include a sale to a business entity primarily in the business of selling handguns to handgun retailers, so long as the sale, by its terms, prohibits the purchaser from reselling the handgun to another buyer in the Commonwealth.

15) handgun retailer: shall mean business enterprises that sell handguns to the general public, with no minimum order requirements.

16.02 Unfair or Deceptive Practices: General

(a) It shall be an unfair or deceptive practice for any seller to fail to comply with M.G.L. c. 93A, 940 CMR 16.00 et seq., or any other existing local, state, or federal statute, rule or regulation whose implementation serves to protect consumers from unfair and deceptive practices by means including, but not limited to, regulating conditions of sale, precluding the sale of products when such sale will place purchasers in violation of the law, precluding the sale of products when such a sale is to a purchaser within a vulnerable consumer group, demanding the disclosure of information, and ensuring the satisfactory condition and non-contraband status of goods proffered for sale. Examples of the above include laws, regulations, and rules that:

1) forbid the sale of handguns to addicts,

- mentally incompetent individuals or juveniles;
- ii) forbid the sale of silencers, armor penetrating
 - bullets, or machine guns (when possession of such
 - weapons by purchasers will be unlawful);
- iii) forbid participation in any way in the alteration
 - or defacement of a serial number from a handgun;
- iv) forbid the sale of a handgun whose serial number
 - has been defaced;
- v) require sellers to keep records of gun sales and
 - to make these records available to assist police
 - in remedying theft;
- vi) preclude sellers from displaying firearms in
 - outer windows of stores;
- vii) forbid sellers from delivering or transporting
 - guns fully loaded;
- viii) forbid the delivery of a handgun to the
 - custody of a minor;
- ix) forbid a seller from enforcing a purchase money
 - security interest on a handgun.

16.03 Tamper-Resistant Serial Numbers

It shall be an unfair or deceptive practice for a seller to place the serial number of a handgun solely on a place on a handgun that the seller knows or should have known results in the number's susceptibility to eradication.

(1) Serial numbers placed on the exterior of a handgun shall be deemed not susceptible to eradication for purposes of this regulation if:

- a) the serial number is also placed on the interior of the handle or barrel of the handgun,
- b) the seller does not voluntarily provide its customers or the public with the location of the interior serial number, and
- c) the seller makes this information available to the Office of the Attorney General and other consumer protection officials upon request.

(2) Serial numbers placed on the exterior of a handgun shall also be deemed not susceptible to eradication for purposes of this regulation if:

- a) the serial number is also placed on the exterior of the handgun in a way that is not visible to the unaided eye, but is visible with the aid of an infrared detector or other device,
- b) the seller does not provide its customers or the public with the location of the nonvisible serial number or any method by which this number can be made viewable, and
- c) the seller makes this information available to the Office of the Attorney General and other consumer protection officials upon request.

16.04 Sale of Handguns Made From Inferior Materials

It shall be an unfair or deceptive practice for a seller to transfer or offer to transfer to any customer located within the Commonwealth any handgun that:

- 1) has a frame, barrel, cylinder, slide or breechblock:
 - a) composed of any metal having a melting point of less than 900 degrees Fahrenheit;
 - b) composed of any material having an ultimate tensile strength of less than 55,000 pounds per square inch; or
 - c) composed of any powdered metal having a density of less than 7.5 grams per cubic centimeter;
- 2) is either prone to accidental detonation, to repeated detonation based on a single pull of the trigger, or to the explosion of the handgun during a detonation ;
- 3) has a barrel shorter than three inches, unless the seller discloses to each prospective purchaser in writing prior to purchase the limits of the

accuracy of such a weapon and its concomitant relative ineffectiveness for a sporting purpose or self defense.

16.05 Sale of Handguns Without Childproofing or Safety Devices

It shall be an unfair or deceptive practice for a seller to transfer or offer to transfer to any customer located within the Commonwealth any handgun which does not contain:

1) a safety mechanism to hinder the use of the handgun by unauthorized users. Such devices shall include, but shall not be limited to, trigger locks, combination handle locks, and solenoid use-limitation devices.

2) a mechanism which effectively precludes a child under age six from operating the weapon; such mechanisms may prevent use by raising trigger resistance beyond the hand strength force available to an average six year old, by altering the firing mechanism so that an average six year old's hands are too small to operate the handgun, or by requiring a series of multiple motions in order to fire the handgun, and

3) a load indicator device that provides reasonable warning to potential users such that even users unfamiliar with the weapon would be forewarned and would understand the nature of the warning.

16.06 Safety Warning Disclosures

It shall be an unfair or deceptive practice for a seller to transfer or offer to transfer within the Commonwealth any handgun unless that handgun is accompanied by the following warning, provided on a separate sheet of paper included within the packaging enclosing the gun, which, in at least twelve point type, states the following:

"WARNING: This handgun is not equipped with a device that fully blocks use by unauthorized users. More than 200,000 handguns like this one are stolen from their owners every year in the United States. A criminal may steal this weapon and use it to commit additional crimes, potentially harming you or your family. Studies have shown that homes with such handguns are nearly three times more likely to have a homicide than homes without one. The lack of a single-user device on your gun also means that your children may obtain access to it and operate the gun. Statistics indicate that more than 500 children are accidentally killed each year due to access to guns. It is likely that many more sustain serious wounds, or inflict such wounds accidentally on others. In order to limit the chance of such misuse, it is imperative that you keep this weapon locked in a secure place and take other steps necessary to limit the possibility of theft or accident. Failure to take reasonable preventive steps may result in innocent lives being lost, and may result in your liability for these deaths."

Failure to include this warning in the packaging enclosing the gun shall not be a violation of this regulation if the handgun in question contains a safety mechanism that cannot be deactivated by the user, including but not limited to a solenoid use-limitation system.

16.07 Severability

If any provision of 940 CMR 16.00 or the application of such provision to any person or circumstance shall be held invalid, the validity of the remainder of 940 CMR 16.00 and the applicability of such provision to any other person or circumstance shall not be affected thereby.

16.08 Effective Date

940 CMR 16.00 shall become effective as follows:

- a) Sections 16.01, 16.02, 16.06 & 16.07 shall be effective on ____ 1997;
- b) Section 16.04 shall be effective on ____, 1997; and
- c) Sections 16.03 & 16.05 shall be effective on ____, 1997.



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NEWS RELEASE

FOR IMMEDIATE RELEASE
JULY 29, 1996

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HARSHBARGER MOVES TO BAN SALE OF SATURDAY NIGHT SPECIALS;
PROPOSES REGULATIONS ON HANDGUN TRACING & CHILDPROOFING;
A First-In-The Nation Use Of State Consumer Protection Laws

Attorney General Scott Harshbarger today proposed consumer protection regulations banning the sale of "Saturday Night Specials" in Massachusetts, requiring all handguns sold in the state to carry tamper-proof serial numbers and requiring all handguns sold in the state to be equipped with child-proofing features.

The proposed regulations mark the first time any state has used its consumer protection laws to issue regulations on handgun sales.

"This initiative will help stem the tide of handgun violence in our Commonwealth, and help make handguns safer for use by law-abiding citizens who purchase them to protect themselves, their families and their property," said Harshbarger.

"I fully expect this proposal to trigger protests from those who view any attempt to bring common sense to the handgun debate as a sacrilegious infringement of their constitutional rights," he added. "But legitimate handgun owners who believe in gun safety should have no quarrel with a straightforward step toward consumer protection."

New data compiled by the Massachusetts Department of Public Health indicates that three of the top five types of pistols submitted for ballistics tests in criminal cases in Massachusetts are "Saturday Night Specials." A study completed last year by Boston Police and the federal Bureau of Alcohol, Tobacco & Firearms described "Saturday Night Specials" as the "handgun of choice for juveniles" in Boston. And, federal research found that they account for seven of the top 10 guns traced in criminal cases in America today.

(more)

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"No one can or should claim that this initiative will end handgun crime, violence or tragedies in Massachusetts, but it is a major step toward that goal," Harshbarger said.

The proposed consumer protection regulations would:

- Ban the sale in Massachusetts of cheap, often defective handguns made of inferior materials -- so called "Saturday Night Specials" -- manufactured primarily by the "Ring of Fire Companies" in the Los Angeles area. Approximately 30 common types of handguns, most of them .22 or .25-caliber weapons, would likely fall under the ban in its proposed form.

"There is ample evidence that 'Saturday Night Specials' are not only used above all else as implements of crime and violence, but that they are also unsafe to use -- even in the hands of responsible gun owners," Harshbarger said. "We regulate the safety of caps for toy guns, fireworks and everything from bicycles to baby rattles, but not handguns."

- Require all handguns offered for sale in Massachusetts to have improved, tamper-resistant serial numbers to assist law enforcement in criminal investigations, and to help return the handguns stolen from more than 500 Massachusetts citizens each year.

"Our consumer protection regulations currently require serial numbers of automotive parts, but not on the inside of legal handguns -- even though this simple step would greatly assist gun-tracing investigations by law enforcement," Harshbarger said.

- And, require all handguns offered for sale in Massachusetts to carry child-proof features -- such as load indicators, trigger locks or increased trigger pressure -- that would help reduce tragedies stemming from gun-related suicides and accidents, especially among young children.

"Handgun child-proofing regulations would not absolve gun owners of personal responsibility for gun safety in their homes, but they would remind gun manufacturers that they have a corporate responsibility to address this area as well," Harshbarger said.

Public hearings on the proposed handgun sale regulations will be scheduled for this fall in Boston and Springfield. "The public interest and corporate interests intersect at the issue of safer handguns," Harshbarger said. "I invite gun manufacturers and everyone concerned to work with my office to develop the best possible regulations that produce safer weapons, reduce handgun violence and help police and prosecutors."

(end)



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PROPOSED MASSACHUSETTS REGULATIONS ON HANDGUN SALES
QUESTIONS AND ANSWERS
JULY 29, 1996

1. WHAT IS THE PURPOSE OF THE PROPOSED REGULATIONS?

The regulations would ban the sale of "Saturday Night Specials" and require all handguns sold in Massachusetts to carry child-proofing features and improved, tamper-resistant serial numbers.

This initiative will help stem the tide of handgun violence, and will help make handguns safer for use by law-abiding citizens who purchase them to protect themselves, their families and their property. Despite an abundant supply, the regulation of handguns as a consumer product is non-existent. Current consumer protection laws regulate the safety of caps for toy guns and everything from bicycles to baby rattles, but not handguns.

2. SHOULDN'T THE PROBLEM OF HANDGUN VIOLENCE BE ADDRESSED THROUGH CRIMINAL PROSECUTION RATHER THAN CONSUMER PROTECTION REGULATIONS?

The proposed regulations are just one more part of a comprehensive effort. Since 1991, Attorney General Harshbarger has deployed dozens of assistant attorneys general to urban courts in eastern Massachusetts, where they have successfully prosecuted hundreds of armed criminals. He has sponsored legislation to ban assault-type weapons, raise the standards for gun licenses and stiffen the penalties for gun crimes. He also has advocated a public health campaign against handgun violence and the creation of violence prevention curriculum in every grade in every school.

3. DO SO-CALLED "SATURDAY NIGHT SPECIALS" PLAY A ROLE IN CRIME?

Recent Massachusetts data indicate that three of the top five types of pistols submitted for ballistics testing in criminal cases are "Saturday Night Specials." They also have been identified as the "gun of choice for juveniles" in Boston. And they are the most frequently traced guns nationally relating to criminal activity.

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4. HOW DOES THIS PROPOSAL FIT WITH THE RECENT EFFORT TO BAN CERTAIN ASSAULT WEAPONS IN MASSACHUSETTS?

Both types of weapons pose a significant threat to public safety. Assault weapons are weapons of war manufactured for the purpose of killing as many people as possible as quickly as possible. Opponents of the assault weapons ban often cite handgun violence as the "real" gun problem facing Massachusetts. "Saturday Night Specials" are cheap, often defective handguns that, above all else, are used as implements of crime and violence.

5. EVEN AFTER THIS REGULATION IS ADOPTED, WON'T SATURDAY NIGHT SPECIALS AND OTHER KINDS OF HANDGUNS CONTINUE TO FLOW INTO MASSACHUSETTS IN OTHER WAYS?

That should not be used as an excuse for failing to act on a real public safety and consumer protection problem. Using that logic, one crime should not be prosecuted because there will always be more crimes or other types of crimes committed.

The proposed regulations are not a panacea. They will not end handgun crime, handgun violence or gun-related tragedies in Massachusetts. They are just one part of a comprehensive and reasonable effort to protect Massachusetts citizens and to make legal handguns safer for law-abiding citizens.

Other guns are more expensive and, therefore, more difficult to acquire. "Saturday Night Specials" are cheap guns, made of unreliable materials and they are readily available -- more than one million are manufactured each year in the United States.

6. WILL MANUFACTURERS BE ABLE TO CIRCUMVENT THE PROHIBITION ON THE SALE OF "SATURDAY NIGHT SPECIALS" BY PRODUCING NEW AND SLIGHTLY MODIFIED CHEAP HANDGUNS?

