NLWJC - Kagan

DPC - Box 012 - Folder 017

Crime - Youth Violence Strategy

Crime – Youth violence strategy

EK/JOSE –
Doesn't this duplicate what Reno's already doing?
BR

THE WHITE HOUSE
WASHINGTON

Date 7/7

To: Gene Sperling
Bruce Reed

From: The Staff Secretary

I received this from Alexis today. Do you want to put a cover note on it before I forward it?

(Note recommendations on p. 3 of underlying memo)

Phil

SECRETARY OF LABOR
WASHINGTON

July 2, 1998

MEMORANDUM FOR THE PRESIDENT

FROM: **ALEXIS M. HERMAN**
SECRETARY OF LABOR

SUBJECT: **YOUTH UNEMPLOYMENT AND CRIME**

Today's employment situation release from the Bureau of Labor Statistics indicates that our economy has reached a new milestone. **The unemployment rate for African-American teenagers declined by over nine percentage points to reach a historical low of 20.2 percent.** For at least the last thirty years, this unemployment rate has been at or around 30 percent. Today's announcement, then, represents the lowest unemployment rate for Black teens since these data started being collected in 1972.

While this news is hopeful, the fact that the unemployment rate still exceeds 20 percent brings into focus the need for our continued efforts to improve employment opportunities in high poverty communities. As the charts in the attached memorandum to me from my Chief Economist illustrate, fewer than half of African-American out-of-school male youth have jobs and **1 out of every 6 are in jail.** Sociologist William J. Wilson has said it is this pervasive joblessness that is at the heart of the youth crime problem in these communities.

Given our recent discussions of beginning to lay the groundwork now for strategies in this area, I am sharing a copy of this memorandum with you; it outlines ideas we have discussed here in the Department that the Administration may wish to pursue.

Welcome back from China; you were great!

U.S. DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY
WASHINGTON, D.C.
20210

July 2, 1998

MEMORANDUM FOR SECRETARY HERMAN

FROM: Edward Montgomery
Chief Economist

SUBJECT: CRIME AND OUT-OF-SCHOOL YOUTH

The United States has experienced rapid growth in the number of people that are incarcerated or under the supervision of the criminal justice system. While the causes of crime and incarceration are varied, social science research has established that economic conditions play an important role. We do know that the lack of employment opportunities increases the likelihood of incarceration and past incarceration has lasting effects on future employment prospects. Given the well documented decline in the economic prospects of the less educated over the past two decades, active labor market programs for this group can generate a virtuous cycle of rising employment and falling crime and incarceration.

TRENDS IN INCARCERATION

- **In 1997, over 1.7 million adults were prisoners in our local, state and federal jails.** Even with declining crime rates and the improved economic condition of the country the inmate population has grown 26 percent since 1993.

- Although imprisonment has been growing more rapidly among women, **the vast majority of prisoners are males and minority males are over represented in the inmate population.**

- The Department of Justice estimates that an **African-American baby boy has greater than a 1 in 4 chance of going to prison during his lifetime.**

The problem for those with low education levels is particularly acute.

- **Almost 1 out of every 8 male high school drop-outs was incarcerated in 1993 and about 1 out of every 3 black male drop-outs age 25-34 was incarcerated (34 percent).**

- **Three-quarters of black male high school dropouts age 25-34 are under some form of criminal justice supervision.**

The mirror image of these high rates of incarceration is the low rate of employment of young out-of-school minority males especially in high-poverty neighborhoods. William Julius Wilson sees the pervasive joblessness of males in high-

poverty neighborhoods as the underlying cause of the various ills of inner-city life such as crime, youth gangs, drug addiction, welfare dependency, and the extraordinarily high rates of single-parent households.

TRENDS IN EMPLOYMENT FOR OUT-OF-SCHOOL YOUTH

Although the strong economy has helped, unemployment remains a serious problem for these groups. For example, while the unemployment rate for those with less than a high school diploma has declined from 11.1 percent in January 1993 to 7.2 percent in March 1998, it remains four times higher than the rate for those with a college degree. Similarly, while the unemployment rate among black teenagers has also declined since 1993, it has remained around 30 percent for more than a generation. The less educated and minority youth continue to face poor labor market prospect.

- Whites, because of their sheer numbers in the overall population, make up the bulk of 16-24 year-olds who are not working, but a greater proportion of black and Hispanic youth have employment problems.

- While only a little over half of the white (57 percent) and Hispanic (56 percent) drop-out population is employed, as little as **a third (35 percent) of the black drop-out population is employed and only one in four (24 percent) has a full-time job**.

- Census data indicate that only one in four young black drop-outs (24 percent) in high poverty neighborhoods was employed and **less than one in six (15 percent) of these young black drop-outs had a full-time job.**

- It should be noted that the labor market data discussed above actually overstates the extent of employment among less educated black males because our employment statistics only count the **non-institutionalized** population. **Counting the approximately 1.6 million men in jail as unemployed would increase the number of unemployed men in the economy by over 40 percent.**

- With two-thirds of inmates having less than a high school diploma counting inmates even more dramatically changes our assessment of the economic condition of the less educated. As seen in Charts 1-3, there is **one young black male in prison for every 8 out-of-school youth and one Hispanic youth in prison for every 20 out-of-school youth.**

COSTS OF INACTION

While it is difficult to quantify all of the costs to society of having a large body of youth, many of who are not connected to society and the economy, the Urban Institute has made estimates of two of the most obvious costs. They estimate that the cost of **lost earnings and productivity associated with each class of dropouts amounts to about $70 billion**. They also estimate that on average each male high school dropout costs society $115,000 in **losses to victims of crime, criminal justice expenses, and lost**

legitimate earnings, yielding an additional cost to society of $20 billion for each class of high school dropouts.

Adding the cost of lost earnings and crime yields an estimated **$90 billion annual cost** to society which may actually understate the true cost as it does not capture a host of other costs associated with those with less education and labor market attachment. Since high school drop-outs account for significant percent of those living below the poverty line (36 percent of the "working poor") and over 40 percent of the women on welfare, spending on social programs like TANF, Food Stamps, Medicare and other social insurance programs is higher. Further, high school dropouts are more likely to be smokers, have low birth weight children, and suffer other health conditions which result in substantial extra costs to them and society at large.

RECOMMENDATIONS

Solutions to crime and youth joblessness in high-poverty neighborhoods will require fundamental changes in schools, communities, and their poorly functioning labor markets. Consequently, I recommend:

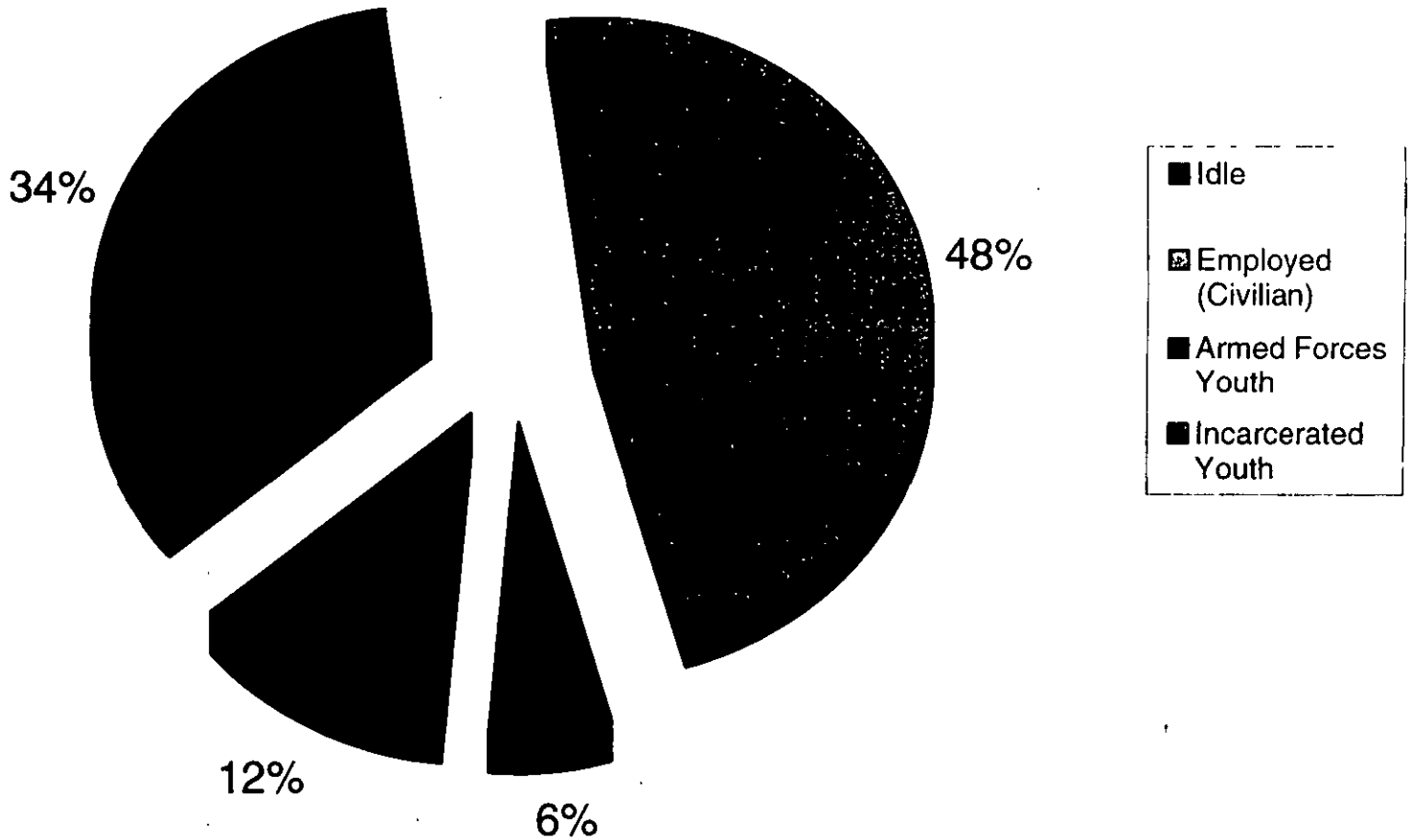
(1) The formation of an Administration task force to explore a series of multi-faceted interventions linking efforts underway at the Departments of Labor, Education, and Justice. It could explore how to improve public schools while strengthening the links between dropout prevention programs, employment and training programs tailored the needs of youth, and gang prevention and gang suppression programs'

(2) Leveraging existing opportunities or programs that address the twin problems of crime and joblessness such as the "Concentrated Services for Youth Offenders Demonstration" project which is about to be announced by the Department of Labor in cooperation with the Department of Justice.

(3) Replication of the Boston Kulick experiment that coordinates services from different Federal, State, and local agencies to reduce youth violence, prevent school dropouts, and improve employment and education prospects for out-of-school youth. This effort builds on local police and Department of Justice programs that have been responsible for the elimination of juvenile gun homicides in Boston.

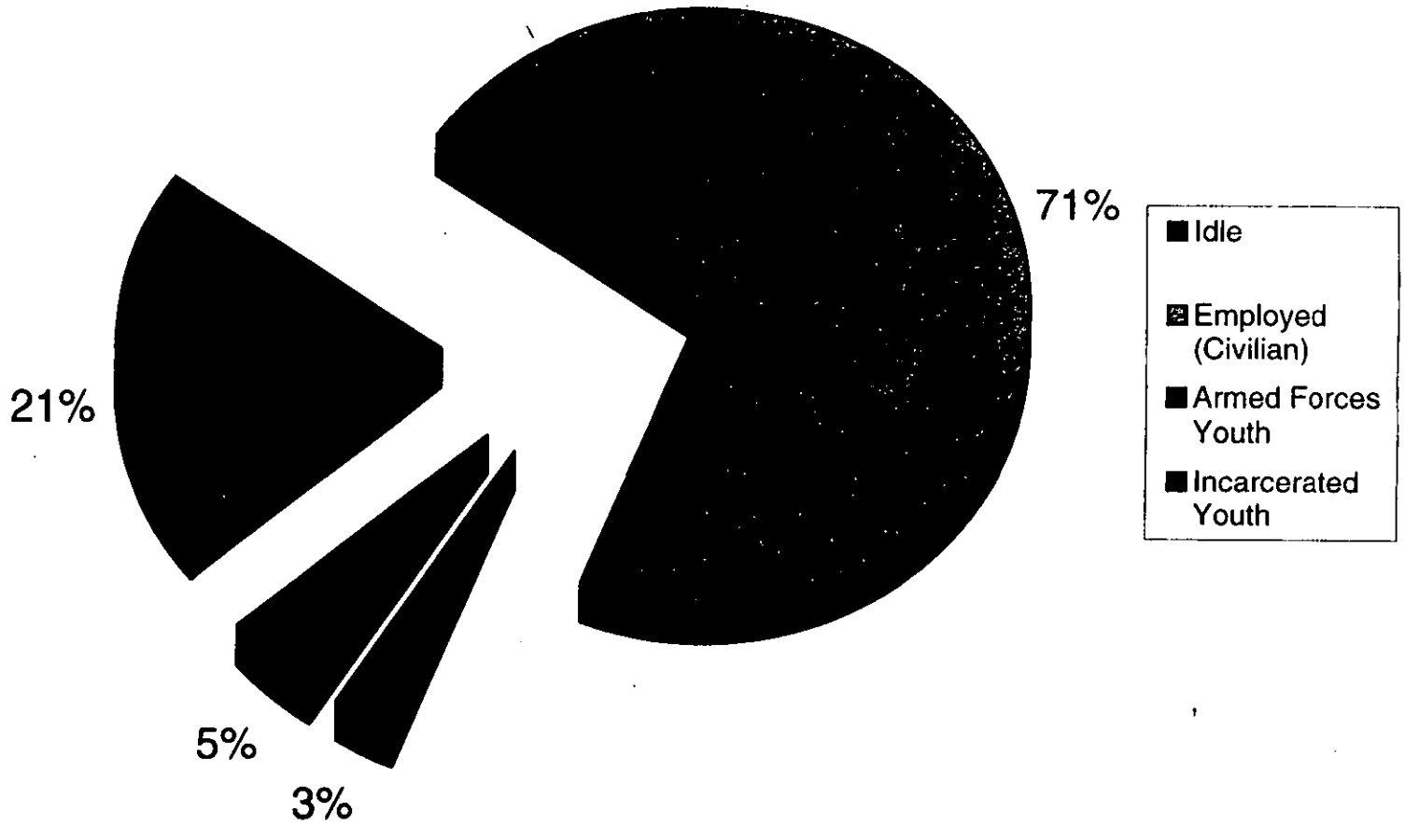
(4) The recently announced efforts by the Department of Education and Justice seek to reduce violence in schools through the provision of productive alternative activities. Training and employment services for these at risk youth could be integrated into these efforts to insure a comprehensive array of productive alternative activities.

Black Male Out-of-School Youth



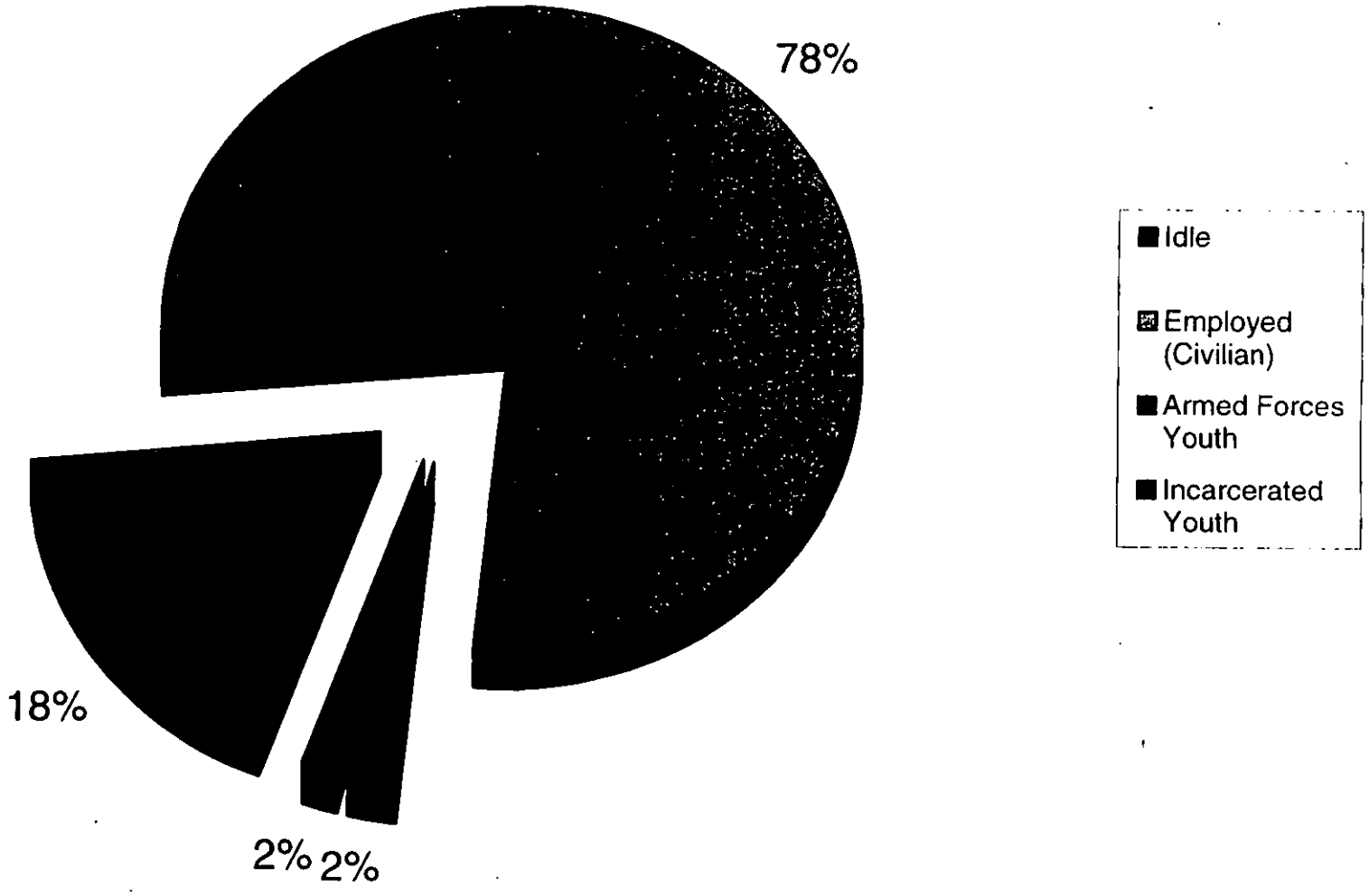
Sources: Labor force data from the Bureau of Labor Statistics include ages 16 - 24, Armed Forces data from the Bureau of the Census include 17-24 year olds while incarcerated youth data from the Department of Justice include 18-24 year olds.

Hispanic Male Out-of-School Youth



Sources: Labor force data from the Bureau of Labor Statistics include ages 16 - 24, Armed Forces data from the Bureau of the Census include 17-24 year olds while incarcerated youth data from the Department of Justice include 18-24 year olds.

White Male Out-of-School Youth



Sources: Labor force data from the Bureau of Labor Statistics include ages 16 - 24, Armed Forces data from the Bureau of the Census include 17-24 year olds while incarcerated youth data from the Department of Justice include 18-24 year olds.

Crime-youth violence bills

Jose Cerda III 01/16/98 02:01:48 PM

Record Type: Record

To: Michael Waldman/WHO/EOP

cc: Michelle Crisci/WHO/EOP, Elena Kagan/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP

Subject: Re: juvi bill

Michael:

Here are a couple of sentences on juvie. These aren't great, but I think all of Rahm's key concepts are here (gangs, guns and drugs -- prosecutors, probation officers, and principals -- and so-called Juvie Brady).

"Congress should finally a pass a juvenile crime bill that provides more prosecutors and probation officers to crack down on gangs, guns and drugs. They should extend the Brady Bill to violent juveniles, and prohibit them from buying guns on their 21st birthday. And they should help principals keep more of our schools open later, so that adults can be more involved in the lives of our youth -- and teach them right from wrong."

Crime-Youth violence strategy

Juvenile Crime

Q. Why are you supporting tough juvenile crime legislation?

A. While we are beginning to make progress on reducing juvenile crime, gang crimes and youth violence remain a serious problem.

My Anti-Gang and Youth Violence Strategy is a balanced approach that gives law enforcement, prosecutors, and parents the tools they need to combat gangs and youth violence in their communities. My strategy gets tough on violent gangs that terrorize our neighborhoods and other kids, and makes sure that violent juveniles are prohibited from ever buying a gun. But it also creates new after school programs so our young people have safe havens that also give them positive learning opportunities.

I believe that we made progress in addressing the juvenile crime problem last year. Through spending legislation, we provided new funding for prosecutors' offices to work with their communities to create anti-gang task forces, and court programs which will help to pay for probation officers and youth gun and drug courts. We expanded our tracing efforts of crime guns used by young criminals to ten new cities. And we secured $40 million for after school programs. Taken together, these tools will help communities to replicate the success we have seen in Boston-- where for two and a half years, no juvenile was murdered with a gun.

And without passing legislation, we were able to get 8 of our largest handgun manufacturers to voluntarily agree to child safety devices for every handgun they sell. I also made sure that all of my federal law enforcement agents were given these safety devices as well.

Next year, we will again fight for Congress to pass comprehensive juvenile crime legislation that takes a tough, but balanced approach. And as part of my new child care initiative last week, I will propose to quadruple the funding for after school programs in next year's budget -- from $40 million to $160 million. This is an important part of our juvenile crime strategy.

Crime - Youth Violence Bills

Leanne A. Shimabukuro 07/24/97 12:09:35 PM

Record Type: Record

To: Jose Cerda III/OPD/EOP, Michelle Crisci/WHO/EOP, Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP

cc:

Subject: juvie markup update

A deal was cut last night --without consultation with Justice-- and the bill was favorably reported out of the Judiciary Committee this morning. The vote to report out bill was 12-6 with Feinstein and Torricelli voting in favor.

The only amendment voted on was the Specter prevention/intervention amendment which failed.

Accepted amendments:

* separation of juveniles and adults in custody.

* expansion of the purpose areas of the prosecutor funding in the bill ($50 million) to allow for probation officers, and activities such as Operation Night Light in Boston.

* Grassley amendment on drug-free schools which originally would have kicked kids out of school for drugs and tobacco. Supposedly this is a substantially watered-down version but Justice has not yet seen.

* revocation of bill's provision to repeal the old prevention programs authorized in title V. Committee staff has promised to work with Kohl to insert prevention language in current appropriations bill. (Approps has $75 million for our new DOJ anti-truancy initiative, which could be used to fund afterschool programs.)

No vote on Brady for juveniles. Hatch was planning to offer a second-degree to delay implementation until insta-check goes into effect . But this shouldn't have stopped the amendment from being offered in committee. Biden's amendments on prevention and increased funding for prosecutors were also held for floor.