No. Weapons made of cheap, inferior material will still be prohibited under the regulations, even if the manufacturer adds new "bells and whistles" or otherwise slightly modifies a design.

7. WHY DO WE NEED REGULATIONS THAT REQUIRE IMPROVED, TAMPER-RESISTANT SERIAL NUMBERS?

The obliteration of serial numbers makes police work more difficult. In a recent 18-month study in Boston, more than 200 handguns recovered by police had eradicated serial numbers.

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Serial numbers that cannot be obliterated also would help in the recovery and return of some of the more than 500 legal handguns stolen each year from Massachusetts citizens.

Gun manufacturers should not hesitate to use available technology to assist police, prosecutors and legitimate gun owners. Current consumer protection regulations require serial numbers on automotive parts inside cars, but not on the inside of legal handguns.

8. WHY DO WE NEED TO CHILD-PROOF HANDGUNS? DOESN'T EVERY PARENT KNOW TO KEEP GUNS AWAY FROM KIDS?

Handgun child-proofing regulations would not absolve gun owners of personal responsibility for gun safety in their homes. But the work of parents needs to be complemented by responsible corporate action.

Nationally, 227 children died from accidental firearm shootings in 1991. In 1993, 210 children committed suicide with a firearm. Studies also have shown that the presence of a gun in the home greatly increases the risk of suicides and homicides.

In Massachusetts in recent months, a two-year-old was killed when a handgun his brother was holding went off. Another child in New Bedford died when he was playing with a handgun he thought was empty. And in Springfield, a 14-year-old was killed by a 13-year-old firing his grandfather's handgun, which the boys had found under a mattress.

Requiring that handguns sold in Massachusetts have load indicators, safety locks and other child-proofing devices could help prevent these types of tragedies in the future.

9. HOW MANY COMPANIES MANUFACTURE SATURDAY NIGHT SPECIALS?

Six companies located in the Los Angeles area, known as the "Ring of Fire Companies," are the primary manufacturers of these weapons.

10. HOW MANY DIFFERENT MODELS OF GUNS WOULD BE PROHIBITED FOR SALE UNDER THE REGULATIONS?

Approximately 30 common models of weapons, most of them .22 and .25-caliber handguns, will be reviewed and possibly prohibited for sale under the regulations as currently proposed. The specific breadth of the proposal will take shape during the public comment process.

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11. HOW MANY OF THESE WEAPONS ARE SOLD IN MASSACHUSETTS?

The state has been unable to accurately track sales of weapons by specific brand and type, but efforts are underway to correct that problem.

12. DO THESE PROPOSED REGULATIONS SET AN ANTI-BUSINESS PRECEDENT?

No. In fact, corporate interests and consumer protection interests intersect at the issue of safer handguns. The mutual goal is to make sure unsafe guns are not produced or sold. Gun manufacturers are invited to work with the Office of the Attorney General to develop the best possible regulations that produce safe handguns, reduce handgun violence and aid police and prosecutors.

13. IS MASSACHUSETTS THE FIRST STATE IN THE NATION TO CONSIDER ADOPTING HANDGUN SALES REGULATIONS UNDER ITS CONSUMER PROTECTION POWERS?

Yes, these regulations will put Massachusetts in the forefront of the issue of reasonable handgun sales regulations.

14. WHEN WILL THE REGULATIONS BE FINALIZED?

Public hearings designed to gather as much input as possible on the proposed regulations will be convened in Boston and in Springfield this fall. After the hearings, final action will be taken. All interested and affected parties, including manufacturers, dealers, owners, law enforcement officials and citizens are invited to participate and comment.

15. WHAT WOULD THE PENALTY BE FOR VIOLATIONS?

A manufacturer, dealer or other entity in the business of selling weapons would face penalties of up to \$5,000 per violation under the Massachusetts Consumer Protection Act.

16. WILL THE REGULATIONS BECOME IMMEDIATELY EFFECTIVE?

No, once the public comment period concludes this fall and final action is taken to promulgate the regulations, they would be phased in over a several month period.

(end)

Washington Post, November 30, 1996

Until Handguns Are Outlawed . . .

AMERICA'S DEADLY infatuation with handguns—the concealable weapons scooped up by criminals and by citizens afraid of criminals—may never flag, even though life would be infinitely more safe and sane without them. But absent any serious chances for a ban on the civilian marketing of handguns, every effort ought to be made to rid the country of the most dangerous, shoddy models that all too easily fall into the hands of—and end the lives of—children. You would think that state and federal lawmakers might see the value of banning at least the worst of these handguns or insisting on certain safety features to avoid accidents. But all too often the lawmakers have cowered in the face of the gun industry's strongest political accomplice, the National Rifle (and Handgun and Assault Weapon and Anything With a Trigger) Association.

As a result, handguns of all kinds flow freely in the marketplace subject to less safety regulation than toy guns, fireworks, hair dryers or just about any other product that must meet consumer-product standards. Massachusetts Attorney General Scott Harshbarger wants to change this and eliminate at least the most dangerous of these inherently dangerous weapons. His proposed initiatives, which apparently can be put

into effect without going before the state legislature, would set strict safety standards for pistols and revolvers by treating handguns as consumer products.

This would effectively ban the "Saturday night specials"—the cheap handguns commonly used in violent crimes, and would require that all pistols and revolvers sold in Massachusetts meet minimum quality standards designed to protect children (adults, too) from accidents. With sales of handguns rolling along at a good clip—about 3.5 million a year—these products could be subject to a number of design requirements. Jim Brady, whose campaigns for restrictions on handgun sales led to the "Brady law" mandating waiting requirements for purchases, says: "If any other consumer product took as many lives as guns do, we would see a public outcry so great that the manufacturer would be forced to make the product safer."

The attorney general's proposals may not cramp the style of the determined criminal, and certainly no one should be too concerned about a handgun that blows up in a way that isn't safe for that criminal. The actions are primarily to protect children and law-abiding adults from accidental woundings and deaths. That's reason enough to try a new approach.

Boston Globe, December 12, 1996

Weld supports AG's strategy against pistols

By Meg Vaillancourt
GLOBE STAFF

Attorney General Scott Harshbarger gained a key ally yesterday in his quest to limit and perhaps end the sale in Massachusetts of so-called "Saturday night specials" — cheaply made handguns frequently used by criminals.

Gov. William F. Weld said Harshbarger's plan was a "brilliant" use of his regulatory powers to control the proliferation of guns. Weld said Harshbarger clearly has the authority to use the state's consumer protection law to require guns sold in Massachusetts to have child-proofing devices, load indicators and tamper-proof serial numbers.

"I once studied the powers of that office pretty closely, and I think he has the power to do that," said Weld, who in 1978 launched an unsuccessful campaign for attorney general. "I'd support it. It's brilliant. I'm surprised no one else has ever thought of that."

Late last month, Harshbarger proposed consumer protection regulations that he said would make handguns safer to handle and easier to trace. No other state regulates handguns under consumer protection laws, say gun control advocates.

BOSTON HERALD

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The safest possible guns

The handgun proposals of Attorney General Scott Harshbarger are so amazingly simple one wonders why the state hasn't tried them before.

Pistols ought to be as safe as we can make them. To this end Harshbarger has proposed to use the attorney general's power to write consumer protection regulations.

That means guns that are child-proofed, drop-proofed, lockable against unauthorized use, made of high-quality metal, with an indicator to show when the weapon is loaded and with a serial number that resists erasure.

The quality standards are aimed at driving cheap "Saturday night specials" off the market, weapons that have killed far more people than the assault-style rifles so much discussed in recent years.

None of these provisions should disturb legitimate owners and users, who ought to applaud improvements in safety. Manufacturers are resisting, but they shouldn't.

The important law enforcement market would be exempt. The technology is not rocket science. A moment's thought ought to convince the manufacturers that the first company to offer such weapons will have an advantage with safety-conscious buyers.

Only a few dozen people are killed each year in handgun accidents in Massachusetts, but that's still a few dozen too many.

We ought to insist that pistols be designed with the same attention to safety detail applied to other dangerous things like cars and power tools.

Gun makers, users rip proposed rules

Say AG's safety plan is impractical

By Meg Vaillancourt
GLOBE STAFF

Imagine a gun that, if it falls into the hands of an average 6-year-old, is physically impossible for the child to shoot.

A gun with an internal lock preventing older youngsters and unauthorized adults from using it.

A gun with an indicator that makes it obvious—even to those who aren't firearm-savvy—whether it's loaded or not.

A gun that can be easily traced through serial numbers that can't be erased.

According to Attorney General Scott Harshbarger and other gun control advocates, this isn't just some gun control advocates' wish list. In one form or another, the technology for such safety features exists today.

But yesterday, Harshbarger's proposal to require such safety measures on handguns sold in Massachusetts brought loud protests from gunmakers and gun-owner groups.

"The goal is laudable," George Colclough, vice president of Springfield-based Smith & Wesson, the largest gun manufacturer in the world, said at a daylong State House hearing. "But the present technology such as suggested in these regulations cannot satisfy the safety, reliability and dependability criteria necessary to firearms design."

But Harshbarger and other gun control advocates argued the technology to make guns "child-proof" has existed for more than a century.

"Smith and Wesson's own corporate history notes that they made a gun that could not be operated by a young child in the 1880s, and they manufactured a half a million of these guns, up until the 1940s," said Stephen Teret, director of the Johns Hopkins Center for Gun Policy Research. "They don't make that gun anymore... They need some encouragement to use their own technology. And these regulations provide that encouragement."

The regulations, which would apply to roughly 30 types of handguns, would require:

- Child-proofing features, such as grip safeties, that might require the user to exert pressure beyond the capacity of most preschoolers.

- Devices such as internal combination locks similar to those on briefcases, or magnets that would make the gun operable only by the wearer of a specially magnetized ring.

- Load indicators, like those in cameras for film, that would show whether a gun is loaded.

- Tamper-resistant serial numbers.

The proposed regulations also would require warning labels about possible misuse or defects. In addition, they effectively ban the sale of so-called Saturday night specials by requiring that all handguns sold in the state meet specific minimum quality standards for such things as metal strength and susceptibility to accidental discharge when dropped.

Harshbarger, a longtime gun control advocate, has the power to enact the proposed changes in state regulations after holding public



James Brady, paralyzed during John Hinckley's assassination attempt on Ronald Reagan, prepares to speak in support of gun laws.

hearings. Unlike the recently defeated assault weapons ban, the changes do not require legislative approval.

Critics argued yesterday that the attorney general is pushing the tough new regulations to increase his political profile as he prepares to run for higher office.

"Why not take the time to consult with experts and manufacturers?" Nancy Snow, a spokeswoman for the Gun Owners Action League, asked during her testimony. "Or was there a rush to grab headlines?"

Harshbarger rejected the notion that this is mere politicking. "We are asking the same thing of gun manufacturers that we ask of every consumer product: that it be safe and

reliable or disclose it," he told reporters afterward.

Gun manufacturers, many of whom offered Harshbarger their research assistance, also argued the such strict standards are better promulgated at the federal level.

However, numerous public health officials backed the rules, noting that firearms are the second leading cause of injury-related death to youngsters in Massachusetts.

James Brady, President Reagan's former press spokesman who was paralyzed during John Hinckley's attempt to assassinate the president, also testified in support of the new regulations, along with other victims of gun violence.

Massachusetts Aims Safety Rules To Hit Handguns on Bottom Line

By Pierre Thomas
Washington Post Staff Writer

Massachusetts yesterday unveiled a strict set of safety standards for pistols and revolvers, becoming the first state in the country to use its consumer protection powers to regulate the sale of firearms.

By treating guns as a consumer product that can be regulated like any other, the state attorney general bypassed the legislative process in an attempt to devise a powerful tool for combating weapons sales.

The move could have potentially far-reaching liability ramifications for gun manufacturers, who fear that crime victims will use the new regulations to sue companies that made the firearms used in shootings.

The initiative would effectively ban "Saturday night specials," cheap handguns commonly used in violent crimes, and mandate that all pistols and revolvers sold in Massachusetts meet minimum quality standards designed to protect children from accidents.

While a number of states, including Maryland and South Carolina, have enacted laws banning these and other inexpensive firearms, Massachusetts is apparently the first to use its consumer protection act, which grants the state attorney general broad powers to develop and issue guidelines for products without going before the state legislature. State legislatures have more typically been the site of pitched battles over the sale of guns, with gun con-

trol proponents and opponents spending heavily to convince lawmakers of their case.

"We regulate the safety of caps for toy guns, fireworks and everything from bicycles to baby rattles," Massachusetts Attorney General Scott Harshbarger said in a statement released yesterday. "It is time we do everything we can to make sure that handguns offered for sale in Massachusetts are as safe as they can be for consumers and their families."

The National Rifle Association last night attacked the proposal, saying the measure was a "politically motivated" attempt to enhance Harshbarger's career. The NRA also questioned whether private owners would be able to sell or trade guns that didn't meet the state's new standards.

"We disagree with his [Harshbarger's] newly interpreted powers," NRA spokesman Tom Wyld said. "This has broad implications for gun owners around the state."