Justice will be sending over a summary of markup later today.

Crime - Youth Violence Strategy

PRESIDENT CLINTON: FIGHTING JUVENILE CRIME

"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."

-President Clinton
Radio Address, January 11, 1997

Juvenile Crime Rates are Dropping for the First Time in Years

- In the years before the Clinton Administration, the juvenile crime rate was increasing at alarming rates. Between 1987 and 1993, the juvenile violent crime arrest rate increased 62%.
- In 1995, the juvenile crime arrest rate decreased for the first time in 7 years. The rate decreased 2.9% in 1995.
- The juvenile murder arrest rates has declined sharply during the Clinton Administration. In 1995 the murder arrest rate for juveniles declined 15.2% -- the largest one-year drop in more than 10 years. Since 1993, the juvenile murder arrest rate has dropped 22.8%.

[Source: FBI, 1995 Uniform Crime Report, 10/96]

Fewer guns in the hands of our children. President Clinton signed into law a youth handgun ban in his 1994 Crime Bill. The ban makes it a federal offense, with some exceptions, for an adult to transfer a handgun to a juvenile, or for a juvenile under the age of 18 to knowingly possess a handgun or handgun ammunition. [Violent Crime Control and Law Enforcement Act of 1994, P.L.103-322]

Zero tolerance for guns in schools. In October 1994, President Clinton signed into law the Gun-Free Schools Act, and issued a Presidential Directive later that month to enforce "zero tolerance" in our schools -- you bring a gun to school, you don't come back for a year. [Gun-Free Schools Act of 1994, enacted as part of the Improving America's Schools Act of 1994, P.L. 103-382, signed on 10/20/94]

Strengthened efforts to clamp down on illicit gun markets, especially those that provide guns to children. The President directed the Bureau of Alcohol, Tobacco and Firearms to implement the Youth Crime Gun Interdiction Initiative in 17 pilot cities. Through this initiative, law enforcement traces all guns used in crime that are seized by Federal, State, and local law enforcement officers, using the trace information to identify and prosecute illegal gun traffickers. [Memorandum on the Youth Crime Gun Interdiction Initiative to the Secretary of the Treasury and the Attorney General, 7/8/96]

Strengthened and expanded the Safe and Drug-Free Schools and Communities Act. President Clinton expanded the Drug-Free Schools Act into the Safe and Drug-Free Schools Act of 1994, making violence prevention a key part of that program. The President's proposed FY 98 Budget contains a $60 million increase for Safe and Drug-Free Schools Program, which reaches 97% of the nation's school districts. Schools use these funds to keep violence, drugs and alcohol away from students and out of schools. [ONDCP, The National Drug Control Strategy, 1997; Budget Summary, 1997]

Supporting curfews at the local level. The Clinton Administration has encouraged communities to adopt curfew policies because they can help fight juvenile crime and keep our children safe. The Justice

Department issued a report highlighting the successes of community-supported curfew programs. For example, New Orleans' curfew program, in combination with summer jobs and recreational programs, resulted in a 27% drop in juvenile crime during curfew hours in 1994, compared to the previous year.[Department of Justice, Office of Juvenile Justice and Delinquency Programs, 5/96]

Expanding truancy programs. Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime. For example, in Milwaukee, Wisconsin, local police officers participating in their anti-truany initiative pick up truant students and take them to a Boys and Girls Club for counseling. Since the anti-truancy initiative began, daytime burglary has dropped 33% and daytime aggravated battery has dropped 29%. The President has issued a guidebook to school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country.[Department of Education, Manual to Combat Truancy, 7/96]

Encouraged schools to adopt school uniform policies to help reduce violence while promoting discipline and respect. [Public Papers of the Presidents, Memorandum on the School Uniforms Manual, 2/23/96]

Placing child safety locks in guns. The President is fighting for legislation to require child safety locks on every gun sold in America. He has already signed a directive to every federal agency, requiring child safety locks in every handgun issued. [Memorandum on Child Safety Lock Devices for Handguns, 5/5/97]

THE AGENDA AHEAD

The President recognizes that juvenile crime will be the largest threat to our communities in the future. That is why he has proposed a bill that will be a full scale assault on juvenile crime. The President's bill:

Targeting gangs and violent juveniles, with new prosecutors and anti-gang initiatives, including the authority to try violent juveniles as adults when they commit adult crimes. The President's Anti-Gang and Youth Violence Strategy provides grants to localities to fund scores of new prosecutors and anti-gang initiatives so that they may pursue, convict and sentence gang members for their crimes.

Keeping our kids gun- and drug-free, by requiring gun dealers to sell child safety locks with every handgun, expanding the Brady Law to prevent juveniles convicted of violent crimes from buying guns when they turn 18, and enacting tough new measures to crack down on drunk or drugged driving.

Keeping our kids on the right track through anti-truancy measures, curfews, and keeping schools open late and on weekends to keep children off the streets and out of trouble.

Crime - Youth violence bills

ROBERT C. (BOBBY) SCOTT
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2464 RAYBURN OFFICE BUILDING
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(202) 225-8351

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May 23, 1997

The Honorable Erskine Bowles
Chief of Staff
The White House
1600 Pennsylvania Avenue, NW
Washington, D.C. 20500

Dear Mr. Bowles:

As a followup to our conversation at the White House, I want to call your attention to the following areas of concern regarding the Administrations's position on juvenile justice issues:

__Trying more juveniles as adults;
__Locking up more juveniles as adults and with adults;
__Locking up status offenders;
__mandatory minimum sentences; and
__public disclosure of juvenile records.

With respect to some of these areas, the Administration's position appears further to the right of center than the Republican position. As I indicated during our conversation, out of the 7 witnesses (4 Majority, 2 Minority and 1 DoJ) who testified at Wednesday's Early Childhood Subcommittee hearing on juvenile crime, only the Administration witness expressed any comfort at all in locking up status offenders for any period of time. It now appears that Republicans will justify a provision locking up status offenders, which they want in the Juvenile Justice and Delinquency Prevention reauthorization bill, based on the Administration's position.

The President indicated his disappointment with the Republican juvenile crime bill that the House passed because it did not include enough prevention and gun control. However, he may be unaware that the "Statement of Administration Policy" also criticized the bill because it did not have enough mandatory sentences (which the Rand Commission Study found to be "a waste of money"). Furthermore, I am unaware of anything in the Republican bill that the Administration opposes.

Yet, all the credible research indicates that after-the-fact

punitive measures such as the above will do far more to increase crime than they will to reduce crime. On the other hand, there is a considerable volume of research which shows that drug treatment programs for youthful substance abusers and prevention programs for at-risk youth will substantially reduce crime and save money as compared to incarceration policies.

I would be happy to provide additional information regarding these points. Your interest and attention is appreciated.

Very truly yours,

Robert C. Scott
Member of Congress

RCS/tnt

File - Crime Anti-Gang Strategy

Juvenile Justice

Q: *What does the Administration's juvenile justice proposal do?*

A: Last week, I sent my "Anti-Gang and Youth Violence Act of 1997" to Congress. My legislation is a comprehensive strategy to break the back of violent gangs, reduce youth violence, and provide our kids with positive alternatives to steer them away from gangs, guns, and drugs.

Among many other measures, the strategy provides critical resources for state and local prosecutors to target, prosecute, and convict violent youth gangs. It permits Federal prosecutors to prosecute juveniles in adult court when they commit certain violent crimes.

It also creates 1,000 afterschool initiatives to keep kids off the streets and give them positive alternatives. It will give communities the resources and support to establish youth curfews, anti-truancy efforts, create youth violence courts, and effective prevention initiatives.

My legislation requires safety locks for handguns to prevent accidents and thefts and extends the Brady Law so that violent juveniles can never own a handgun.

Q: *Can the Federal government actually have any impact on crime?*

A: Yes. Police chiefs, sheriffs, and rank-and-file officers from across the country will tell you that the Clinton anti-crime agenda has made a difference in their efforts --- putting more cops on the streets, longer sentences for violent offenders, and taking guns out of the hands of dangerous criminals.

Local prosecutors also know we can help them. That is why the nation's primary and largest organization of prosecutors, the National District Attorneys Association, has enthusiastically endorsed my proposal to launch a massive attack on gangs and violent crimes by juveniles.

Q. During the campaign, you were able to neutralize the Republicans on the issue of crime -- an issue that they had traditionally dominated. Do you expect to continue to focus on this issue in this Administration and if so, in what respect?

A. I am very proud of our anti-crime record. We are past the midway point of

funding 100,000 new police officers, and the Brady Bill has prevented over 186,000 felons, fugitives, and stalkers from buying handguns. For the first time since 1960, the violent crime has fallen five years in a row. We are moving in the right direction but we have a long way to go. That is why we are going to continue to put more police officers on our streets and take guns, drugs, and gangs off the streets. We are also going to continue our focus on youth violence. My Anti-Gang and Youth Violence legislation, which I sent to Congress last week, will fulfill that mandate. My legislation is designed to keep kids drug-free, keep them away from guns and make the juvenile justice system tougher and smarter.

Q: *What are the bipartisan Congressional task force's chances for successfully enacting consensus juvenile justice reform legislation?*

I believe the chances are good. While there are some areas of initial disagreement, there are many more areas where the Congressional Democrats, the Congressional Republicans and our Administration are in agreement. I look forward to working closely with Congress to develop a comprehensive package that will make real progress in combating juvenile crime.

The Clinton Administration's Anti-Gang and Youth Violence Strategy
Boston, Massachusetts
February 19, 1997

Announcement

- Today President Clinton traveled to Boston, Massachusetts to announce his new Anti-Gang and Youth Violence Strategy. The strategy, which includes comprehensive legislation and new initiatives, would give local communities the resources and support to replicate the great success Boston has had in reducing youth violence in the last few years.

Background

- Last year, overall serious crime dropped for the fifth year in a row -- the longest decline in more than 25 years. However, until recently, youth violence rates have been drastically climbing. The violent juvenile crime arrest rate increased 62% from 1987 to 1993 and between 1984 and 1993, the rate of homicides committed by juveniles skyrocketed 169%.

- We are beginning to make some progress -- last year juvenile violent crime arrest and murder arrest rates decreased for the first time together in seven years. But with a growing youth population on the horizon, we have much more ground to make up.

The Boston Success Story

- Adopting a comprehensive strategy of enforcement, intervention, and prevention, the City of Boston has drastically curtailed its youth violence. From 1990 to 1995, juvenile homicides dropped some 80%, with not a single juvenile killed by gun since July 1995. Between 1993 and 1995, the juvenile violent crime arrest rate for aggravated assault and battery with a firearm decreased 65%.

The Clinton Strategy

- Using Boston as one of many models, President Clinton's Anti-Gang and Youth Violence Strategy seeks to break the back of violent gangs, reduce youth violence, and provide our kids with positive alternatives to steer them away from gangs, guns, and drugs.

Key Elements:

1. Targeting Gangs and Violent Juveniles: *$200 million for new State and local Anti-Gang Prosecution initiatives *Federal authority to prosecute more juveniles as adults for violent offenses *New tools for prosecutors to protect witnesses willing to testify against gangs and punish gang members who intimidate witnesses.

2. Keeping our Kids Gun- and Drug-Free: *Brady handgun checks for individuals with violent juvenile records *Require Safety locks on handguns reducing accidents and gun theft *State programs requiring the drug testing of minors before receiving a driver's license.

3. Keeping our Kids on the Right Track: *Funding for 1,000 new after school programs across the country to keep kids off the streets *$75 million Anti-Truancy, School Violence, and Crime Intervention Initiative.

4. Streamling and Reforming the Juvenile Justice System: *$50 Million for Youth Violence Courts and Probation Officer Initiatives *Creates a new Office of Juvenile Crime Control and Prevention at the Justice Department.

Document No._____

WHITE HOUSE STAFFING MEMORANDUM

5:30 P.M.

DATE: 2/18/97 ACTION/CONCURRENCE/COMMENT DUE BY: 2/18/97

SUBJECT: Anti-Gang and Youth Violence Strategy Announcement

	ACTION	FYI		ACTION	FYI
VICE PRESIDENT	✓		McCURRY		✓
BOWLES	✓		McGINTY		
McLARTY			NASH		
PODESTA	✓		RUFF	✓	
MATHEWS	✓		SMITH		
RAINES	✓		REED	✓	
BAER	✓		SOSNIK	✓	
ECHAVESTE			LEWIS	✓	
EMANUEL	✓		YELLEN		
GIBBONS			STREETT		
HALE			SPERLING		
HERMAN			HAWLEY		
HIGGINS			WILLIAMS		
HILLEY	✓		RADD		
KLAIN	✓		Waldman	✓	
BERGER			D. Burke	✓	
LINDSEY					

REMARKS:

Comments to Jonathan Prince.

RESPONSE:

Staff Secretary
Ext. 6-2702

2/18/97 3:30pm

PRESIDENT WILLIAM J. CLINTON
ANTI-GANG AND YOUTH VIOLENCE STRATEGY ANNOUNCEMENT
BOSTON, MASSACHUSETTS
FEBRUARY 19, 1997

Acknowledgments: Mayor Menino, Police Commissioner Paul Evans, Probation Officer Tanya Brooks. Thank you all for your leadership. And thank you especially, to the people of Boston: the success of your work against youth violence proves beyond a shadow of a doubt that when we work together, we can solve any problem. And it shows this too: new approaches to the fight against crime are important, but it is even more important that we all work together -- police and probation officers, community leaders and elected officials, teachers and principals, and especially, parents and children.

When I delivered the State of the Union Address two weeks ago, I said that in order to prepare our people for the 21st century, we must work together to build stronger communities -- starting with safer streets. I said we must mount a full-scale assault on juvenile crime. Today, I am announcing my Anti-Gang and Youth Violence Strategy: comprehensive legislation that will give every community in America the power to crack down on juvenile violence and raise up all our children with the chance for a brighter future.

Four years ago, it seemed to many as if crime and violence had gained an intractable hold over our lives. I was determined to turn that around, and we had a comprehensive plan to do it: 100,000 new community police officers on the street, tough new penalties on the books; the Brady Bill and the assault weapons ban to keep guns away from criminals; and new efforts to steer young people away from crime, gangs and drugs in the first place.

Our approach is working. Serious crime has dropped five years in a row -- the longest decline in decades. That is very good news -- not because it means we can sit back and rest on our laurels, but because it proves to America what you have shown so powerfully here in Boston: we can make a difference. We <u>are</u> beating back the forces of crime; now we must redouble our efforts, and drive those forces further and further into retreat.

Nothing is more important than fighting the scourge of juvenile crime. The violent juvenile crime arrest rate rose for seven straight years before it finally declined last year -- but juvenile crime remains far too, frighteningly too, high. 95 percent of our largest cities and 88 percent of smaller cities are plagued by gang crime. Experts predict that the number of young people arrested for violent crimes will double by 2010. Fighting juvenile crime must be America's top priority in the fight for law and order.

And Boston shows America that when a city comes together, it can win this fight. You launched Operation Night Light; police and probation officers make nightly visits to the homes of young people on probation to make sure they don't break it. You launched Operation Cease

Fire, vigorously enforcing graffiti, truancy, and noise statutes to reclaim neighborhoods overrun by gangs and make it clear that Boston has zero tolerance for gang activity. You launched the Boston Gun Project, to shut down illegal gun dealers who sell to young people by tracing serial numbers and severely punishing any gun dealer who breaks the law.

It's working. 70% -- up from 15% -- of the young people on probation are sticking to it. Youth murders dropped 80% from 1990 to 1995. And in 1996, not a single child was murdered with a gun.

Boston is winning the fight against juvenile crime, and you should be very proud. Now we must spread your success, and my strategy is designed to give all our communities the tools to do what you are doing here. It is based on four elements.

First, we must break the backs of criminal gangs and punish every juvenile who commits a violent crime with real severity. We must finish putting 100,000 police officers on the street, to bring young criminals to justice. And now our strategy will take the next step, to make sure communities have the resources to prosecute them. It will help commonties hire new prosecutors to directly target violent juveniles, and launch anti-gang units to pursue, prosecute, and punish gang members for their crimes. It gives judges more power to crack down on gang members who intimidate witnesses. And for the first time, we will give federal prosecutors the authority to prosecute serious violent juveniles as adults. I don't care how old you are -- if you commit a serious violent crime, you deserve to face nothing less than the full brunt of the law.

Second, we must keep guns and drugs away from our children. The Brady Bill has already blocked more than 60,000 felons, fugitives, and stalkers from buying a handgun, but it does not prevent someone who commits a violent crime as a juvenile from buying a handgun once he or she turns 18. My strategy will close this loophole and extend the Brady Bill so a minor who commits a violent crime will never be given the right to buy a handgun. My plan requires safety locks for handguns to prevent unauthorized use -- and tragic accidents. And we have begun an effort, modeled on the Boston Gun Project, in 17 cities, to crack down on those who sell guns to young people.

My balanced budget includes the largest anti-drug effort ever: to stop drugs at their source, punish those who push them, and steer young people away from them. We will launch an unprecedented national advertizing campaign to teach young people just how dangerous drugs are. And I believe every state should require that young people take a drug test before they get a drivers' license.

Third, we must reform the juvenile justice system so it can handle today's juvenile offenders. Most local systems were designed to deal with juvenile truants and other minor problems -- not violent, even hardened, criminals. Our strategy will provide grants to help communities start Youth Violence Courts, with greater flexibility to handle violent juveniles and tougher penalties to punish them.

Finally, we must help our young people stay on the right track. My strategy will help to fund 1,000 new after-school initiatives in communities across the country. We must keep schools open late, on weekends, and in the summer, so young people have someplace to go and something to say yes to. And we must continue to find ways to help parents bring order and discipline to their children's lives. My strategy will help communities that want to require school uniforms, institutes community-based curfews, and enforce strong anti-truancy laws.

This Anti-Gang and Youth-Violence Strategy is based on what we know works -- arming communities with the tools they need. I am submitting it to Congress next week, and I call on them to pass it without delay. We must say to young people: If you need help to stay away from trouble, we will help you find it. If you need someone to turn to for support, someone will be there. But if you break the law, you will be punished, and if you commit a violent crime, you will be punished severely.

The key to our success in crime-fighting over the last four years has been community policing: citizens working with police officers, getting involved, reporting suspicious activity, joining a Neighborhood Watch. Now we must all join in this fight for our children's future. Nothing we do in Washington will succeed unless police officers, probation officers, and teachers do their part in our communities. And nothing community leaders do will succeed unless parents do their part in the home, and young people do their part in their own lives.

Parents must teach their children the difference between right and wrong -- and punish them when they cross the line. They have a responsibility to be involved in their children's lives: to help them with their homework, meet their teacher, and get to know their friends. To teach them that drugs are not tolerated in your home, because they are illegal, they are wrong, and they can kill you. And parents must set a good example for their children.

But in the end, it all comes down to our children themselves, and I want to say something to them: As we work to build a strong future for you, you have to take responsibility for that future. Nothing your parents do, nothing anyone can do, will keep drugs out of your hands if you set out to find them. Nothing will keep you out of a gang, if you're determined to join one. And nothing will keep either one from destroying your life if you let them into it. So don't. The future can be anything you imagine if you work hard and stay out of trouble. And there is nothing that any of us wants for you more than that.

Over the past four years, we have shown that we can prevail against crime and violence. Now we must press ahead for our children. If we continue to work together, if we stand up for what is right, if we take responsibility for ourselves and our neighborhoods, we can keep crime coming down, and we can build the future our children deserve.

Thank you, God bless you, and God bless America.

DRAFT
February 11, 1997
1:31PM

Anti-Gang and Youth Violence Legislation
Outline of Major Bill Sections

Note: Proposals contained in last year's "Anti-Gang and Youth Violence Control Act" are in italics.

I. Findings, Purposes, etc.

II. Targeting Violent Gangs, Gun Crimes, and Drugs

Subpart A -- Federal Prosecutions Targeting Violent Gangs, Gun Crimes and Illegal Gun Markets, and Drugs

Targeting Gangs:

- *Expand the use of federal juvenile records for law enforcement purposes*
- Facilitate prosecution under the federal car-jacking statute by eliminating the need to prove that a defendant intended to cause death or serious bodily injury to the victim of a car jacking
- Eliminate the statute of limitations for offenses involving murder or where the maximum penalty is life imprisonment
- Increase the penalty for certain RICO violations and facilitate the prosecution of certain RICO cases by providing that prosecutors need not prove that a defendant personally agreed to commit any acts of racketeering
- Amend the RICO statute to authorize the death penalty in cases where, if the underlying predicate were prosecuted separately, the death penalty would be available (Get example or language linking this to gangs.)
- Penalty for conspiracy to commit any violation of Federal criminal law is the same as penalty for underlying substantive offense (currently 18 U.S.C. 371 has 5-year maximum penalty, but most newer conspiracy offenses such as narcotics and money laundering have same penalty for conspiracy and substantive)
- Add murder of a state or local law enforcement officer to the list of statutory aggravating factors under the federal death penalty law

Targeting Gun Crimes and Illegal Gun Markets:

- *Bailey fix, including provisions for a mandatory minimum 10-year penalty for discharge of a firearm or seriously bodily injury (while retaining existing mandatory minimum 5-year penalty for 924© offenses generally)*
- Establish gun purchase disability for certain adjudicated delinquents (Not yet cleared)

- Authorize the criminal forfeiture of firearms used in the commission of any federal crime, including authorization to destroy such firearms upon forfeiture
- Amend title 18 to provide that the penalty for conspiracy to commit a firearms offense shall be punishable to the same extent as for the underlying substantive offense.
- Amend 18 U.S.C. 924(h) (making it unlawful to transfer a firearm "knowing" that it will be used to commit a crime of violence or drug trafficking crime) to authorize prosecution where the person has "reasonable cause to believe" that the gun will be so used
- Increase the penalty for knowingly receiving a firearm with an obliterated or altered serial number from five to ten years
- ? Establish that federal law controls the restoration of rights for purposes of the gun purchase disability
- Require FFLs to sell a gun lock or similar device each time a firearm is sold
- Increase the penalty under 18 U.S.C. 924 from a misdemeanor to a felony for gun dealers charged with aiding and abetting straw purchasers and other false statements
- Amend the sentencing guidelines to increase penalties for transfers of firearms to prohibited persons
- Increase penalties for unlawful transfer of a handgun to a juvenile and juvenile possession of a handgun
- Require FFLs to securely store firearms inventories to prevent theft
- Provide for the suspension of federal firearms licenses and civil penalties for willful violations of the Gun Control Act

Targeting Drugs:

- *Increase the mandatory minimum penalty under 21 U.S.C. Secs. 859-61 from one to three years for persons who sell drugs to kids or use kids to sell drugs*
- *Add serious juvenile drug offenses to the list of predicates under the Armed Career Criminal statute, 18 U.S.C. 924(e)*
- *Give the Attorney General emergency re-scheduling authority for controlled substances*
- Expand the authorized use of prison grant funds for drug testing

Subpart B -- Grants to Prosecutors' Offices to Target Gang Crime and Violent Juveniles

- Provide $100 million to prosecutorial offices for at least 1000 new initiatives, including hiring new gang prosecutors, to target gangs, gang violence, and other violent juvenile crime.