Gun control proponents, meanwhile, touted the measure as a innovative effort to strengthen the regulation of handgun sales, which total an estimated 3.5 million annually.

"It is the first time in our history that consumer protection laws have been used to control handguns and we hope it is only the beginning," said former White House press secretary James S. Brady, who was wounded in a 1981 assassination attempt on President Ronald Reagan

and has led a nationwide effort to restrict gun sales.

"If any other consumer product took as many lives as guns do, we would see public outcry so great that the manufacturer would be forced to make the product safer," Brady said.

Kirsten Rand of the Violence Policy Center said the measure would "end a deadly double standard" by which household products are more regulated than firearms.

A senior federal official knowledgeable about gun issues said the Massachusetts proposal is drawing considerable national attention within the firearms industry, particularly by gun control opponents who fear it will generate a new class of product liability lawsuits.

Harshbarger's proposal, which would take effect next year, calls for various safety features aimed at reducing the chances that guns will be fired accidentally. Some of the guns being targeted, for example, can malfunction upon firing because of weak construction or materials. In addition, the measure would require manufacturers to equip their guns with tamper-resistant serial numbers to assist law enforcement traces of firearms. It also calls for increased trigger pressure that would make it more difficult for young children to fire the guns.

Massachusetts officials emphasized that the law will primarily reduce the sales of cheap gun manufacturers, but those of more established and well-known brands—which already have fairly stringent quality controls—would likely be far less affected.

FACSIMILE COVER SHEET
DEPARTMENT OF THE TREASURY
OFFICE OF POLICY DEVELOPMENT
(ENFORCEMENT)

Phone: (202) 622-0300

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Date: 2/15/97

Page 1 of 12

TO: Dennis Burke
Nick Gess

FAX: 456-7028
514-2504

FROM: Susan Ginsburg

SUBJECT: Feb. 19 Roll-Out

MESSAGE: Attached are materials
on trafficking, gun stores,
gun safety, and the
Youth Crime Gun
Interdiction Initiative.

Wednesday, February 12, 1997

Page 1

G.R.E.A.T. Trained Officers

APPLICANT	AGENCY	ST
COOK, TRACEY	BEDFORD POLICE DEPT	MA
BAEZ, JOHN	BOSTON POLICE DEPT	MA
BAXTER, WILLIAM	BOSTON POLICE DEPT	MA
BOYLE, FREDERICK J.	BOSTON POLICE DEPT	MA
BUCHANAN, MARK	BOSTON POLICE DEPT	MA
CORCORAN, ANN	BOSTON POLICE DEPT	MA
FRATALIA, ROBERT A.	BOSTON POLICE DEPT	MA
GAINES, CATHY	BOSTON POLICE DEPT	MA
GRUBBS, KENNETH H.	BOSTON POLICE DEPT	MA
LONG, DANIEL	BOSTON POLICE DEPT	MA
MERNER, ROBERT M.	BOSTON POLICE DEPT	MA
NORTON, PETER	BOSTON POLICE DEPT	MA
RIDGE, JOHN P.	BOSTON POLICE DEPT	MA
ROGERS, CHRISTOPHER	BOSTON POLICE DEPT	MA
RORIE, DENNIS	BOSTON POLICE DEPT	MA
RUE, ALBERT	BOSTON POLICE DEPT	MA
THOMAS, GEORGE V.	BOSTON POLICE DEPT	MA
TORRES, JUAN R.	BOSTON POLICE DEPT	MA
WAGGETT, FREDERICK	BOSTON POLICE DEPT	MA
WATSON, MICHAEL J.	BOSTON POLICE DEPT	MA
WHITTINGTON, ERNEST	BOSTON POLICE DEPT	MA
DRANE, JESSE	BROCKTON POLICE DEPT	MA
FERRIS, STEPHEN	BROCKTON POLICE DEPT	MA
LaFRATTA, THOMAS M.	BROCKTON POLICE DEPT	MA
MATHER, MICHAEL	BROCKTON POLICE DEPT	MA
ATKINS, JAMES	CHELSEA POLICE DEPT	MA
WALCZAK, GREG	CHELSEA POLICE DEPT	MA
MAZZIE, STEVEN	EVERETT POLICE DEPT	MA
TESSICINI, PETER M.	FRAMINGHAM POLICE DEPT	MA
TRASK, STEVEN D.	FRAMINGHAM POLICE DEPT	MA
COSTA, HOWARD	GLOUCESTER POLICE DEPT	MA
EASTMAN, WELLESLEY	GLOUCESTER POLICE DEPT	MA
DALEY, PETER	HANSON POLICE DEPT	MA
EDISON, KEITH F.	HOLLISTON POLICE DEPT	MA
MORIN, VALERIE A.	HUBBARDSTON POLICE	MA
BONILLA, MELIX	LAWRENCE POLICE DEPT	MA
NOLAN, ROBERT E.	LEOMINSTER POLICE DEPT	MA
CROSSMAN, LEONARD	MASSACHUSETTS STATE POLICE	MA
AUTY, MARTIN	MENDON POLICE DEPT	MA
SULLO, NICHOLAS L.	MILFORD POLICE DEPT	MA
SIBILIA, GARY	NORTHFIELD POLICE DEPT	MA
BELKNAP, GARY	PITTSFIELD POLICE DEPT	MA
BERTELLI-SUPRANOWIC	PITTSFIELD POLICE DEPT	MA

OVERVIEW

GANG RESISTANCE EDUCATION AND TRAINING (G.R.E.A.T.)

Summary

- Nine 1-hour blocks of instruction for 7th/8th graders taught by State, local, and Federal law enforcement officers
- Focus on issues of prejudice, peer pressure, conflict resolution, gang/drug avoidance, responsibility and goal setting
- Similar, but only four sessions taught at 3rd/4th and 5th/6th grades
- 885 communities/law enforcement agencies in 48 States
- 2,200+ law enforcement officers trained since 1992
- 1 million children taught since 1992

Funding

- FY 97 \$8,000,000 to cities (43 plus Nebraska and Colorado)
\$3,000,000 for officer training, assistance, evaluation, and G.R.E.A.T. promotion nationwide
\$ 500,000 (FLETC) training facilities
- FY 98 An addition \$2 million requested for grades K-2 and high school programs (career academies?)
- FY 99 Funding under Crime Bill expires

Results and Evaluation

- Conducted by University of Nebraska
- Five-year study with involvement by National Institute of Justice (NIJ)
- NIJ to publish cross sectional results
- 15% prevention rate
- First 2 years have shown impressive results (details attached)

G.R.E.A.T. Organization Structure and Partnership

NPB - National Policy Board - governing body of the G.R.E.A.T. Program:

Directors, ATF & FLETC; Chief Phoenix Police Department; Sheriff Orange County Florida; Superintendent, Missouri State Highway Patrol

NTC - National Training Committee - works under the direction of the NPB, providing guidance and operational procedures for G.R.E.A.T. training initiatives.

Plan 2000

- **Board approved a five part, long range plan**
 - (1) **Increase number of officers trained per year.**
 - **From approximately 500 to 2,000 by FY 01.**
 - **Increase sources of funds, e.g., non-profit foundation**
 - **Invite other Federal agencies and Treasury bureaus to participate**
 - (2) **Create an assistance program for cities**
 - (3) **Make G.R.E.A.T. a "household word"**
 - (4) **Open to international involvement**
 - **At no cost to G.R.E.A.T.**
 - (5) **Establish collaborative relations**
 - **DARE**
 - **DOJ**
 - **Other community based programs:**
 - Boys and Girls Clubs, PAL, High School Career Academies, etc.**
 - **Create a K-12 continuum**

Cooperative Agreement Cities and Funding

SOC	FY 97
2545 OTHER GOVERNMENT CONTRACTS	
ALBUQUERQUE, NM	\$178,500.00
BALTIMORE, MD	\$340,000.00
BERNALILLO, NM	\$68,000.00
BOSTON, MASS	\$340,000.00
CARSON CITY SHERIFF	\$17,000.00
DELAWARE STATE POLICE	\$127,500.00
DOUGLAS COUNTY SHERIFF	\$12,750.00
FARMINGTON, NM	\$29,750.00
GARDENA POLICE, CALIFORNI	\$113,333.00
GLENDALE, AZ	\$42,500.00
HAWAII COUNTY, HI	\$28,333.00
HONOLULU, HI	\$255,000.00
INGLEWOOD CALIFORNIA	\$113,333.00
KANSAS CITY KANSAS PD	\$59,500.00
KANSAS CITY, MO	\$340,000.00
KAUAI, HI	\$28,333.00
LEAVENWORTH POLICE	\$42,500.00
MAUI, HI	\$28,333.00
MEMPHIS, TN	\$340,000.00
MESA, AZ	\$29,750.00
METRO-DADE, FLORIDA	\$255,000.00
MIAMI, FL	\$85,000.00
MILWAUKEE, WI	\$340,000.00
NEBRASKA	\$425,000.00
NEW CASTLE DELAWARE	\$63,750.00
NEW YORK CITY	\$340,000.00
NORTH LAS VEGAS	\$25,500.00
PHILADELPHIA, PA	\$340,000.00
Phoenix (Local	\$212,500.00
PHOENIX (NATIONAL)	\$600,000.00
PRINCE GEORGE'S COUNTY	\$340,000.00
PORTLAND, OR	\$340,000.00
RENO, NEVADA	\$76,500.00
RIO RANCHO, NM	\$42,500.00
TEMPE, AZ	\$29,750.00
TORRANCE, CA	\$113,334.00
TRENTON, NJ	\$340,000.00
TUCSON, AZ	\$255,000.00
WASHINGTON, DC	\$340,000.00
WASHOE COUNTY SHERIFF	\$17,000.00
WILMINGTON, DE	\$148,750.00

THE G.R.E.A.T. PROGRAM

VISION

Prevent youth crime and violence through collaboration with other community-based prevention programs to create safe communities.

MISSION

To provide classroom instruction for school-aged children and a wide range of community-based activities that result in the necessary life skills, a sense of competency, usefulness, and personal empowerment needed to avoid involvement in youth violence and criminal activity.

CURRICULUM

3rd/4th Grade Curriculum

- Session #1: "What is a Gang?"**
- Session #2: "Families and Why They Are Special"**
- Session #3: "My Future"**
- Session #4: "Do You Know Me?"**

5th/6th Grade Curriculum

- Session #1: A&B "Stop the Violence."**
- Session #2: A&B "Cultural Awareness."**

7th/8th Grade Curriculum

- Session #1: "Introduction"**
- Session #2: "Crimes/Victims And Your Rights"**
- Session #3: "Cultural Sensitivity/Prejudice"**
- Session #4: "A&B "Conflict Resolution"**
- Session #5: "Meeting Basic Needs"**
- Session #6: "Drugs/Neighborhoods"**
- Session #7: "Responsibility"**
- Session #8: "Goal Setting"**
- Culmination Activity**

Summer Component

- To enhance and build upon the school-based core G.R.E.A.T. curriculum**
- To offer youth a structured program during the summer months as an alternative to idle summer activity.**
- To form a collaborative venture with both private and public institutions.**
- To showcase the G.R.E.A.T. Program to the public as a positive working prevention effort against gang activity.**

OVERVIEW: GREAT EVALUATION

1. GANG AFFILIATION FINDINGS: The Problems

- 17% (994 students in sample) belonged to a gang at some point.
- 11% (623 students in sample) belongs to a "delinquent gang" at some point.
- 38% of gang members are female.
- 25% of gang members are white.
- Gang members more likely to live with a single parent.
- Gang members more likely to have parents with lower levels of education than non-gang members.

2. FOCUS OF THE GREAT PROGRAM

- Reduce gang affiliation and delinquent activity.
- Reduce gang activity.
- Educate a population of young people as to the consequences of gang involvement.

3. KEY ELEMENTS OF THE GREAT PROGRAM

- Students learn:
 - (a) About crimes, their victims, and their impact on school and neighborhood.
 - (b) How cultural differences impact their school and neighborhood.
 - (c) How to create an atmosphere of understanding that would enable all parties to better address problems and work on solutions together.
 - (d) How to meet their basic needs without joining a gang.
 - (e) How drugs affect their school and neighborhood.
 - (f) The need for goal setting and how to establish short and long term goals.

4. A COMPREHENSIVE, NATIONAL EVALUATION: 3 PARTS

- (a) process evaluation of the quality of police officer instructor Training
- (b) Longitudinal (5-year evaluation): through high school
- (c) Cross sectional evaluation of 8th graders

5. THE CROSS SECTIONAL: THE EVALUATION FOCUS AT IACP

- 11 evaluation sites in U.S. (See figure 1 in brief)
- Experimental (GREAT graduates, 2,629) and control (non-GREAT, 3,207) groups at each site
- Sites represent a diversity in U.S. population
- Total sample: 5,935 8th graders, 315 classrooms, 42 schools
- Self-reporting evaluation
- Monitored survey completion by students

6. EVALUATION MEASURES

- Based on content of GREAT program
- Determines knowledge gain
- Determines criminal, violent, and gang behavior
- Determines gang affiliation, other forms of behavior

7. General Findings

- Graduates of GREAT report more pro-social behavior
- Trained law enforcement personnel can serve as effective prevention agents

8. SPECIFIC OUTCOME RESULTS

- Lower rates of self-reported delinquency.
- Lower rates of gang affiliation.
- More positive attitudes to the police.
- more negative attitudes about gangs.
- Having more friends involved in pro-social activities.
- Greater commitment to peers promoting pro-social behavior.
- Higher levels of perceived guilt at committing deviant acts.
- more commitment to school.
- Higher levels of attachment to both mothers and fathers.
- More communication with parents about their activities.
- Fewer friends involved in delinquent activities.
- Less likelihood of acting impulsively.
- Lower likelihood of engaging in risky behavior.
- Lower levels of perceived blockages to academic success.