III. -- Protecting Witnesses to Better Prosecute Gangs and Violent Criminals

Subpart A -- Federal Prosecutions to Target Witness Intimidation

- Expand the circumstances under which persons accused of gang and other violent crime may be detained pending trial
- Create a new offense of conspiracy to intimidate or retaliate against a witness or informant
- Amend federal law to provide stiff penalties against those who travel in interstate commerce with the intent to intimidate or retaliate against a witness or informant, in a federal or state criminal prosecution
- Add murder of a witness to the list of statutory aggravating factors under the federal death penalty law

Subpart B -- Grants to Protect Witnesses (Not yet cleared)

- Amend the Crime Victims Fund statute to authorize states to use a portion of their victim assistance funds for witness protection, thereby strengthening prosecutions

IV. Protecting Victims' Rights

- *Expand victims rights to treat victims of juvenile offenders the same as victims of adult offenders*
- Expand public access to juvenile proceedings (i.e., proceedings presumptively open, but may be closed in the interests of justice or for good cause shown)

V. Federal Prosecution of Serious and Violent Juvenile Offenders

- Give U.S. Magistrate Judges jurisdiction over all federal juvenile delinquency proceedings
- *Permit the use of an adjudication of juvenile delinquency for a serious drug trafficking offense as a predicate offense under the Armed Career Criminal Act*
- *Expand the list of serious felonies for which a juvenile can be prosecuted as an adult to include certain firearms and drug offenses, crimes of violence, and conspiracy*
- *Give federal prosecutors, rather than judges, the discretion to transfer juvenile offenders to adult criminal court*

22%

VI. Incarceration of Juveniles in the Federal System

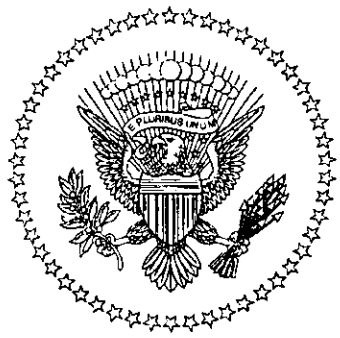
- *Authorize federal courts to make available fines and supervised release, which are not presently sentencing options, for juveniles adjudicated delinquent*
- *Authorize BOP to incarcerate juveniles prosecuted as adults in adult facilities upon turning 18*
- Require states and localities to make available bed space in juvenile facilities built with federal funds for use by the federal government if such bed space is currently not in use. (Not yet cleared)

VII. New Office of Juvenile Crime Control and Prevention

- **New Resources for Juvenile Crime Control and Prevention Initiatives** -- $75 million for anti-truancy, school violence, and other, similar programs aimed at getting kids or keeping kids on the track to success.
- **New Resources for Courts to Target Violent Juveniles** -- $50 million for programs to expedite and more effectively handle violent juveniles in the court system.
- **Enhanced Assistance for Local Juvenile Crime Control and Prevention Initiatives** -- More funding and technical assistance to aid communities in replicating effective programs and developing new strategies to combat juvenile crime.
- **More Research on Effective Programs** -- Ten percent of grant program funds dedicated to research activities, including program evaluations, data collection efforts, and studies, to identify programs and strategies that reduce juvenile crime and violence.
- **Guaranteed High Quality Research** -- Research activities coordinated by the Office of Juvenile Crime Control and Prevention, and conducted by experts at the nationally respected Bureau of Justice Statistics and National Institute of Justice.
- **Better Coordination at the Department of Justice** -- Leadership support for the new Office of Juvenile Crime Control and Prevention enhanced and operations streamlined to better coordinate and integrate juvenile crime initiatives with other Department activities, especially activities within the Office of Justice Programs.
- **Continued Leadership to Support to Improvements in State and Local Practices** -- Fundamental protections to safeguard juveniles from abuse while in custody maintained, and assistance provided to help states and localities implement graduated sanctions initiatives and other programs to better respond to young offenders.
- **Direct Funding for Native American Tribal Governments** -- For the first time, federal funds go directly to tribal governments to support initiatives targeting juvenile crime on Native American lands.
- **Greater Support for Programs that Focus on Missing and Exploited Children and the Prevention of Child Abuse and Neglect.**

Spell out RICO

The President'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

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THE WHITE HOUSE

WASHINGTON

Four years ago my Administration set out to reverse the rising tide of crime with a comprehensive program: more police, tougher punishment, and smarter crime prevention. Our strategy is working. Last year, violent crime dropped for the fifth year in a row, marking the longest period of decline in 25 years. Today, our neighborhoods are safer, our families are more secure, and we are restoring the American people's confidence that crime can be reduced even more.

Now we must finish our work of hiring 100,000 new community police officers and ridding our schools and streets of gun violence. And we must redouble our efforts to crack down on youth violence and violent gangs.

For the first time in 7 years, the rate of young people arrested for violent crime and murder has gone down. But juvenile crime is still unacceptably high in too many cities, towns, and neighborhoods. Violent gangs terrorize our citizens, traffic guns and drugs to our youth, and often escape prosecution by intimidating witnesses.

In my 1997 State of the Union Address, I called for a full-scale assault on juvenile crime. Together we must give communities the tools they need to take back their streets and schools, to reestablish a sense of security and true freedom in our country, and to restore our people's faith in the power of law and order.

Our comprehensive strategy includes four key elements:

1. Targeting Gangs and Violent Juveniles. New local prosecutors and anti-gang initiatives, including the authority to try violent juveniles as adults when they commit adult crimes.

2. Keeping Our Kids Gun-and Drug-Free. Requiring gun dealers to sell child safety locks with every handgun, expanding the Brady Law to prevent juveniles convicted of violent crimes from buying guns when they turn 18, and tough new measures to crack down on drunk or drugged driving.

3. Keeping Our Kids on the Right Track. Anti-truancy measures, curfews, and keeping schools open late and on weekends to keep children off the streets and on the right track.

4. Reforming the Juvenile Justice System. Improving the capacity of the juvenile justice system to respond to juvenile offenders.

Over the past 4 years we have shown that we can reverse a decade of rising crime. If we continue to work together and take responsibility for ourselves and our families, we can keep the crime rate going down -- block by block and neighborhood by neighborhood, all across America.

For this strategy to succeed, each of us must do our part. Law enforcement, government officials, teachers, clergy, businesses, parents, and our youth all must play a role in reducing youth violence. The Congress must be a bipartisan partner, working with us to pass the legislation that will put this strategy in place. Our goal must be to give our children the safest and most secure future possible. Working together, we can make that goal a reality.

William J. Clinton

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Overview

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The President's Anti-Gang and Youth Violence Strategy -- An Overview

> And I ask you to mount a full-scale assault on juvenile crime, with legislation that declares war on gangs, with new prosecutors and tougher penalties; extends the Brady Bill so violent teen criminals will not be able to buy handguns; requires child safety locks on handguns to prevent unauthorized use; and helps to keep our schools open after hours, on weekends, and in the summer, so our young people will have someplace to go and something to say yes to.
>
> President Clinton
> State of the Union Address
> February 4, 1997

Gang and Youth Violence -- Background

While overall crime rates are dropping, young people are increasingly the perpetrators and victims of some of society's most violent crimes. Indeed, until recently, the rate of youth violence has climbed dramatically. For example, between 1984 and 1993, the rate of homicides committed by juveniles skyrocketed 169%.

Gangs have become violent street families for too many of our young people. A generation ago, fewer than half of our cities reported gang activity. Now 95% of our largest cities and 88% of smaller cities suffer gang-related crime.

Coupled with these developments, population trends could lead, in the view of demographic experts, to a doubling of juvenile arrests for violent crimes by the year 2010.

These projections do not have to be our children's destiny. Over the past two years, violence -- and especially murder -- committed by young people has declined. 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%.

In recent years, our understanding of the problems of youth violence has grown deeper. We know that:

* 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;

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* Many of the crimes involve handguns and/or drug use; and

* A disproportionate amount of juvenile crime occurs after school.

With a clearer understanding of the problem, we can begin to provide appropriate and effective solutions. The challenge we face is to take what we know about youth violence and apply it to deal firmly and forcefully with those kids already in serious trouble and to reach at-risk youth before they succumb to a life of crime and violence.

The President's strategy combines a balanced approach of tough and fair penalties that hold kids accountable; crime and drug prevention measures that keep kids on the right track; and intervention measures that catch kids starting to fall off the track before it is too late. It builds upon a proven record of initiatives and accomplishments, and provides resources and support to communities that need to adopt strategies that have already worked across the country.

Building Upon a Proven Record

Over the last four years, President Clinton has taken a number of specific steps to provide our children with a safe passage from childhood to adulthood, including:

* **Curfews.** President Clinton believes that curfews, when they are backed by a community of support and are part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe. While highlighting a successful New Orleans program, the President encouraged cities nationwide to look at how curfews can help keep their children and communities safe.

* **School uniforms.** President Clinton has encouraged schools to adopt school uniform policies, which promote discipline and respect. The Administration has developed a guide for schools to assist them in establishing these policies, which was distributed to 16,000 school districts.

* **Truancy.** Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime. The President has issued a guidebook to school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country.

* **Working to cut off children's access to tobacco.** President Clinton has acted to restrict youth access to tobacco products, and reduce the advertising and promotional activities that make these products appealing to young people.

* **Drug testing.** In January of 1995, the Clinton Administration supported high school

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athlete drug testing in an amicus brief to the U.S. Supreme Court, sending the message to parents and students that drug use will not be tolerated in our schools.

* **Zero-tolerance on underage drinking.** The Clinton Administration has encouraged states to adopt a "zero tolerance" standard for drivers under the age of 21 who drive while intoxicated.

* **Safe and Drug-Free Schools.** President Clinton expanded the Drug-Free Schools Act into the Safe and Drug-Free Schools Act in 1994, making violence prevention a key part of that program. The President consistently fought for full funding of the program, fighting back a $266 million cut by the U.S. House of Representatives in 1996. Over 97% of the school districts in the country use these funds to keep violence and drugs away from students and our schools. He has also expanded the G.R.E.A.T. program that steers kids away from gangs.

* **Fewer guns in the hands of our children.** President Clinton signed into law a youth handgun ban in his 1994 Crime Bill. The ban makes it a federal offense, with some exceptions, for an adult to transfer a handgun to a juvenile, or for a juvenile under the age of 18 to knowingly possess a handgun or handgun ammunition.

* **Zero tolerance for guns in schools.** In October 1994, President Clinton signed into law the Gun-Free Schools Act, and issued a Presidential Directive later that month to enforce "zero tolerance" in our schools -- you bring a gun to school, you don't come back for a year.

Community Success Stories in Combating Youth Violence

Communities across the country 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 own towns. Three communities in particular have implemented effective initiatives designed to reduce youth violence. Their efforts can serve as models for other communities.

Boston, Massachusetts

During the late 1980s, Boston was caught in a crossfire of gang violence and murder. In 1990, it recorded the highest number of killings in its history.

To reverse these trends, Boston initiated a comprehensive community-based strategy to reach at-risk youth before they take their first step into crime and to deal with those already in trouble. For example, the city initiated an innovative program called Operation Night Light, which sends police and probation officers on nightly home visits to ensure youth compliance

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with probation. Operation Cease Fire represents Boston's zero-tolerance policy for crime and gang activity. Boston police meet with gang members to make clear that there will be zero tolerance for their

Working with Federal law enforcement, the city developed the Boston Gun Project to crack down on the illegal gun market selling to youths by tracing gun serial numbers and severely punishing those who provide guns to gangs and youth.