THE WHITE HOUSE

WASHINGTON

February 17, 1997

JUVENILE CRIME ROUND TABLE DISCUSSION

DATE: February 19, 1997
 TIME: 10:00 am - 11:00 am
 LOCATION: UMASS John W. Ryan Lounge
 FROM: Rahm Emanuel/Bruce Reed

I. PURPOSE:

To highlight your commitment to fighting juvenile crime.

II. BACKGROUND:

This is an opportunity to speak with the leaders in the police, probation, and prevention community of Boston about their successful efforts to crack down on juvenile crime. Specifically, this is an opportunity to highlight Operation Night Light and other unique probation and policing initiatives in Boston. Operation Night Light, is a strategy in which Boston probation officers and community policing officers team up and visit the homes of young people on probation to make sure they are abiding by the curfews and terms of their probation.

III. PARTICIPANTS:

(In Speaking Order)

The President

Mayor Tom Menino

Police Commissioner Paul Evans

District Attorney Ralph Martin

→ Attorney General Scott Harshbarger

→ Probation Officer Bill Stewart

~~Reverend Hammond~~

High School Senior Lanita Tolentino

Probation Officer Tanya Brooks

US Attorney Don Stern

Sister Jean Gribaudo

Attorney General Reno

Under Secretary of Treasury for Enforcement Ray Kelly (Biden)

Senator John Kerry

Congressman Moakley

Congressman Joe Kennedy

Governor Weld

Joe Biden

→ CAPTAIN DUNFORD

Terry Thompson

19 year old male

Reformed Juvenile
offenders

→ Ray Kelly / Terry Thompson

IV. SEQUENCE OF EVENTS:

- You will be announced into the room and take your seat. Other participants will already be seated.
- The Mayor will welcome you and make introductory remarks
- The Mayor will then lead the rest of the participants through the discussion.
- Speaking program begins.

V. PRESS COVERAGE:

Open

IV. REMARKS:

Talking points will be provided by speech writing.

(In speaking order)

ROUND TABLE PARTICIPANTS

Mayor Tom Menino

Police Commissioner Paul Evans

Commissioner Evans has just been reappointed to his second term by the Mayor Menino. He is a staunch supporter of community policing and has worked to expand community policing in Boston to other aspects of the criminal justice system. Police officers now work closely with the courts, schools, clergy, etc.

District Attorney Ralph Martin

He is a Republican D.A. for Suffolk County, which includes Boston. He has been very vocal in his support of the crime bill and other Administration initiatives. He can attest to the need for more prosecutors and for prosecutors to be in touch with their communities.

State Attorney General Scott Harshbarger

As the top law enforcement official in the state, Harshbarger has played an integral role in several state initiatives to reduce juvenile crime. He is particularly involved with the Safe Neighborhood Initiative (SNI), which is a partnership among community residents and federal, state and local government agencies that has established community prosecution and policing programs. SNI has been credited for much of Boston's success.

Probation Officer Bill Stewart

Stewart has been a probation officer for 20 years and was one of the innovators of Operation Night Light.

Reverend Hammond

Rev. Hammond is a graduate of Harvard Medical School and practiced as a heart surgeon, until he felt he could make a greater contribution as a Reverend. He works closely with the police department and courts as a mediator between law enforcement and juvenile offenders. He is a member of "The Ten Point Coalition," which is a group of religious leaders involved in crime prevention and supporting law enforcement.

Lanita Tolentino

Lanita is a high school senior who currently serves Mayor's Youth Council, which is a group that is a liaison between the Mayor and young people in Boston. She believes that there is a need to find more positive outlets for kids.

Probation Officer Tanya Brooks (will introduce you at your speech following round table)

Tanya has been a probation officer for thirteen years. She currently works for the Superior Court, and deals mostly with repeat offenders. She requires her probationers to work or prove that they are looking for a job. As the other probation officers, she makes home visits and requires juveniles to meet with her personally on a weekly basis.

US Attorney Don Stern

Sister Jean Gribaudo

You met Sister Jean is the Mayor's Youth Advisor. You met her at a youth violence dinner discussion in the East Room last year.

Attorney General Reno

Under Secretary of Treasury for Enforcement Ray Kelly

Senator John Kerry

Congressman Moakley

Congressman Joe Kennedy

Governor Weld

FACSIMILE COVER SHEET
DEPARTMENT OF THE TREASURY
OFFICE OF POLICY DEVELOPMENT
(ENFORCEMENT)

Phone: (202) 622-0300

Fax: (202) 622-7301

Date: 2/15/97

Page 1 of 11

TO:

Dennis Burke
Nick Gess

FAX:

456-7028
514-2504

FROM:

Susan Ginsburg

SUBJECT:

Feb 19 Roll-Out

MESSAGE:

Attached are materials
on GREAT, including
Boston-specific information

MORE TO FOLLOW

EXHIBIT 1

Unintentional Firearm Related Deaths (1985-1994) 1,2

Age Group	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985
00-04	34	30	36	24	34	42	41	37	34	43
05-09	25	38	48	41	56	59	51	66	57	58
10-14	126	137	132	162	146	172	185	144	143	177
15-19	327	321	285	324	305	294	266	220	238	241
20-24	213	274	234	218	195	222	200	213	205	238
Subtotal (00-24)	725	800	735	769	736	789	743	680	677	757
25-29	121	136	128	133	154	143	142	160	165	184
30-34	122	119	129	110	125	131	122	131	134	155
35-39	84	121	89	88	85	90	113	102	92	115
40-44	71	72	67	56	78	57	100	70	80	100
45-49	55	74	52	60	36	64	55	57	56	68
50-54	40	39	40	42	39	32	49	51	53	55
55-59	23	34	42	44	44	42	35	48	38	58
60-64	23	24	32	29	30	31	35	45	49	50
65-69	23	29	20	34	24	42	41	22	34	26
70-74	23	23	30	21	26	24	20	28	27	41
75-79	23	28	15	16	22	22	21	25	23	16
80-84	9	9	16	23	8	12	13	12	12	17
85+	13	13	12	14	8	8	11	8	9	4
Unknown	1	0	2	2	1	2	1	1	3	3
Total	1356	1521	1409	1441	1416	1489	1501	1440	1452	1649

1 Data Source: Scientific Data, Surveillance & Injury Statistics; National Center for Injury Prevention and Control.

2 Data from the National Center indicates 1,565 suicides among children up to age 19, in 1994 and 1,256 suicides in the same age group in 1985.

EXHIBIT 2

Unintentional Firearm Related Death Rates (1985-1994) 1
(Per One Hundred Thousand)

Age Group	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985
00-04	0.17	0.15	0.18	0.13	0.18	0.23	0.23	0.2	0.19	0.24
05-09	0.13	0.21	0.26	0.22	0.31	0.33	0.29	0.38	0.33	0.35
10-14	0.67	0.74	0.73	0.92	0.86	1.02	1.12	0.88	0.87	1.04
15-19 2	1.86	1.86	1.67	1.89	1.71	1.62	1.44	1.18	1.26	1.29
20-24 3	1.16	1.46	1.23	1.14	1.02	1.15	1.02	1.05	0.98	1.11
25-29	0.63	0.69	0.63	0.64	0.72	0.66	0.65	0.73	0.75	0.85
30-34	0.55	0.54	0.58	0.5	0.57	0.6	0.57	0.62	0.65	0.77
35-39	0.38	0.56	0.42	0.43	0.43	0.46	0.6	0.55	0.49	0.65
40-44	0.36	0.38	0.36	0.3	0.44	0.34	0.62	0.45	0.56	0.71
45-49	0.33	0.46	0.34	0.43	0.26	0.48	0.43	0.46	0.47	0.59
50-54	0.3	0.31	0.33	0.36	0.34	0.29	0.45	0.47	0.49	0.51
55-59	0.21	0.32	0.4	0.42	0.42	0.4	0.33	0.44	0.34	0.52
60-64	0.23	0.23	0.31	0.27	0.28	0.29	0.32	0.42	0.45	0.46
65-69	0.23	0.29	0.2	0.34	0.24	0.42	0.42	0.23	0.36	0.28
70-74	0.26	0.27	0.35	0.25	0.33	0.3	0.26	0.36	0.36	0.55
75-79	0.35	0.43	0.23	0.25	0.36	0.37	0.36	0.43	0.41	0.29
80-84	0.21	0.21	0.39	0.57	0.2	0.31	0.35	0.33	0.34	0.5
85+	0.37	0.38	0.36	0.44	0.26	0.27	0.38	0.28	0.33	0.15
Total 2,3	0.52	0.59	0.55	0.57	0.57	0.6	0.61	0.59	0.6	0.69

1 Data Source: Scientific Data, Surveillance & Injury Statistics; National Center for Injury Prevention and Control.

2 Individuals in the 15-19 age group are 3.58 times as likely to succumb to accidental deaths. This is calculated as the 1994 death rate for the 15-19 age group divided by the death rate for the total population, or $3.58 = 1.86/.52$.

3 Individuals in the 20-24 age group are 2.23 times as likely to succumb to accidental deaths. This is calculated as the 1994 death rate for the 20-24 age group divided by the death rate for the total population, or $2.23 = 1.16/.52$.

EXHIBIT 3

**Development of National Injury/Death Ratios by Age Cohort
for Firearm Related Accidents**

Age Group	1993 Deaths 1	1993 Population Estimates 1	1993 Death Rates (Per 100K) 1	1993 Injury Rates (Per 100K) 2	Injury/ Death Ratios 3
00-04	30	20,000,000	0.2		
05-09	38	18,095,238	0.2		
10-14	137	18,513,514	0.7		
Subtotal (00-14)	205	56,608,752	0.4	2.6	7.2
15-19	321	17,258,065	1.9		
20-24	274	18,767,123	1.5		
Subtotal (15-24)	595	36,025,188	1.7	16.2	9.8
25-29	136	19,710,145	0.7		
30-34	119	22,037,037	0.5		
Subtotal (25-34)	255	41,747,182	0.6	10.7	17.5
35-39	121	21,607,143	0.6		
40-44	72	18,947,368	0.4		
Subtotal (35-44)	193	40,554,511	0.5	7.0	14.7
45-49	74	16,086,957	0.5		
50-54	39	12,580,645	0.3		
55-59	34	10,625,000	0.3		
60-64	24	10,434,783	0.2		
65-69	29	10,000,000	0.3		
70-74	23	8,518,519	0.3		
75-79	28	6,511,628	0.4		
80-84	9	4,285,714	0.2		
85+	13	3,421,053	0.4		
> 44	273	82,464,298	0.3	3.1	9.4
Total 4	1,521	257,399,930	0.6	6.7	11.3

1 Scientific Data, Surveillance & Injury Statistics; National Center for Injury Prevention and Control.

2 "Unintentional, Nonfatal Firearm-Related Injuries - A Preventable Public Health Burden";
Sinauer, Annesi and Mercy; Journal of the American Medical Association, June 1996.

3 Calculated as ratio of 1993 injury rate to 1993 death rate.

4 In the cited report (footnote 2), handgun caused injuries were reported as 56.8 of total accidental injuries.

EXHIBIT 4

Development of 1994 Accidental Injury Estimates by Age Cohort and Composite Injury & Death Rates for Fire Arm Related Accidents

Age Group	1994 Deaths 1	Injury/ Death Ratios 2	Estimated 1994 Injuries 3	Estimated 1994 Deaths & Injuries	1994 Population Estimates 1	1994 Death Rates (Per 100K) 1	1993 Injury Rates (Per 100K) 4	Estimated 1994 Death & Injury Rates 5
00-04	34				20000000	0.2		
05-09	25				19230769	0.1		
10-14	126				18805970	0.7		
Subtotal (00-14)	185	7.2	1,328	1,513	58,036,739	0.3	2.6	2.9
15-19	327				17,580,645	1.9		
20-24	213				18,362,069	1.2		
Subtotal (15-24)	540	9.8	5,297	5,837	35,942,714	1.5	16.2	17.7
25-29	121				19,206,349	0.6		
30-34	122				22,181,818	0.6		
Subtotal (25-34)	243	17.5	4,257	4,500	41,388,167	0.6	10.7	11.3
35-39	84				22,105,263	0.4		
40-44	71				19,722,222	0.4		
Subtotal (35-44)	155	14.7	2,280	2,435	41,827,485	0.4	7.0	7.4
45-49	55				16,666,667	0.3		
50-54	40				13,333,333	0.3		
55-59	23				10,952,381	0.2		
60-64	23				10,000,000	0.2		
65-69	23				10,000,000	0.2		
70-74	23				8,846,154	0.3		
75-79	23				6,571,429	0.4		
80-84	9				4,285,714	0.2		
85+	13				3,513,514	0.4		
> 44	232	9.4	2,172	2,404	84,169,192	0.3	3.1	3.4
Total	1,355	11.3	15,334	16,689	261,364,297	0.5	6.7	7.2

1 Scientific Data, Surveillance & Injury Statistics; National Center for Injury Prevention and Control.

2 Calculated as ratio of 1993 injury rate to 1993 death rate from EXHIBIT 2 data.

3 Calculated as product of 1994 Accidental Deaths and estimated 1993 Accidental Injury/Death Ratio.

Also there were 6,625 accidental injuries suffered by people up to age 24, indicated above as sum of two age groupings: $6,625 = 5,328 + 1,297$

4 "Unintentional, Nonfatal Firearm-Related Injuries - A Preventable Public Health Burden";
Sinauer, Annesi and Mercy; Journal of the American Medical Association, June 1996.

5 Calculated as sum of 1994 Accidental Death Rate and 1993 Accidental Injury Rate.

EXHIBIT 5

STORAGE PRACTICES FOR GUNS IN CIRCULATION 1

Storage Category	HANDGUNS			LONGGUNS			TOTALS 2		
	Percent of Guns by Storage Category	Estimate of Guns in Storage Category based on Guns in Circulation, 1994 (in Millions)	Percent of Guns that are Loaded/ Unloaded	Percent of Guns by Storage Category	Estimate of Guns in Storage Category based on Guns in Circulation, 1994 (in Millions)	Percent of Guns that are Loaded/ Unloaded	Percent of Guns by Storage Category	Estimate of Guns in Storage Category based on Guns in Circulation, 1994 (in Millions)	Percent of Guns that are Loaded/ Unloaded
TOTALS 3	100.0%	65.0		100.0%	119.0		100.0%	184.0	
Loaded & Locked	20.7%	13.5	37.6%	3.7%	4.4	33.6%	9.7%	17.9	36.7%
Loaded & Unlocked	34.0%	22.1	62.2%	7.3%	8.7	66.4%	16.7%	30.8	63.3%
LOADED SUBTOTALS	54.7%	35.6	100.0%	11.0%	13.1	100.0%	26.4%	48.6	100.0%
Unloaded & Locked	22.5%	14.8	48.7%	43.2%	51.4	48.5%	35.9%	66.0	48.8%
Unloaded & Unlocked	22.8%	14.8	50.3%	45.8%	54.5	51.5%	37.7%	69.3	51.2%
UNLOADED SUBTOTALS	45.3%	29.4	100.0%	89.0%	105.9	100.0%	73.6%	135.4	100.0%
UNLOCKED SUBTOTALS	56.8%	36.9		53.1%	63.2		54.4%	100.1	

1 Philip J. Cook, Stanford Institute of Public Policy, Duke University; forthcoming publication to NIJ from Police Foundation.

2 Totals are for handguns and longguns only. The total 1994 estimate including miscellaneous firearms is 192 million.

3 Handguns are 33.9 percent of the total guns in circulation estimate of 192 million. Also this total includes 3.6 million in U.S. handgun sales (including imports) added in 1994.

(In speaking order)

ROUND TABLE PARTICIPANTS**Mayor Tom Menino****Police Commissioner Paul Evans**

Commissioner Evans has just been reappointed to his second term by the Mayor Menino. He is a staunch supporter of community policing and has worked to expand community policing in Boston to other aspects of the criminal justice system. Police officers now work closely with the courts, schools, clergy, etc.

District Attorney Ralph Martin

He is a Republican D.A. for Suffolk County, which includes Boston. He has been very vocal in his support of the crime bill and other Administration initiatives. He can attest to the need for more prosecutors and for prosecutors to be in touch with their communities.

State Attorney General Scott Harshbarger

As the top law enforcement official in the state, Harshbarger has played an integral role in several state initiatives to reduce juvenile crime. He is particularly involved with the Safe Neighborhood Initiative (SNI), which is a partnership among community residents and federal, state and local government agencies that has established community prosecution and policing programs. SNI has been credited for much of Boston's success.

Probation Officer Bill Stewart

Stewart has been a probation officer for 20 years and was one of the innovators of Operation Night Light.

Reverend Hammond

Rev. Hammond is a graduate of Harvard Medical School and practiced as a heart surgeon, until he felt he could make a greater contribution as a Reverend. He works closely with the police department and courts as a mediator between law enforcement and juvenile offenders. He is a member of "The Ten Point Coalition," which is a group of religious leaders involved in crime prevention and supporting law enforcement.

Lanita Tolentino

Lanita is a high school senior who currently serves Mayor's Youth Council, which is a group that is a liaison between the Mayor and young people in Boston. She believes that there is a need to find more positive outlets for kids.

Probation Officer Tanya Brooks (will introduce you at your speech following round table)

Tanya has been a probation officer for thirteen years. She currently works for the Superior Court, and deals mostly with repeat offenders. She requires her probationers to work or prove that they are looking for a job. As the other probation officers, she makes home visits and requires juveniles to meet with her personally on a weekly basis.

US Attorney Don Stern**Sister Jean Gribaudo**

You met Sister Jean is the Mayor's Youth Advisor. You met her at a youth violence dinner discussion in the East Room last year.

Attorney General Reno**Under Secretary of Treasury for Enforcement Ray Kelly****Senator John Kerry****Congressman Moakley****Congressman Joe Kennedy****Governor Weld**

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**BRIEFING FOR THE ATTORNEY GENERAL
YOUTH VIOLENCE LEGISLATION ANNOUNCEMENT
ROUNDTABLE DISCUSSION
UNIVERSITY OF MASSACHUSETTS, BOSTON
FEBRUARY 19, 1997**

Briefing prepared by Tom Ziemba

Reviewed and supplemented by Nicholas Gess and Kent Markus

I. PURPOSE

To participate in a roundtable discussion of Boston's community justice efforts against youth violence and of the Administration's youth violence legislation. Seated around the table will be individuals from the various parts of the criminal justice system highlighted in our bill.

II. BACKGROUND

Boston's Youth Violence Fighting Efforts

As you know from your experience with Boston's efforts, its success has stemmed from cooperation and a community justice approach. This cooperation is embodied in programs like Operation Nightlight where probation officers and community police officers team up to visit probationers at home at night to ensure they are meeting the terms of their probation; the anti-gang initiative operated jointly by the D.A.'s office, BPD, and the U.S. Attorney's Office to target gang activity and crimes; as well as involvement from the religious communities and the private sector. More detailed descriptions of these programs can, of course, be found in the Boston Report.

Boston still boasts its success against youth homicide. There have been no juveniles murdered with a firearm since July of 1995.

Site Selection/UMASS Boston

Communications experts at the White House and the Department chose Boston (and Dorchester in particular) to announce the Administration's legislation because of Boston's success in using strategies similar to those in the bill. Indeed, part of the message of the day is that many of the lessons we have learned from Boston's efforts are reflected in our legislation.

UMASS Boston was selected as the site for the event because 1) it is one of the only locations in Dorchester large enough to host such an event; 2) the school has been an active partner in many of Boston's efforts to provide positive alternatives to violence and gangs; 3) it is

essentially an urban, commuter college- fitting in well with the Presidents education message; and 4) Mayor Menino and Congressman Kennedy are graduates of UMASS Boston, and actively supported the selection of that site.

Logistics of the Roundtable Discussion

The discussion will last for approximately an hour and ten minutes. Because of the large number of participants, each panel member will only have roughly four minutes to speak. Each person will give a brief description of their job, how they fit into Boston's community justice system, and will then have a short time to answer a question or two the President will ask him/her. The President and Mayor will attempt to ensure that the discussion proceeds in the order outlined below.

Your speaking role has been purposely placed close to the end of the program because of your ability to summarize and put into perspective so many of the various aspects of the system that will have been previously discussed. As your talking points reflect, you should emphasize the importance of all of the perspectives and initiatives discussed, as well as reiterating U.S. Attorney Stern's message of the importance of the federal role in providing the tools to prevent and interdict in youth crime and also in prosecuting certain egregious violent juvenile crimes.

III. CONGRESSIONAL AND PUBLIC OFFICIALS

President Clinton
Mayor Tom Menino
Police Commissioner Paul Evans
Governor William Weld
Senator John Kerry
Congressman Joe Moakley
U.S. Attorney Don Stern
D.A. Ralph Martin
Boston ATF SAC Jeff Roehm

IV. AUDIENCE

The audience for the roundtable discussion will consist of 75 public officials; federal, state and local law enforcement officials; academicians, and public citizens. Representatives from several national law enforcement organizations have also been invited. These include John Kaye of NDAA, and representatives of FOP and IBPO. Joe Chery, father of Louis Brown, the young man gunned down in Boston while on his way to an anti-gang event, will also be in the audience.

V. PARTICIPANTS

Mayor Tom Menino

Mayor Menino (D) has made cooperation and communication in crime fighting a major priority for his administration. He has also worked hard to foster and maintain an open dialogue among his administration, law enforcement, and the youths of Boston. To this end, he created the Mayor's Youth Council (also see Lanita Tolentino and Sister Jean for more info on this) - a panel of young people that meet with other youths from all around the Boston Metro area to discuss their concerns and priorities, and then reports back regularly to the Mayor on their findings. Mayor Menino also recently reappointed Police Commissioner Paul Evans to another term of office.

Police Commissioner Paul Evans

Commissioner Evans is a key figure in Boston's community justice/holistic approach to fighting youth violence. He is one of the most vocal and vehement supporters of intervention and prevention, and has been instrumental in developing and implementing Boston's public/private jobs partnerships, operation nighlight, and the Boston PD/ATF Gun Tracing initiative. In the roundtable discussion, he will articulate a message of cooperation, information sharing, and the expansion of community policing principles to other areas of the criminal justice system.

D.A. Ralph Martin

Martin (R) is the Suffolk County D.A. and is also a key player in Boston's success. He has worked closely with BPD, ATF and the U.S. Attorney's Office to target gangs and firearms offenders, prosecuting these crimes at the local level when appropriate, and cooperating with the U.S. Attorney's Office on appropriate cases. While he will not specifically discuss the Administration's prosecutor grant proposal before the President formally announces it, he will discuss the impact and success state and local prosecutors can have when they have the resources to implement innovative programs.

Probation Officer Tanya Brooks

Brooks is a Probation Officer for the Dorchester Superior Court, and has been working in the probation system for 13 years. The Superior Court handles people no younger than 17 years old, and generally deals with repeat offenders. She is very active in Operation Nightlight, and also has several innovative policies of her own. One of these is her policy that probationers still in school must either hold a part time job or show her proof once a week that they are searching for part time work. If they meet those terms, they must only report to her once every two weeks. Probationers no longer in school must either hold or seek full time employment. Sexual offenders must report twice a week if not in a treatment program, and once a week if they are. If probationers break any of these terms of their probation, Brooks brings that person back before the judge for stiffer terms of the probation or possibly a prison sentence. Brooks has also been chosen to introduce the President at the large speech to follow roundtable.

Probation Officer Bernie Fitzgerald

Fitzgerald participated in the roundtable you hosted in Dorchester last summer, and has since gained national notoriety through the "Boston Report". He has traveled extensively to speak about and instruct other probation offices on community based approaches to probation. He works out of the Dorchester District Court.

Reverend Ray Hammond

You met Reverend Hammond last summer at your Dorchester roundtable. He is one of the founders and leaders of the Ten Point Coalition, a group of ministries devoted to working with Boston's youths and the police and private sectors to foster better communication and provide positive opportunities for young people. Hammond is a Harvard Medical School educated cardiac surgeon, who decided to give up his medical practice to work instead as a minister. He is incredibly well respected by Boston's public officials, law enforcement, and young people. He will articulate his message that while there are a certain number of violent youths who must be vigorously prosecuted and stiffly sentenced, many of Boston's innovative programs have shown that a community oriented justice system can be very effective in identifying those young people who can be set back on the right track. His support of law enforcement is one of the reasons he is so well respected in Boston.

Sister Jean Bribaudo

Sister Jean is the Mayor's Youth Advisor and helped start the Youth Council. She is the key person in the Mayor's office responsible for implementing the Mayor's policy of cooperation and communication in the criminal justice system. She is a tenacious fighter for youth issues, and as you will see, the reason she is so effective is her relentless and powerful personality. The President had met Sister Jean at a White House function several months ago and specifically requested that she be a participant at the roundtable.

Lanita Tolentino

Lanita is a senior in high school and one of 36 members of the Mayor's Youth Council, which is the main liaison between the Mayor and the young people of Boston. The Council conducts meetings all over Boston to hear the concerns and priorities of young people and then reports back to the Mayor on its findings. One of the Council's major accomplishments was the establishment of a Youth Line. The Youth Line is a phone number young people can call to get a complete listing of all youth-oriented activities available in Boston.