Boston's three-pronged strategy of prevention, intervention, and enforcement for youth violence is paying off. Youth homicides have dropped some 80% citywide from 1990 to 1995, and in 1996 not a single youth died in a firearm homicide in the city. Violent crime in public schools has decreased more than 20% in the 1995-1996 school year and over 150 drug dens have been closed through joint Federal-state-local cooperation.

Salinas, California

From 1984 to 1994, homicides jumped 200% in Salinas. Other crimes such as assault and robbery also increased over the same period. The Salinas Police Department identified between 20 and 25 local gangs, with approximately 1,500 gang members and Salinas residents identified gang violence and fear of gangs as the number one problem facing the community.

In September 1995, the Clinton Administration awarded the Salinas Police Department nearly $1 million as part of the COPS Youth Firearms Violence Initiative. Salinas used the funding to expand their anti-gang task force into a full-time effort. A Police/Community Advisory Commission was formed to involve the community in crime reduction strategies. The Police Department created a Violence Suppression Unit to take firearms away from youth and gang members and, working closely with the District Attorney, began tracking criminal activity in their area through a computer database.

As a result of these programs, Salinas experienced a dramatic drop in crime: homicides fell by 62%, gang related assaults decreased by 23%, and drive-by shootings dropped by 31%.

Jacksonville, Florida

Like many communities across the country, Jacksonville experienced unprecedented increases in juvenile crime in recent years. From 1991 to 1996, more than 80 juveniles died as a result of firearm-related incidents. In 1992 alone, 454 youths were arrested for aggravated assaults.

Florida State Attorney Harry Shorstein used a combination of early intervention for at-risk youth and tough punishment for juvenile criminals to revamp the existing juvenile justice

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system. His office became actively involved with numerous intervention programs and he made creating a safe and positive school environment one of his top priorities. School Resource Officers were stationed throughout the schools to create positive bonds with students and increase campus safety. The Truancy Arbitration Program held hearings with parents, teachers, and the State Attorney's office to curb student truancy.

The results speak for themselves. From 1993 to 1996, murders committed by juveniles dropped 72%, the number of vehicle thefts decreased by nearly 60%, and rape and sex offenses were cut in half. An evaluation of Jacksonville's juvenile justice system estimated that over 7,200 robberies, burglaries, and motor vehicle thefts were prevented by incarcerating habitual juvenile offenders as adults during 1992-1995.

The President's Anti-Gang and Youth Violence Strategy

President Clinton's Anti-Gang and Youth Violence Strategy seeks to break the back of violent gangs, reduce youth violence, and provide our kids with positive alternatives to steer them away from gangs, guns, and drugs. It gives resources to communities across the country to adopt these innovative initiatives to combat youth violence and to develop their own strategies.

1. Targeting Gangs and Violent Youth Offenders

The Strategy's message to dangerous gang members and other criminals is clear: your punishment will be swift and certain. That is why it contains $200 million for new local prosecutors and anti-gang initiatives to pursue, prosecute and punish dangerous gang members for their crimes.

Building on the success of the Community Oriented Policing Services Program (COPS), the funds would go directly to state, county and local prosecutors to enable them to develop initiatives such as anti-gang units, anti-gang task forces, and purchase equipment to share information about gang members and their activities.

Under the Clinton Justice Department, Federal prosecutors have mounted an unprecedented crackdown on violent street gangs through the use of Federal racketeering laws. Federal prosecutions of violent gangs under the powerful Racketeering Influenced and Corrupt Organizations (RICO) statute have more than doubled.

Building upon that success, the Strategy gives Federal prosecutors the authority to try violent juveniles as adults for adult crimes. It also includes other prosecutorial tools to combat gang criminal activity including provisions that will prevent witness intimidation, a far too common tactic that gang members employ to avoid prosecution.

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2. Keeping Our Kids Gun- and Drug-Free

Since its enactment, the Brady Law has kept over 60,000 fugitives, felons, and stalkers from buying a handgun. Unfortunately, current law does not prevent a juvenile convicted of a violent crime from legally purchasing a handgun once the juvenile turns 18 years-old. The President's Strategy would close this loophole so that convicted violent youth would never be allowed to buy a handgun.

While many firearms deaths result from violent crime, gun accidents regularly claim the lives of America's youth. The statistics paint a terrifying picture: firearms are the fourth leading cause of accidental deaths among children ages 5 to 14. Firearms have also become the primary method by which young people commit suicide. Many young people have to look no further than their own home to get access to a gun.

More must be done to prevent the tragic and needless deaths of our children by firearms. The President's Strategy addresses this problem by requiring gun dealers to sell a locking device with every handgun. Properly used, safety locking devices can decrease the unauthorized use of handguns -- by a child at play or a teen who wants to commit a crime.

In addition, President Clinton believes all Americans must accept responsibility for teaching our young people that drugs are illegal, wrong, and could kill them. The President signed into law a tough new "zero tolerance" policy that encourages states to revoke driver's licenses of young people who are driving with any alcohol in their system.

We must be equally tough on young people who drive under the influence of drugs and endanger themselves and others while on the road. To further deter teen drug use and make our roads safer, President Clinton directed National Drug Control Policy Director Barry McCaffrey and Transportation Secretary Frederico Pena to develop a strategy to address the problem of young people driving under the influence of illegal drugs. They submitted their report to the President in February 1997 with several recommendations including: state demonstration projects to drug test teens prior to receiving their driver's license; state incentive grants to promote strong drugged driving laws; improved prosecution and adjudication of drugged driving; and expanded prevention, education, and treatment measures.

3. Keeping Our Kids on the Right Track

Keeping young people in school is an important step toward keeping them out of trouble. Once children leave the schoolhouse door, they are often vulnerable to dangerous influences. A large percentage of the juvenile crime in the country occurs after the school day ends. And young people who skip school often become involved in crime and drugs.

The Strategy includes $60 million for 1,000 new after school initiatives across the country

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for schools to stay open after the school day ends, on weekends, and during summers. Turning schools into after-hours safe havens can help to prevent violent crime and violent behavior while boosting our children's academic achievement.

President Clinton has supported anti-truancy programs to make sure kids are learning from schools and not the streets; school uniform policies to create safer, less disruptive learning atmospheres for students; and curfews to take kids off the streets in the evening when they are more likely to become perpetrators or victims of crime. That is why the Strategy provides $75 million for an At-Risk Children Initiative focusing on anti-truancy, curfews and other intervention initiatives to help keep our kids on the right track and out of trouble.

4. Reforming and Streamlining the Juvenile Justice System

The President's Strategy takes critical steps to improve the capacity of the juvenile justice system to respond to juvenile offenders.

Violent juveniles pose significant challenges for juvenile court systems. Most local systems were designed to cope with truancy and delinquency problems, not hardened and repeat juvenile offenders. Moreover, the penalties under many juvenile systems are sometimes inadequate for dealing with today's more violent and dangerous juveniles.

The President's Strategy will provide $50 million for a Youth Violence Courts Initiative. The funding will provide grants to make juvenile court systems tougher and smarter by giving them greater flexibility in handling violent juveniles. The grants can be used to expedite dockets for violent juveniles to ensure timely review of cases. Grants can also be used to improve systems for assignment and referral of violent juveniles for adult prosecutions where appropriate.

The President's Strategy creates a new Office of Juvenile Crime Control and Prevention within the Department of Justice. The new office will administer the $75 million At-Risk Children Initiative for anti-truancy, curfews and other intervention initiatives, as well as provide formula and incentives grants to assist state and local law enforcement efforts to fight youth violence.

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Targeting Gangs/
Youth Crime

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NEW ANTI-GANG PROSECUTION INITIATIVES

- A generation ago, fewer than half our cities reported gang activity. Now 95% of our largest cities and 88% of smaller cities suffer gang-related crime. Cities with an emerging gang problem report that up to 90% of the gang members are juveniles. With the advent of hard drugs like crack cocaine and the proliferation of assault weapons on our streets, gangs have become violent street families for too many of our young people.

- The Clinton Administration is already hard at work to break the back of gangs across the country. The President's 1994 Crime Bill puts 100,000 police on the beat to take gang members and other dangerous offenders off our streets. Federal prosecutors have worked with state and local law enforcement and prosecutors to achieve successful Federal gang prosecutions across the country. The Administration has started funding a National Gang Tracking Network to help Federal, state, and local law enforcement share and exchange information on gangs.

- It is time to take the next step and give our communities the resources to prosecute these criminals. The President's Strategy contains resources for new local prosecution and anti-gang initiatives to pursue, prosecute, and punish dangerous gang members for their crimes.

- The Strategy provides $200 million over two years to fund the new local prosecutors and initiatives. Building on the success of the Community Oriented Policing Services Program (COPS), the funds would go directly to state, county and local prosecutors to enable them to develop initiatives such as anti-gang units, anti-gang task forces, and purchase equipment to share information about gang members and their activities.

- Local prosecutors handle 95% of all crime cases in the country. The new funds will help many overburdened prosecutors' offices to develop effective programs to fight gangs and youth crime. Providing funds at the local level affirms the President's belief that communities are best suited to take care of their own local priorities.

- Our message to dangerous gang members and other criminals should be clear: your punishment will be swift and certain.

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TOUGH AND FAIR PENALTIES FOR JUVENILE CRIMES

- 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 from their mistakes. However, some young people act like adults and commit serious violent crimes. Sometimes they do this more than once. We need to treat these young people like adults to show them the serious consequences of their crimes.

- Under current law, the decision to charge a juvenile as an adult for certain Federal crimes is made by the court. Only certain dangerous offenses are subject to transfer in adult court for criminal prosecution.

- The President's strategy would allow Federal prosecutors to decide if a juvenile should be tried as an adult and expand the list of crimes for such prosecution to include violent felonies and conspiracies to commit a drug offense.

- Giving Federal prosecutors the discretion to charge juveniles as adults for serious crimes will give prosecutors the power to decide that an older and more serious offender cannot be adequately punished in the juvenile system and that the adult criminal system would be more appropriate.

- Under the President's plan, access to juvenile records would be expanded, showing a gun offense or the equivalent of an adult felony. Juvenile records would be sent to the FBI and made available in the same manner as the records of adult defendants.

- Stiffer adult sentences and the possibility of incarceration in adult facilities send a strong message to youths and gang members considering violent crimes: if you are thinking of committing an adult time, be prepared to serve adult time.

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CURBING GANG WITNESS INTIMIDATION

- In just ten years, the number of juvenile murderers has tripled -- with many of these killers belonging to gangs that kill over drugs and turf. In Los Angeles County, it is estimated that more than 40% of all killings are attributed to gangs--more than double the percentage ten years ago.

- According to many police investigators and prosecutors, gang murders and violent crimes frequently go unpunished because witnesses are afraid to testify due to retaliation by gang members. A 1994 survey of 192 prosecutors found that intimidation of victims and witnesses -- who become victims themselves -- was a major problem for 51% of prosecutors in large jurisdictions and 43% in smaller jurisdictions.

- We cannot allow the voice of justice to be frightened into silence by the violent threats of gangs. In January, President Clinton released a Department of Justice handbook for investigators, prosecutors and judges entitled, "Preventing Gang- and Drug-Related Witness Intimidation," to prevent and address the growing problem of witness intimidation by gangs. The report details the problems faced by law enforcement and prosecutors and is a blueprint for them to follow that will significantly help state and local gang investigation and prosecution.

- The President is determined to bring the full force of the law down on criminal gangs. His strategy creates new laws to fight gangs and to protect witnesses.