ATF SAC Jeff Roehm

Roehm has been important in implementing ATF's Gun Tracing Initiative in Boston. This program traces all guns seized from offenders during the commission of a crime. With the cooperation of the BPD and U.S. Attorney's Office, this program has been quite successful.

VI. SEQUENCE OF EVENTS

- Arrive UMASS Boston and proceed to the John W. Ryan Student Lounge
- You and the other roundtable participants take your seats around the table
- The President is announced and is seated
- Mayor Menino makes opening remarks
- President Clinton speaks
- Police Commissioner Evans speaks
- D.A. Ralph Martin speaks
- Probation Officer Bernie Fitzgerald speaks
- Reverend Ray Hammond speaks
- U.S. Attorney Stern speaks
- High school student Lanita Tolentino speaks
- Probation Officer Tanya Brooks speaks
- Young Person #2 speaks
- Boston ATF SAC Jeff Roehm speaks
- Sister Jean Gribaudo speaks
- AG Reno speaks
- Senator Kerry, Congressman Moakly, Governor Weld speak
- Mayor Menino and President Clinton close program
- Proceed to the Clark Gymnasium for the President's speech

VII. PRESS PLAN

This event will be covered by the White House Press Pool as well as state and local media. Members of the press will be located around the perimeter of the room. Roundtable participants will have no direct interaction with the press

VIII. REMARKS

You will be asked to give approximately 3 minutes of remarks. Suggested talking points are attached.

0171
494-4657
Tim DePina
Mendocino Co.

ATTORNEY GENERAL SCOTT HARSHBARGER'S INITIATIVES WITH REGARD TO JUVENILE VIOLENCE

The SNI

The Safe Neighborhood Initiative (SNI) is a partnership among community residents and federal, state and local government agencies to fight crime and improve the quality of life in targeted neighborhoods throughout the Commonwealth of Massachusetts, including Dorchester. SNI partnerships have established community prosecution and policing programs, enhanced city service delivery and critical human service projects. The impact of the SNI can be measured by significant decreases in crime, improvements in community confidence and re-birth of economic development within SNI target areas.

SCORE

SCORE, an award-winning program developed by the Massachusetts Office of the Attorney General, establishes school-based peer mediation programs to prevent violent or potentially violent conflicts among students. With a 97 % success rate, SCORE has proven to be one of the most successful methods of reducing incidents of racial, gang or juvenile conflict in Massachusetts schools.

Juvenile Offenders Reform Bill

In 1996, Attorney General Harshbarger proposed and championed the most significant juvenile justice reform legislation enacted in Massachusetts in over two decades. The legislation passed provides that juveniles charged with murder will be tried directly in adult court; gives prosecutors new tools to seek adult sentences for juveniles charged with other serious and violent offenses; opens juvenile court hearings to the public in serious youthful offender cases; and allows juvenile court records to be open to public inspection in serious youthful offender cases.

Juvenile Priority Prosecution Unit

In 1984, Attorney General Harshbarger, as the District Attorney For Middlesex County, established a specialized unit for the priority prosecution of hard core juvenile offenders, one of only thirteen such units in the nation. (AG Reno, as District Attorney of Dade County, Florida, had one of those thirteen units.) This model juvenile prosecution unit provided for early identification and priority prosecution of serious violent and habitual juvenile offenders.

Information-Sharing: Project Alliance

As District Attorney of Middlesex County, Attorney General Harshbarger established Project Alliance, the program that serves as the model for the Community Based Justice Projects now operating in many District Attorney's offices across the Commonwealth. Through the sharing of information, this initiative linked the schools with law enforcement agencies, to create new responses to issues such as weapons and drugs in the schools, hate crimes, and alcohol abuse. The information sharing also enabled prosecutors and law enforcement officials to prioritize and target cases for prosecution.

Safe Schools

Attorney General Harshbarger proposed legislation in 1995 and again in 1996, to increase the level of safety in schools by creating gun free schools zones and removing legal barriers to information sharing between schools and the probation department. Attorney General Harshbarger annually hosts a statewide Safe Schools Conference, and regularly publishes a Safe Schools Newsletter, to provide educators with up to date information on new laws, cases and initiatives in the area of schools safety.

Chairman, The Task Force on Secure Facilities

In 1977, Attorney General Harshbarger Chaired the state's Task Force on Secure Facilities, that examined the Massachusetts Department of Youth Services. The Task Force's report, *The Issue of Security In A Community-Based System of Juvenile Corrections*, involved a comprehensive evaluation of the strengths and weaknesses of the juvenile corrections system and made significant recommendations for its improvement. To a great extent, the issues raised in this report remain informative on current issues in Juvenile Justice.

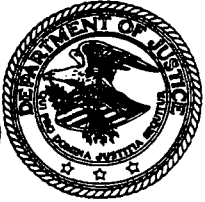
Livingston Hall Juvenile Justice Award

Recipient of the American Bar Association's 1991 Livingston Hall Juvenile Justice Award.

Youth Violence A Community-Based Response



One City's Success Story



Office of the Attorney General
Washington, D. C. 20530

September 3, 1996

To Community Leaders Across America:

As I travel across the country, I am asked time and again about the problem of youth violence, and what we can do about it. Communities throughout the nation are working together to address youth violence, and searching for examples of what works so that they can apply new and successful strategies in their towns. I have been very fortunate to meet with mayors, police chiefs, community activists, parents, and youth across America who are taking positive steps to create safer neighborhoods and brighter futures.

I recently visited the Boston area to see firsthand how community leaders there, in both the public and private sectors, are implementing a number of initiatives designed to reduce youth violence and create safer communities with opportunities for young people. I am impressed by their efforts.

The foundation of Boston's approach has been to build coalitions and partnerships among police, prosecutors, probation officers, corrections officials, youth and social service personnel, school officials, judges, health professionals, parents, and the young people of Boston. These partnerships allow organizations and individuals to better share information, keep track of at-risk youth and violent youth offenders in their community, and coordinate resources to help those youth as part of an ongoing, individualized intervention strategy. Through increased information-sharing and coordination, the criminal justice system can take tough action against the relatively few youth engaged in violence or other dangerous behavior, while allowing its other partners to provide opportunities for the majority of children who are seeking to build happy and productive futures.

We are already seeing some signs of success across the country. Last year, the national juvenile violent crime arrest rate and the juvenile murder arrest rate decreased for the first time in seven years. While these signs are promising, we must not let up and must work together to enhance our efforts.

This pamphlet attempts to describe some of the efforts one community--Boston, Massachusetts--has undertaken to successfully combat youth violence. We may not have learned of all of the positive efforts underway in the Greater Boston area, but it is my hope that these representative examples will help other communities identify what they might do to stand against youth violence. I look forward to hearing of your efforts, and to working with you to reduce youth violence in America.

Sincerely,

A handwritten signature in cursive script, reading "Janet Reno", is written over the typed name.

Janet Reno

YOUTH VIOLENCE: A COMMUNITY-BASED RESPONSE ONE CITY'S SUCCESS STORY

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YOUTH VIOLENCE: A COMMUNITY-BASED RESPONSE ONE CITY'S SUCCESS STORY

I. YOUTH VIOLENCE: NATIONAL TRENDS

Until recently, the rate of youth violence has been climbing. For example, between 1984 and 1993, the rate of homicides committed by juveniles skyrocketed 169%. The fastest increase in the rate of juvenile violent crime is occurring among very young juveniles -- 10 to 12 year-olds. Demographic experts tell us that if juvenile crime rates for persons 10 to 17 continue to increase with expected youth population increases, the year 2010 will see the number of juvenile-committed violent crimes increase by nearly 15 percent.

However, these projections do not have to be America's destiny. Over the past two years, there has been a decline in the rates of both murders committed by youth and youth violence in general. While the juvenile violent crime arrest rate increased 62% between 1987 and 1993, it decreased 2.9% in 1995, the first decline in seven years. The decrease in the juvenile murder arrest rate is even more significant, declining 15.2% in 1995--the largest one year decrease in more than ten years. Since 1993, the juvenile murder arrest rate has dropped an incredible 22.8%

As the problem of juvenile violence has grown, so has our understanding of the problem and some possible solutions. A small percentage of youth are responsible for the bulk of violent juvenile crime; most violent crimes committed by youth are committed against other juveniles; and many involve handguns and/or drug use. Violence is a learned behavior and children neglected, left alone, or uncared for, without appropriate role models, often do not learn right from wrong. Children who suffer abuse at the hands of family violence often learn that violence is natural, even expected.

Fortunately there is evidence that at-risk youth, if reached early enough, can be saved from a life of violence. The challenge facing America is to take what is known about youth violence and apply it now to reach at-risk youth before they take their first step into the world of crime, and to deal firmly with those who are already in trouble.

II. BOSTON'S COMPREHENSIVE STRATEGY--PREVENTION, INTERVENTION, AND ENFORCEMENT

Boston's initiatives rely on community organizations, individuals, and the business community, as well as contributions from federal, state, and local government. The Departments of Justice, Treasury, Housing and Urban Development, Education, and Health and Human Services all are supporting Boston's efforts. Portions of Boston have been designated a HUD Empowerment Zone/Enterprise Community as well as a Department of Justice Weed and Seed

Initiative locale. Youth by youth, person by person, block by block, neighborhood by neighborhood, and city by city, America can and will solve the youth violence problem. Individual and community commitment and cooperation, leveraged with federal, state, and local resources, are critical to our success.

Boston has assembled a comprehensive strategy to prevent lives of crime for the vast majority of youth who are good kids, intervene into the lives of young people who have had initial trouble with authorities, and take tough fair action against those who commit violent crimes. The good news is that Boston's three-pronged strategy is paying dividends:

- The number of juvenile homicides dropped some 80% citywide from 1990 to 1995.
- Between 1993 and 1995, the juvenile violent crime arrest rate for aggravated assault and battery with a firearm decreased 65%.
- The number of violent crime incidents in one of Boston's toughest neighborhoods, Dorchester, went down from 1,583 in 1991 to 1,224 in 1995.
- Year to date in 1996 (January 1 through mid-August) Boston has had no firearm homicides of juveniles (defined by Massachusetts law).
- Violent crime in the public schools fell more than 20 percent in school year 1995-1996 as compared with the previous year.

The projects outlined below describe some of the enforcement, prevention and intervention efforts which have helped to produce these results.

III. ENFORCEMENT ORIENTED PROGRAMS

A. A Coordinated Strategy—Boston Police Youth Violence Strike Force (YVSF)

The Youth Violence Strike Force (YVSF) is one of the primary enforcement strategies that Boston is pursuing to combat youth violence. The YVSF is a multi-agency coordinated task force made up of 45 full time Boston Police Officers and 15 officers from outside agencies. The membership of the YVSF includes the Massachusetts State Police, The Department of Treasury's Bureau of Alcohol, Tobacco, and Firearms (ATF), police departments from neighboring jurisdictions, Massachusetts Corrections, Probation, Parole and Division of Youth Service (juvenile corrections) officers, and other agencies as appropriate. It works closely with the Suffolk County District Attorney's and state Attorney General's offices, and participates in the Department of Justice's Anti-Violent Crime Initiative (AVCI) led locally by the United States Attorney.

The YVSF, which has focused on areas of the city where youth-related violence is prevalent, made 1358 arrests in 1995 and 689 arrests in 1996 through July 31. The YVSF

investigates youth crimes, arrests those responsible, and breaks up the environment for crime. One important accomplishment of the YVSF was the creation of a comprehensive computer data base, which has allowed tough enforcement efforts against the leaders of gangs, and positive intervention in the lives of those who are at-risk of becoming hard-core gang members.

In addition, the Youth Violence Strike Force, in cooperation with the City of Boston and the Department of Justice, has used criminal and civil forfeiture laws to help secure the safety of the community by taking over drug dens and renovating them as new homes. Over 150 drug dens have been closed through joint federal-state-local cooperation, and nearly 50 are being renovated, including one in the Dorchester neighborhood of Boston, which will provide low income elderly housing.

The Youth Violence Strike Force takes tough action every day against gangs and gang members across Boston. Yet many of the strike force officers view their work in prevention as equally important, and many of these officers help to sponsor numerous prevention activities in the community. For example, members of the YVSF have been working in partnership with several law enforcement, social service, and private institutions to raise funds for a series of "Kids at Risk" programs provided to youth during the summer. These include professionally run camping programs, membership at the Boys and Girls Clubs and YMCA's, and attendance at basketball camp or the Boston Police's Teen Summer Academy.

B. Police And Probation Working In The Community--Operation Night Light

In Boston, there is also a ground-breaking collaboration between probation officers and police officers which has expanded community based efforts. This program began because innovative probation officers, who had grown frustrated with sitting at their desks, wanted to make their communities safer by involving police officers, parents, and peers in ensuring that young people on probation do not stray back into trouble.

Operation Night Light is a cooperative effort between the YVSF and the Massachusetts Department of Probation that sends police officers and probation officers on nightly visits to the homes of youths on probation to ensure that they are complying with the terms of their probation. The probation officers and police officer teams make regular home, school or work site visits to enforce curfews or court-designated area restrictions. These house calls serve simultaneously to provide for a more interactive relationship between the probation officer and the probationer, strengthen the relationships between the police and probation officers, get the parents involved in the child's probation, and serve notice to other youths that police and probation officers are serious about their mission. Communication with the Boston School Department and with area social agencies is also essential to the success of the program, as the officers also make it a top priority to discuss substance abuse prevention and treatment with each probationer.

Since its implementation, the number of Boston probationers who comply with their probation orders has increased dramatically. One probation officer has commented that from 1990 to 1994, 68 of his youthful clients had been murdered. Since 1995, he reports that 3 of his clients have been murdered. Operation Nightlight, by involving the community and encouraging responsibility, has proved to be a dramatic success.

C. Tough Action Against Gangs—Operation Cease Fire

The prevalence of gangs in urban communities and their increasing presence in rural communities have adversely affected the quality of life of all Americans. Sometimes lured into gangs with the promise of "family", companionship, and safety, gang members often resort to vicious, destructive behavior. Police and prosecutors tell us, however, that it doesn't have to be that way, and that enforcement and intervention can lead to gang suppression and prevention. Under its Anti-Gang Strategy, partially funded by the Department of Justice, Boston has implemented Operation Cease Fire, a two part Zero Tolerance strategy in the Roxbury, Dorchester, Mattapan, and South End neighborhoods of Boston.

Boston officials strongly believe that their success is attributable to identifying, and then strongly enforcing community priorities. Further, they meet with gang members to make clear that community leaders have "zero tolerance" for violence in their city and neighborhoods, and to lay out in concrete terms the intensive police attention gangs will experience unless the violence stops. Following these community briefings, the "zero tolerance" policy is enforced. It may be that graffiti, truancy, noise, or public drinking statutes are vigorously enforced as a means to stop gang activity leading to more serious crimes. The "zero tolerance" policy is the muscle behind the shared interests that the community identifies, and Boston police attribute their success to the community's involvement in establishing and enforcing their quality of life priorities.

Operation Cease Fire is another example of the fine cooperation that exists between all of the interested law enforcement parties in Boston, including the U.S. Attorney, the Suffolk County District Attorney, the Boston Police Department, and the Bureau of Alcohol, Tobacco, and Firearms. These partners meet weekly to review their progress and to target any flare-ups where crime may be increasing, areas that they designate as "hot spots," which deserve particular attention.

D. Targeting Gun Violence—The Boston Gun Project

As part of this strategy of focusing on "hot spots," Boston has implemented an interagency project, in collaboration with the Boston Police Department, the Suffolk County District Attorney's Office, the U.S. Attorney's Office, ATF, and researchers at the Kennedy School of Government at Harvard University, to focus on the supply side of gun crimes. Firearms have played an increasing role in the rates of crime committed by and against youths across the country. In Boston, information about the way youth illegally acquire firearms is used to shape a

crackdown on this "market". The Boston Gun Project uses increased emphasis on ATF traces and post-arrest debriefing to identify the sources of illegal firearms.

The work of the Boston Gun Project is integrated into the overall "Operation Ceasefire" strategy. In cooperation with other local, state and federal law enforcement agencies, increased enforcement efforts are then directed against those who supply or traffic in illegal firearms, both in-state and interstate. By using federal firearms laws, the project makes the market much less hospitable by strategically removing the most dangerous gang and drug offenders from the streets, and stemming the flow of firearms into Massachusetts. The Boston Gun Project has also cracked down on felons who are prohibited from owning firearms, and severely punishes those who put guns into the hands of juveniles and older gang members. With the ongoing sharing of information about both the supply and demand for firearms, the Boston Gun Project is targeting its resources for maximum impact.

IV. INTERVENTION AND PREVENTION ORIENTED PROGRAMS

Boston has been vigilant in enforcing federal, state, and local laws against those youths who have shown substantial disregard for society's rules. But Boston attributes much of its success to the community driven partnerships that have been created to intervene in the lives of young people who have had some trouble with the law. These partnerships prevent lives of crime and encourage constructive behavior and activities for the overwhelming majority of youth in Boston who have not been in trouble with the law.

A. Problem Solving Through Partnerships--Safe Neighborhood Initiative

A big part of Boston's success is attributable to the communication among the participants in the criminal justice system and the community. At a greater level than ever before, police officers are sharing information with probation officers and judges; school principals are joining in strategy sessions with the Massachusetts Attorney General, the Suffolk County District Attorney, and the Boston Police Commissioner; and the community is more involved in the design and evaluation of public and private programs. The Safe Neighborhood Initiative (SNI) is one example of this increased cooperation. The SNI is a network of problem-solving partnerships that brings together government agencies, private, nonprofit service providers and citizens to identify, prioritize and solve neighborhood and crime related problems in the Boston area.

1. Partnerships To Involve The Community In Solving Crimes--Safe Neighborhood Initiative Tip Line

Unfortunately, crime flourishes when the community stays silent as crimes occur. This phone line, advertised in local newspapers, is designed to increase the community's ability to respond with a clear voice when crimes are occurring. The Safe Neighborhood Tip Line allows

community members to notify the police where they think suspicious or criminal activities are occurring, where gang members are congregating, or where other activities that might endanger the safety of the neighborhood are taking place. The information received from these phone calls allow police to identify areas of known drug, gang, or prostitution activities.

**2. Partnerships To Reduce The Effects Of Domestic Violence And Child Abuse-
-The Child Witness to Violence Project**

Children who experience or even witness violence are more prone to engage in criminally violent behavior because they have learned that violence is an acceptable means of resolving disputes. The Child Witness to Violence Project, a partnership between Boston police officers in the Dorchester section of Boston and Boston City Hospital pediatricians, emergency room staff and child psychiatrists, is studying the effects of violence on children and attempting to prevent the cycle of violence from occurring. In this project, police are trained to assess the impact of trauma on child and family, and to re-stabilize the family system in order to support the child. Police are familiarized with services available in the community and taught to make the appropriate referrals. Since its implementation in 1993, the Child Witness to Violence Project has trained police officers on the effects of children's exposure to violence and has provided critical services to families across Boston.

**3. Partnerships To Reduce The Effects Of Domestic Violence And Child Abuse-
-Improving The Court's Response**

In addition, the Dorchester District Court has established a partnership to utilize the Child Witness to Violence Project when the court is confronted with cases of domestic violence or child abuse. Through this program, court judges may require a defendant to undergo intensive, supervised domestic violence training as part of their sentence. The Dorchester District Court has taken an active role in training court personnel, police officers, prosecutors, and the public to sensitize participants about the nature of domestic violence and its impact on the victim and children. The Court also has helped to improve communication between the players in the criminal justice system, and to improve the criminal justice system's response to domestic violence.

**4. Partnerships To Address Issues Of Diversity--The Vietnamese-Police
Collaborative To Reduce Crime Victimization**

As a nation of immigrants, cities and towns struggle with issues of racial, ethnic, cultural, and linguistic diversity, and work hard to solve and prevent problems among their varying communities. Like many other communities, Boston has established a partnership between its police and one of its growing minority populations, the Vietnamese community. The Police

Collaborative has organized a Vietnamese Residents Advisory Council that works with the police to identify, prioritize and solve problems.

5. Partnerships To Establish Community Priorities--Community Prosecutions

One of the most important aspects of a community based approach to justice involves the community setting its priorities in the reduction of crimes. In Boston, this coordination involves the Suffolk County District Attorney, the Massachusetts Attorney General, the U.S. Attorney's Office, the Mayor's Office of Neighborhood Services, the Boston Police Department, and community residents. By pooling intelligence and other information, the Safe Neighborhood Initiative team is able to target those individuals and situations that are generating the greatest fear and victimization, and choose the court of appropriate jurisdiction to address the problem. This includes using civil law to address chronic problems--from commercial mechanics doing car repairs in streets to crack houses operating with the owners looking the other way--that cannot be handled adequately using the criminal law alone.

6. Partnerships To Prevent Violence--The Boston Violence Prevention Program

Violence in a community affects everyone in many different ways. The Boston Violence Prevention Program (BVPP), a part of the Safe Neighborhood Initiative since 1990, approaches violence as a public health problem as well as an issue for the criminal justice system. Therefore, BVPP has developed a number of projects to treat injured adolescents by intervening in the cycle of violence. Health care workers participate in a multidisciplinary Victim Care Services team to reach youth who have been injured in intentional violence while they are still receiving treatment at Boston City Hospital. The program includes a review and assessment of the incident with the patient, as well as education regarding violence and homicide. The project also involves a review of the patient's conflict resolution strategies, the introduction of conflict resolution skills, referrals to appropriate community and hospital-based agencies, and review of strategies for staying safe upon discharge.

The BVPP is also involved in many other areas of prevention. On the education front, BVPP educators provide violence prevention training to service providers, other professionals, interested individuals, community-based groups and organizations. As a facilitator of networking, the BVPP has developed networking activities including a monthly networking breakfast of area professionals, publication of a monthly newsletter, and involvement in an anti-violence advertising campaign. These efforts have indeed been successful. An evaluation of the pilot program in Roxbury and South Boston has shown positive effects on the knowledge, attitudes, and behaviors of the adolescents living in those two neighborhoods.

7. Partnerships With The Business Community--Summer of Opportunity

Another important piece to Boston's success has been the willingness of the business community to become involved at the community level in addressing crime and the circumstances which foster criminal activity. Businesses have a direct stake in reducing crime and in ensuring that the young people of today will become the talented employees and entrepreneurs of tomorrow. The Summer of Opportunity is a partnership among the Boston Police Department Youth Violence Strike Force, John Hancock Financial Services, and Northeastern University designed to engage at risk youth in a host of summer activities beneficial to their social, academic and professional aspirations. These youths are 15 to 17 years old who have been recommended for the program by police officers who have learned of the youths through contacts in schools, churches, or community. Many of the young people have already been involved with the criminal justice system. The 46-week long program has been funded for three years through a \$150,000 annual grant from John Hancock Financial Services.

The young people who successfully complete a training program which incorporates mentorships, job readiness, leadership and life skills training, are placed in part-time jobs in places such as John Hancock, the Greater Boston YMCA and the Franklin Park Zoo. The youth must be enrolled in either a school or an alternative education program and must maintain passing grades, maintain a relationship with their mentors, not be arrested, and if they are under court order, not violate their probation.

The program has been successful, with some of the youths now enrolled in college, and others successfully participating in athletics or maintaining part-time jobs while attending high school. Yet the Summer of Opportunity is just one example of the business community's involvement.

8. Partnership In The Boston Coalition--Business, Religious, Media, And Law Enforcement Working Together

The Boston Coalition, founded in 1990 to combat drugs and violence in Boston, represents over 350 civic, business, and community leaders, working with law enforcement to reduce violence, fight substance abuse, and assist the criminal justice system. As examples of its work, the Boston Coalition has successfully established a drug diversion court which recently completed its first year of alternative programs, counseling and testing for drug offenders; the Coalition is supporting a series of training conferences and classes for youth streetworkers so that all such workers have a basic competency in their very challenging field of work with disadvantaged youth; and the religious community task force has trained clergy on issues of domestic violence.

9. Partnership In The Legal Community--The Boston Bar Association

The local Bar Association is also active on issues of violence and its prevention, through mentoring and educational programs in Boston's public high schools; a summer jobs program for youth in legal settings; and its recent co-sponsorship of a conference on gun violence, with law enforcement agencies, and local media.

10. Partnership And Leadership In The Religious Community--The Ten Point Coalition

The religious community plays an important role in helping to heal communities from the effects of violence. Therefore, it is appropriate that the religious community in the Boston area has decided to take on a bigger role in the prevention of violence. The Ten Point Coalition is an ecumenical group of clergy and lay leaders working to mobilize the religious community around issues affecting urban youth--especially those at risk to engage in violence, drug abuse, and other destructive behavior. The Coalition's main activities are facilitating collaboration between churches with programs in place and helping to train those willing to reach out. As part of their efforts, the Ten Point Coalition aims to:

- Establish church sponsored "Adopt-a-Gang" programs, where inner-city churches would serve as drop-in centers providing sanctuary for troubled youth.
- Initiate and support neighborhood crime-watch programs within local church neighborhoods.
- Establish working relationships between local churches and community-based health centers to provide counseling for families during times of crisis.
- Establish rape crisis drop-in centers and services for battered women in churches, and counseling programs for abusive men, particularly teenagers and young adults.

Since May, 1992, the Coalition has sponsored a Friday night street ministry which offers an opportunity for pastors and lay people to be trained in working in an urban setting with at-risk youth. Activities include: participation in mediation efforts between gangs, participation in neighborhood crime watches and patrols, and meetings with youth agency workers. Participants are encouraged to develop at least two relationships on an on-going basis with at-risk youth in their local areas.

11. Partnerships To Reduce Crime And Improve Public Housing--Operation Safe Home

There is no place that a person should feel safer than in his own home. Unfortunately, however, public housing areas, the homes of many men, women and children, are often areas of high crime. Operation Safe Home is an initiative developed by the U.S. Department of Housing

and Urban Development to utilize the unique resources of HUD to reduce violent crime and improve the quality of life in public housing. Operation Safe Home regularly assesses the crime problems facing public housing units within its jurisdiction and develops strategic plans to address the worst problems.