- The Strategy contains a provision to allow the judge to hold a defendant without bail pending trial when a judge finds that there is probable cause to believe that an individual has been involved in criminal gang activity. This will prevent a gang member charged with a crime from threatening and harassing a witness to prevent them from testifying at trial.

- U.S. Attorneys will be given new tools to prosecute gang members who intimidate witnesses. Under the President's Strategy, conspiracy to intimidate or retaliate against a witness will be punishable with the same penalties that attach to the underlying crime.

- U.S. Attorneys will be given the power to prosecute any person who travels between states with the intent to retaliate against or intimidate a witness in a criminal prosecution.

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Gun & Drug-Free Kids

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EXTENDING THE BRADY LAW TO VIOLENT JUVENILES

- The Brady Handgun Violence Prevention Act, enacted in November 1993 and effective in February 1994, requires that licensed firearm dealers request a presale check on all potential handgun purchasers by the chief law enforcement in the buyer's residence community to determine if the individual is legally prohibited from purchasing a firearm.

- Since its enactment three years ago, the Brady Law has kept over 60,000 fugitives, felons, and stalkers from buying handguns.

- The Strategy builds on the proven success of Brady by extending the law to include violent juveniles. Under current law, a juvenile tried as a juvenile for a violent crime could purchase a handgun on his 18th birthday with no restriction.

- The President's strategy would close this loophole so convicted violent youths would never be allowed to buy a handgun. Violent juveniles should be treated as like adults for their adult crimes-- and stopped from getting weapons to hurt again.

- Adults who commit felonies, including thefts as low as $100, may not possess firearms. But under existing law, a 17-year-old murderer can legally buy a gun as soon as he turns 18. The President's strategy would prohibit juveniles who commit murder, rape, robbery, and other serious violent crimes -- including serious drug trafficking crimes -- from ever possessing a handgun again.

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HANDGUN SAFETY LOCKS: PROTECTING OUR CHILDREN

- Every day, guns hurt or kill American children. The statistics paint a terrifying picture: guns cause 12% of fatalities among American children and teens, and 1 of every 4 deaths of teenagers ages 15 to 19.

- While many firearms deaths result from violent crime, gun accidents regularly claim the lives of America's youth. Firearms are the fourth leading cause of accidental deaths among children ages 5 to 14. Moreover, firearms have become the primary method by which young people commit suicide.

- And the trend is getting worse. For children between 10 and 14 years-old, the firearm death rate increased by 18% from 1985 to 1990. For teens between 15 and 19, the firearm death rate increased by 77% during the same period.

- Many young people have to look no further than their own home to get access to a gun. Many parents who say they have a gun in their home admit that they do not lock their firearms away from their children.

- More must be done to prevent the tragic and needless deaths of our children by firearms. The President's Strategy addresses this problem by requiring gun dealers to sell a locking device with every handgun. Properly used, safety locking devices can dramatically reduce the unauthorized use of handguns -- by a child at play or a teen who wants to commit a crime.

- Safety locks are inexpensive devices designed to secure a gun from unintended use. A 1991 General Accounting Office study found that one-third of the deaths resulting from accidental shootings could be prevented by a firearms safety device such as a trigger lock.

- Last year, in the District of Columbia, a police officer's 3-year-old daughter climbed on top of a piece of furniture, pulled down her father's pistol and accidentally shot herself to death. The manufacturer of the handgun, Glock, donated 4,000 safety locks to the D.C. Police Department in response to the accident to prevent a similar occurrence from happening again.

- Learning how to use a locking device should just take a few minutes. With training, many locking devices can be detached within seconds-- allowing the authorized user quick access to their handgun in necessary situations. Locking devices have the added benefit of potentially preventing a gun from being used against its owner.

- American families have a responsibility to keep their handguns out of the hands of children. A child safety lock on a handgun will help families to keep their kids from using the gun to hurt other kids or themselves.

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YOUTH CRIME GUN INTERDICTION INITIATIVE

- In July 1996, President Clinton announced his Youth Crime Gun Interdiction Initiative (YCGII), a 17-city demonstration project to develop new methods of tracking the supply of guns to juveniles and youth gang members, and making gun trafficking a focus for Federally-backed community policing. The project is modeled on the Boston Gun Project hailed by Boston authorities for reducing youth homicides to zero in Boston last year.

- Participating police departments are committing themselves to comprehensive tracing of recovered guns. In the past, police departments traced recovered guns to solve major guns crimes. The YCGII is enlisting departments in tracing all recovered guns to develop information on the trafficking that supplies criminals and juveniles.

- To trace a crime gun, police departments 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 YCGII cities increased 75% from July-December 1995 to July-December 1996.

- Crime analysts are using comprehensive tracing to provide community-based descriptions of gun trafficking patterns. The YCGII will issue standard reports to local law enforcement leaders providing trace-based law enforcement information about gun trafficking patters to youth and juveniles in their jurisdiction.

- Using trace analysis and traditional investigative techniques, Federal and local law enforcement are building cross-jurisdictional cases involving major traffickers, and smaller cases that target suppliers to violent local gangs and juveniles, or gang members involved with firearms.

- Participating cities: Atlanta, Georgia; Baltimore, Maryland; Birmingham, Alabama; Boston, Massachusetts; Bridgeport, Connecticut; Cleveland, Ohio; Inglewood, California; Jersey City, New Jersey; Memphis, Tennessee; Milwaukee, Wisconsin; New York City, New York; Richmond, Virginia; St. Louis, Missouri; Salinas, California; San Antonio, Texas; Seattle, Washington: and Washington, D.C.

- The Clinton Administration's FY 1998 budget includes $6 million for the National Tracing Center, LEAD, and the Youth Crime Gun Interdiction initiative. It calls for "firearms task forces" in a number of new cities including: Miami, Newark, Phoenix and New Orleans.

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TEEN DRUG USE AND DRIVER'S LICENSES

- President Clinton believes all Americans must accept responsibility for teaching our young people that drugs are illegal, wrong and could kill them.

- The President signed into a law a tough new "zero tolerance" policy that encourages states to revoke driver's licenses of young people who are driving with any alcohol in their system. In states where zero tolerance has already been adopted, lives have been saved by a reduction in the number of fatal crashes at night involving young people.

- We must be equally tough on young people who endanger themselves and others by driving under the influence of drugs. It is illegal in every state to drive under the influence of drugs and seven states have enacted zero tolerance laws for drugs.

- To further deter teen drug use and make our roads safer, President Clinton directed National Drug Control Policy Director Barry McCaffrey and Transportation Secretary Frederico Pena to develop a strategy to address the problem of young people driving under the influence of illegal drugs.

- Director McCaffrey and Secretary Pena submitted their report in February 1997 to the President with several recommendations:

✔Drug testing of minors applying for driver's licenses. As a first step, the report recommends a two to four state demonstration project to drug test teens prior to receiving their driver's license. The President's Budget requests a total of $16 million through FY 2000 to carry out the demonstrations.

✔State incentive grants to promote strong drugged driving laws: The report recommends a state incentive grant program modeled after the Transportation Department's Section 410 alcohol and incentive grants to encourage and assist states to improve and enforce their drugged driving laws. The President's Budget provides $10 million in FY 1999 and 2000 for the new program.

✔Enhanced law enforcement, prosecution and research for drugged driving: For existing laws to be effective, the system of enforcement, prosecution and adjudication must work well. Violators must be arrested, prosecuted promptly, and sanctioned.

✔Expand prevention, education and treatment to prevent drug use and drugged driving: Prevention, education and treatment have a crucial role in the systematic approach to reducing youth drug use and drugged driving. An additional $1.1 million is contained in the President's FY 1998 budget and in the current FY 1997 budget for these efforts.

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After School

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AT-RISK CHILDREN INITIATIVE: ANTI-TRUANCY, CURFEWS, AND MORE

- 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, but truancy is also often the first step in greater involvement in criminal activity. Studies have shown that two-thirds of male juveniles arrested while truant tested positive for drug use.

- The Clinton Administration has supported both curfews and anti-truancy initiatives as effective means for communities to reduce juvenile crime by keeping kids off the streets and away from situations in which they might be involved in crimes -- either as perpetrators or as victims.

- Last year, the President issued a guidebook on truancy prevention to school districts and a report on anti-truancy policies to help communities interested in enacting or refining their programs.

- The President's Strategy provides $75 million for anti-truancy, curfews and other intervention initiatives to help keep our kids on the right track and out of trouble.

- Comprehensive curfew laws give parents the support of law enforcement, juvenile and family court judges, social service providers, and representatives from the education and religious communities to keep youths out of potentially dangerous situations.

- Of the 200 largest cities in the U.S., the percentage having curfews surged from less than half in 1990 to almost three-quarters by 1995. Curfew hours usually apply to youths under age 16 and are typically in effect from 11:00pm to 6:00am on school days and from midnight to 6:00am on weekends.

- Cities and counties across the country are finding that curfew ordinances can help in curbing youth crime. New Orleans, Louisiana saw a 27% drop in overall juvenile crime during curfew hours after enacting a comprehensive youth crime prevention program in 1994. Law enforcement in Denver, Colorado credit their curfew program with contributing to their 11% drop in serious crime in two years.

- 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 in shoplifting arrests. In St. Paul, Minnesota, crimes such as purse snatching dropped by almost 50% after police began picking up truants and taking them to a new school attendance center.

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1,000 NEW AFTER SCHOOL INITIATIVES

- Much of the juvenile crime in the country occurs after the school day ends. Once children leave the schoolhouse door, they often become vulnerable to dangerous influences, including drugs and gangs.

- A critical component of the President's youth violence anti-gang strategy is to give young people something to say "yes" to. Our youth need safe havens where they can continue to learn and grow in a safe and drug-free environment, removed from the violence, drugs and lack of supervision often found in communities across the country.

- President Clinton's strategy includes funding for 1,000 new after school programs across the country for schools to stay open after the school day ends, on weekends and during the summers. Schools that stay open longer can provide students, parents and communities with access to valuable resources.

- Community schools can bring together home, school, and community to help educate our children. Turning schools into after-hours safe havens can help to prevent violent crime and violent behavior while boosting our children's academic achievement.

- In Madison, Wisconsin, the city operates a Safe Haven after-school program for more than 200 children at three elementary schools with high crime and poverty rates. Program activities include homework assistance, supervised games and physical education, and field trips. In addition, each school incorporates conflict resolution such as peer mediation and the D.A.R.E. drug prevention program.

- The Lighted School Program in Waco, Texas keeps middle schools stay open until 6:30 or 7:00 pm to provide activities and services for the approximately 200 students who regularly attend. Nineteen local organizations provide assistance: Baylor University provides 115 student mentors; city recreation department staff take the students on field trips and supervise sporting activities; and the Council on Alcoholism and Drugs holds Straight Talk each week.

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Juvenile Justice Reform

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YOUTH VIOLENCE COURTS INITIATIVE

- Violent juveniles pose significant challenges for juvenile court systems. Most local systems were designed to cope with truancy and delinquency problems, not hardened and repeat juvenile offenders. Moreover, the penalties under many juvenile systems are sometimes inadequate for dealing with some of today's more violent and dangerous juveniles.

- The President's strategy will provide $50 million for a Youth Violence Courts initiative. The funding will provide grants to make juvenile courts systems tougher and smarter by giving them greater flexibility in handling violent juveniles.

- The grants can be used to expedite dockets for violent juveniles to ensure timely review of cases. Grants can also be used to improve systems for assignment and referral of violent juveniles for adult prosecutions where appropriate.