Operation Safe Home develops task forces and partnerships among federal, state and local law enforcement agencies to investigate drug trafficking and violent crime within public housing developments. For example, the U.S. Attorney's Office has invited HUD's Inspector General to be a direct and full participant in major drug investigations led by his office, alongside the traditional enforcement agents from DEA, ATF, and the FBI. HUD brings unique resources to these investigations, including intelligence from public housing authorities, tenant lists and information, access to apartments and common areas for physical and electronic surveillance, and additional sources of funding for strategic investigations.

HUD also works in partnership to ensure that criminal problems once addressed do not recur. HUD helps housing developments redesign structures to eliminate havens for drug dealing, assist in drafting tenant leases which permit immediate eviction for criminal activity, increase access to available social services, and provide recreation and job opportunities.

HUD also provides funds to the Boston Housing Authority to support their "Youth on the Rise" program, which has youth workers in every family development in the City. The youth workers organize events, refer high-risk youth to appropriate services, and defuse many potentially high-risk situations. They also work closely with the Boston Streetworkers Program in this regard.

B. The Comprehensive Communities Program

The Comprehensive Communities Program (CCP) is Boston's citywide, pro-active approach to improving the quality of life and reducing crime and fear for the residents of Boston, in partnership with City government, neighborhood residents and other significant stakeholders. Among the CCP public safety strategies are: Boston's Strategic Planning and Community Mobilization efforts, the Youth Services Providers Network, and the Alternatives to Incarceration Network.

1. CCP's Strategic Planning And Community Mobilization

Police and area community members are working together to develop action plans to address community needs. Their mission is "to work in partnership to reduce crime and fear, and improve the quality of life in the targeted neighborhoods." The over 400 participants are organized into individual planning teams, which vary from a city-wide team, district teams, and teams organized by functions, such as administrative services or investigative services.

Each team is made up of a variety of neighborhood residents, city/governmental officials, law enforcement agencies, the business, health, education and church communities and others. The teams systematically identified key strengths, problems, opportunities and threats that they face in their efforts to achieve their mission. They identified strategic goals and objectives and developed concrete action plans to reduce crime that reflect the input of the community. In partnerships across the city, the plans are now being implemented.

2. CCP's Youth Service Providers Network

The Youth Service Providers Network is a vehicle to better serve at-risk youth and their families. The Network is made up of some of the most successful youth service organizations in the City of Boston in partnership with the Boston Police in Roxbury, Mattapan and Dorchester. The majority of service providers involved serve clients citywide and specialize in youth problems ranging from teenage run-a-ways to drop-out prevention, mentoring, job training and placement, tutoring, and emergency housing.

The Network has developed a Case Management Referral System which is used by front line police officers to access critically needed services for at-risk youth. This system allows police officers to serve youth and families through just one phone call to the Licensed Clinical Social Worker (LCSW) based at the stationhouse. The officer simply calls the Network's LCSW with the name and phone number of a youth in need of service. Then the LCSW reaches out to the youth and the family to develop a plan to access the Network service-providing agencies. In addition, the members of the Network share resources and information, focus on youth violence issues and come up with strategies to overcome those issues in order to better serve their youth and their families individually.

Some of the many programs supported through the Youth Service Providers Network include:

- **Boston Against Drugs**--Community based drug education.
- **Boston Medical Center**--Child Witness to Violence Project.
- **Boston Community Centers**--Direct service through street corner outreach.
- **Bridge Over Troubled Water Inc**--Since 1970, the Bridge program has been a multiservice program for homeless, runaway and other at-risk youth that sends people out into the streets to directly interact and intervene with these youth.
- **Greater Boston One to One**--Mentoring training and technical assistance, as well as direct assistance through The Pathways Program, which teaches entrepreneurship and economic literacy.
- **Jobs for Youth**--Job Readiness, training, and placement programs.
- **The Greater Boston Boys and Girls Club**--Recreation, tutoring, drop prevention, crisis counseling and victim service advocates.

- **United Methodist Urban Services (UMUS) Police in Partnership Program**-- joint training between Boston police officers, church mentors and inner city youth designed to teach problem solving.
- **Streetworkers Program**--One of the many programs participating in the work of the YSP Network is the Streetworkers Program. CCP funds the salaries of 2 Streetworker positions in the Roxbury, Mattapan, Dorchester neighborhoods of Boston. The Streetworkers program is designed to reach at-risk youth on the streets, including former gang members. Approximately 50 "Streetworkers" venture out daily to help direct at-risk youth to appropriate services. These Streetworkers are funded mainly by the Boston Mayor's office (although two have been paid for by federal CCP grants). In the past five years these Streetworkers have, through the Youth Services Providers Network, attended joint training sessions with area police officers where the two groups learn from and share information with each other: the police officers teach the Streetworkers about local and federal laws and the Streetworkers teach the police officers about the workings of the neighborhoods. What sets this program apart from other outreach programs is that these Streetworkers actually go out to the streets, sometimes even into homes, and help direct youth to other services that can help them. The Streetworkers focus on known gang members, youth that have been targeted as at-risk and school truants. By going into the youth environment, the Streetworkers can learn how best to help the individual youth, while reporting to local community centers about at-risk youth and the overall community situation.

3. CCP's Alternatives to Incarceration Network

The Alternatives to Incarceration Network is a broad coalition, including the Department of Youth Services, Department of Probation, the Suffolk County District Attorney's Office, and the Boston Police Department. Community based non-profit agencies include Mass Halfway House, Make Peace, and the Boston Coalition. The AITN is a collaboration which diverts first time and non-violent offenders who would otherwise be incarcerated. The diverted youth are subject to increased monitoring and rehabilitation, including substance abuse counseling, job skills training and placement, intensive community monitoring, life skills counseling, and violence prevention programs.

V. PREVENTION ORIENTED SCHOOL PROGRAMS

Good schools are an important part of any long range plan to reduce youth violence and increase opportunities for the adults of tomorrow. Boston has used its schools not only for academic enrichment, but also as physical locales where counseling, mentoring and tutoring programs can enrich the lives of Boston youth. A few of their initiatives are described below.

A. Boston Community Centers

Boston has established a network of 41 comprehensive community centers, each run by an independent, non-profit Community Center Council, with primary funding coming from the City's budget. Many of the centers use school buildings after hours. Boston Community Centers are Boston's largest single human services provider, offering youth and families services that include child care, adult and youth education, youth services, and youth recreation. Boston Community Centers are an important contact point for Streetworkers to find young people in need of prevention or intervention services.

B. Community Schools

Funded by the Department of Health and Human Services pursuant to the 1994 Violent Crime Control Act, this program funds a broad coalition including residents, schools, community based organizations, health centers, tenant task forces, city agencies and law enforcement in the South End neighborhood of Boston. The mission is to develop a community-focused continuum of prevention and intervention services for 9-18 year olds in order to prevent violence and foster a safer community. Some of the services offered by the program include safe havens, tutoring, and family strengthening services.

C. Safe Schools

Funded by the Department of Education, this program is operating at the two public schools in Boston with the highest incidents of violence. It is an effort to provide full-service schools, complete with health, social services, and enrichment both during and after school. Coordination for this program occurs in conjunction with the Suffolk County District Attorney's Office and the Boston Police Department.

D. School to Work Program

Funded by the Department of Education and the Department of Labor, these funds help support the Boston School-to-Career Program, which provides school to work services in every Boston public high school, including alternative schools. The program provides internships, job shadowing and many other employment and education related services which tie education to the world of work, with a goal of ensuring that out-of-school youth return to the classroom and leave the streets, while in-school youth have a smooth transition to the world of work.

E. The Louis D. Brown Peace Curriculum

Despite the decline in youth violence in Boston, there are unfortunately still victims. One such person was Louis D. Brown, a 15 year old honor student at West Roxbury High School in

Boston, who was tragically shot down by gang gunfire on his way to an anti-gang violence Christmas party in 1993. His parents, in Louis' honor, have founded The Louis D. Brown Peace Curriculum, which teaches the value of peace through the life story of Louis, presented in a book and a biographical video. This Curriculum, which targets high school tenth graders from Boston neighborhoods, is a values program that develops the student's character as well as enhances reading and writing capabilities. Students not only learn about Louis' story, but also participate in community field projects and class discussions, read a selected novel, write essays about their understanding of peace and their own peace making effort. During the 1995-96 school year, the Curriculum was implemented in 11 of the 17 Boston Public High Schools and over 1,600 students enrolled in the program.

F. Children's Hospital Fenway Collaborative

A cooperative effort between the Fenway Middle College High School and Boston's Children's Hospital, the Collaborative is a school-to-work program focused on preventing school dropouts by enhancing employment skills and offering career development. The program offers 40 juniors and seniors in high school the opportunity to explore the Health care profession in many different areas through part-time jobs, internships, and classroom activities.

G. Barron Assessment and Counseling Center

A program funded by the Boston public school system, this two-part program deals with youth that have brought weapons onto school property or have been involved in other problem behavior. After the youth is disciplined according to school policy, the parents are notified and the youth is referred to the counseling center. At the center, the student receives academic, psychological and social assessments, as well as crisis intervention.

H. Creative Conflict Resolution Programs

A number of programs in Boston Public Schools teach conflict resolution and violence prevention training to teachers, counselors and school administrators in grades K-12. The programs offer a variety of training formats that teach teachers how to model appropriate behavior in the classroom, conduct skills training for students, and integrate conflict resolution concepts into the standard curriculum. Included in this is the successful "Streetsmarts" conflict resolution training.

I. Startsharp

A school-based, educational and recreational program targeting inner-city youths ages 8-15, Startsharp emphasizes community involvement to prevent violence, substance abuse, and premature/unprotected sexual activity.

J. Student Conflict Resolution Experts (SCORE)

A program sponsored by the Massachusetts Office of the Attorney General and receiving funding from the Department of Justice, this program trains students from 16 high schools and 9 middle schools in conflict resolution and peer mediation. Peer mediators are a representative cross section of the student body, including both negative and positive student leaders. These students, with supervision from the SCORE Coordinator, a full-time staff person who works at the school, mediate disputes involving a variety of issues ranging from rumors to gangs.

K. Community Based Justice Program in the Boston Schools

Like the Middlesex program described in the following section, the Suffolk County District Attorney is implementing a community based justice strategy in Boston schools to improve the criminal justice system's response to youth violence.

VI. MIDDLESEX COUNTY

In order to address youth violence in a comprehensive manner, surrounding jurisdictions as well as urban centers like Boston must address the issue too. In this regard, the Boston area offers another fine example from the efforts of Middlesex County, which borders Suffolk County (where Boston is located). In Middlesex County, many of the same players within and outside the criminal justice community have come together to explore solutions to youth violence problems. The District Attorney in Middlesex County has developed the Middlesex Community-Based Justice Program, which brings together community task forces made up of the school officials, police, prosecutors, probation officers, corrections officials, and youth-service and social-service professionals who work with high-risk and adjudicated youth. The result of this interagency information-sharing is the ability of the District Attorney's Office and other child professionals to prioritize cases, devise individualized intervention strategies, oversee the progress of each involved child, and if necessary increase sanctions for those youth who warrant stricter intervention or incarceration.

In each community participating in the program, a task force made up of school officials, police, prosecutors, probation officers, corrections officials, youth-service and social-service professionals, and in some cases community leaders meets on a regular basis to share information about identified high-risk youth whose behavior poses a threat to their schools, neighborhoods, and communities. Police officers report on recent criminal events involving juveniles, school officials report on school-based disturbances, prosecutors report on the status of court cases involving identified high-risk youth, and probation, corrections and other youth-service officials participate by filling in with case-specific details. The result of this communication is the ability of each task force to address the individual context of each case and come to a clear consensus about

what should be done to address each identified youth's antisocial behavior. Middlesex County's efforts move towards a comprehensive system of community based justice.

VII. A FRAMEWORK FOR THE FUTURE--COMMUNITY JUSTICE

The key to Boston's success lies in its community-based partnerships, a number of which are described above. These programs are part of a growing awareness that a "community justice" approach is required. Community justice is a process of identifying public safety problems, creating partnerships within the community and building bridges among all parts of the justice system to address these problems effectively. This problem-solving approach moves law enforcement's focus away from the crime incident and court case, to the problem they face--what causes it and how can it be addressed. The emphasis is no longer exclusively on arrest, prosecution, and adjudication, but rather on solving the problem in order to prevent crime before it occurs, to reduce recidivism, and to address the public safety needs of the community.

Community justice reorients the focus of justice through engagement with the community. Partnerships are required not only with the community but within the entire range of the criminal justice system. Police officers, prosecutors, judges, court staff, and probation officers must all cooperate and collaborate in ways that maximize their resources and magnify each individual effort. The traditional sense of community must be expanded to include public agencies such as schools, hospitals, and social services, as well as private businesses and institutions. Boston and Middlesex County are well on their way to achieving an integrated community justice system.

If you have any questions about the materials in this pamphlet, please contact the Mayor's Public Safety Cabinet in Boston, Police Commissioner Paul F. Evans at (617) 343-5096.

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