- Juvenile Gun and Drug Courts are already prosecuting youth for a host of gun and drug offenses. By routing some of these cases out of the traditional juvenile court system and into settings specifically created to deal with these offenses, an opportunity exists to intervene at a critical point for youths and create innovative and individualized penalties which benefit both the public and the offender.

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NEW OFFICE OF JUVENILE CRIME CONTROL AND PREVENTION

- The President's strategy creates a new Office of Juvenile Crime Control and Prevention within the Department of Justice. The new office will enhance and streamline operations thereby better integrating and coordinating juvenile crime initiatives with other Department activities.

- The new office will administer the $75 million At-Risk Children Initiative as well as provide formula and incentive grants to assist state and local law enforcement efforts to fight youth violence. More funding and technical assistance will be made available to aid communities in replicating effective initiatives and developing new strategies to combat juvenile crime.

- The office will work to ensure that those who receive Federal funds maintain fundamental protections to safeguard juveniles from abuse while they are in custody, and help states and localities to implement graduated sanctions initiatives to better respond to young offenders, and increase public safety.

- Under the President's Strategy, for the first time, Federal funds will go directly to tribal governments to support initiatives targeting juvenile crime on Native American lands. This is in keeping with the President's commitment to work on a government-to-government basis with American Indian and Alaska Native tribes.

- We must continue to identify promising practices and successful programs and share the information so lessons learned can benefit communities around the country. To this end, 10% 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 managed by experts at the nationally respected Bureau of Justice Statistics and the National Institute of Justice.

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Success Stories

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BOSTON, MASSACHUSETTS

Problem:

- During the late 1980s, Boston was a city caught in a crossfire of gang violence and murder. In 1990, the city recorded the highest number of killings in its history.

Solutions:

- To reverse the trends, Boston initiated a comprehensive community-based strategy to reach at-risk youth before they take their first step into crime and to deal with those already in trouble. The city created the Youth Violence Strike Force ("Strike Force"), a coordinated multi-agency task force of 45 full-time Police Officers and 15 officers from outside agencies. Membership in the Strike Force includes the ATF, the Massachusetts State Police and juvenile corrections officers. The Strike Force is one of the primary enforcement strategies employed by Boston to combat youth violence and break up criminal street gangs.

- Operation Night Light sends police and probation officers on nightly home visits to ensure youth compliance with probation. This ground breaking partnership has fostered better interactions between police and probation officers, parents, and youths.

- Operation Cease Fire represents Boston's zero-tolerance policy for crime and gang activity. Boston police meet with gang members to make clear that there will be zero tolerance for their violence-- and graffiti, truancy, and noise statutes are vigorously enforced to halt gang activity.

- Boston worked closely with the ATF, U.S. Attorney's Office, DEA, FBI and the Suffolk District Attorney's Office to develop the Boston Gun Project. The Project has cracked down on the illegal gun market who sell to youths through tracing gun serial numbers and severely punishing those who provide gangs and youths access to guns.

- Prevention efforts are also part of the Boston model. The Summer of Opportunity partnership with businesses engages at-risk youth in activities geared to benefit their academic and professional aspirations, and places some of the youth in part-time jobs. The Department of Health and Human Services funds community schools so children can have safe havens from the dangers of the streets.

Results:

- Boston's three-pronged strategy of prevention, intervention, and enforcement for youth violence is paying off. Youth homicides have dropped some 80% citywide from 1990 to 1995, and in 1996 not a single youth died in a firearm homicide in the city. Violent crime in public schools decreased more than 20% in the 1995-1996 school year and over 150 drug dens have been closed through joint Federal-state-local cooperation.

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JACKSONVILLE, FLORIDA

Problem:

- Like many communities across the country, Jacksonville experienced unprecedented increases in juvenile crime. From 1991 to 1996, more than 80 juveniles died as a result of firearms-related incidents. In 1992 alone, 454 youths were arrested for aggravated assaults.

Solutions:

- Florida State Attorney Harry Shorstein used a combination of early intervention for at-risk youth and tough punishment for juvenile criminals to revamp the existing juvenile justice system.

- The State Attorney's Office became actively involved with numerous intervention programs, including School Liaison Programs, the School Conflict Resolution Program, and Impact Panels.

- Creating a safe and positive school environment was made a top priority. School Resource Officers were stationed throughout the schools to create positive bonds with students and increase campus safety. The Truancy Arbitration Program held hearings with parents, teachers, and the State Attorney's office to curb student truancy. A program for at-risk students with serious discipline problems was instituted where the students attend weekly delinquency hearings in juvenile courts.

- The restructured juvenile justice system in Duval County, Florida includes a strong diversionary program called the Youth Offender Program. The program takes appropriate non-violent youth offenders out of the congested court system and puts them into diversionary programs. It is estimated that about 70% of the diverted youths do not re-offend.

- The Jacksonville program also prosecutes habitual juvenile offenders as adults. This serves the dual purpose of protecting the public and providing a strong incentive for at-risk youth to abide by the law.

Results:

- From 1993 to 1996, murder committed by juveniles dropped 72%, the number of vehicle thefts decreased by nearly 60%, and rape and sex offenses were cut in half.

- An evaluation of Jacksonville's juvenile justice system estimated that over 7,200 robberies, burglaries, and motor vehicle thefts were prevented by incarcerating habitual juvenile offenders as adults during 1992-1995.

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SALINAS, CALIFORNIA

Problem:

- From 1984 to 1994, homicides jumped 200% in Salinas. Other crimes such as assault and robbery also increased over the same period. Salinas residents identified gang violence and fear of gangs as the number one problem facing the community. The Salinas Police Department identified between 20 and 25 local gangs, with approximately 1,500 gang members.

Solutions:

- In September 1995, the Clinton Administration awarded the Salinas Police Department nearly $1 million as part of the COPS Youth Firearms Violence Initiative. Salinas used the funding to expand their anti-gang task force into a full-time effort. A Police/Community Advisory Commission was formed to involve the community in crime reduction strategies.

- The Salinas Police Department created a Violence Suppression Unit (VSU) to take firearms away from youth and gang members. Working closely with the District Attorney's Office, the Unit's 17 officers used the Geographic Information system database to enhance tracking of criminal activity in their area.

- Salinas established a Violent Injury Prevention Program to reduce and prevent violent acts by youth.

- The city also introduced "Peace Builders," a violence intervention program encouraging non-violent behavior amongst elementary school-aged children. Additionally, 20 neighborhood block clean-up programs were formed to clear garbage from the streets.

Results:

- Salinas experienced a dramatic drop in crime after passage of the 1994 Clinton Crime Bill. Community policing efforts led to 165 juvenile arrests and 392 adult arrests by the VSU officers between October 1995 and May 1996. Homicides fell by 62%, gang related assaults decreased by 23%, and drive-by shootings dropped by 31%. Residents are more active in crime prevention and community officers serve as mentors for Salinas youth.

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Attachments

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Anti-Gang and Youth Violence Legislation
Summary of Major Provisions

I. Findings and Purposes

II. Targeting Violent Gangs, Gun Crimes, and Drugs

Subpart A – Federal Prosecutions Targeting Violent Gangs, Gun Crimes and Illegal Gun Markets, and Drugs

Targeting Gangs:

- Eliminate the statute of limitations for offenses involving murder or where the maximum penalty is life imprisonment.
- Authorize forfeiture for crimes of violence, racketeering, and obstruction of justice. (Note: there is no forfeiture authority for such offenses except when they are included in a RICO prosecution.)
- Add certain gang-related firearms offenses as RICO predicates, e.g., traveling interstate to acquire a firearm, with intent to commit a crime of violence or drug trafficking offense, transferring a firearm with knowledge it will be used to commit a crime of violence or drug trafficking offense, theft of firearms from a licensee.
- Facilitate prosecution under the federal car-jacking statute by eliminating the need to prove that a defendant intended to cause death or serious bodily injury to the victim of a car jacking.
- Facilitate prosecution of certain RICO cases by providing that prosecutors need prove only that the defendant participated in the racketeering enterprise, and not that the defendant personally agreed to commit any acts of racketeering.
- Increase maximum penalty for conspiracy to provide that a conspiracy to commit a felony, e.g., conspiracy to intimidate a witness or conspiracy to commit a firearms offense, carries the same penalty as the offense which was the object of the conspiracy. (Note: Currently 18 U.S.C. 371 has 5-year maximum penalty, but most newer conspiracy offenses such as narcotics and money laundering have same penalty for conspiracy and substantive offense.)
- Amend the Violent Crimes in Aid of Racketeering statute by adding crimes of violence (current law covers only threats to commit a crime of violence) and increasing certain penalties, including increasing the maximum possible penalty for murder conspiracy from 10 years to life.
- *Expand the use of federal juvenile records for law enforcement and certain other purposes, e.g., communications with victims, transmittal of "felony equivalent" records to FBI, analysis of records by DoJ, disclosure of federal records permitted to extent authorized under state law.*[1]

Targeting Gun Crimes:

- Authorize the criminal forfeiture of firearms used in the commission of any crime of violence or any felony under federal law, including authorization to destroy such firearms upon forfeiture.
- Establish gun purchase disability for juveniles adjudicated delinquent of "Three Strikes" predicates.

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[1] *Provisions in italics were included in last year's "Anti-Gang and Youth Violence Control Act" in similar or identical form.*

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- For purposes of the gun purchase disability, an individualized finding by a state official is required to restore gun possession civil rights.
- Require FFLs to sell a gun lock or similar device each time a firearm is sold.
- *Adopt Bailey fix, including provisions for a mandatory minimum 10-year penalty for discharge of a firearm or seriously bodily injury, while retaining existing mandatory minimum 5-year penalty for 924c offenses generally.*

Targeting Illegal Gun Markets:

- Authorize civil and criminal forfeiture for gun running when five or more firearms are involved.
- Increase the penalty from a misdemeanor to a felony for gun dealers charged with aiding and abetting straw purchasers and other false statements.
- Amend the sentencing guidelines to increase penalties for transfers of firearms to prohibited persons.
- Increase penalties for unlawful transfer of a handgun to a juvenile and juvenile possession of a handgun.
- Require FFLs to securely store firearms inventories to prevent theft.
- Provide for the suspension of federal firearms licenses and civil penalties for willful violations of the Gun Control Act.
- Increase the penalty for knowingly receiving a firearm with an obliterated or altered serial number from five to ten years.
- Amend current law which makes it unlawful to transfer a firearm "knowing" that it will be used to commit a crime of violence or drug trafficking crime to authorize prosecution where the person has "reasonable cause to believe" that the gun will be so used.

Targeting Drugs:

- Expand the authorized use of prison grant funds for drug testing.
- *Increase the mandatory minimum penalty under from one to three years for persons who sell drugs to kids, use kids to sell drugs, or sell drugs in or near a school or other protected location.*
- *Increase the penalties for using federal property to grow or manufacture controlled substances.*
- *Add serious juvenile drug offenses to the list of predicates under the Armed Career Criminal statute.*
- *Give the Attorney General emergency re-scheduling authority for controlled substances.*

Subpart B – Grants to Prosecutors' Offices to Target Gang Crime and Violent Juveniles

- Provide $200 million over two years to prosecutorial offices for at least 1000 new initiatives, including hiring new gang prosecutors, to target gangs, gang violence, and other violent juvenile crime.

Subpart C – Grants to Court to Address Violent Juveniles

- Provide $50 million for initiatives to expedite and more effectively handle violent juveniles in the court system.

III. – Protecting Witnesses to Better Prosecute Gangs and Violent Criminals

- Amend the Bail Reform Act by expanding the list of prior convictions necessary to authorize pre-trial detention to include federal or state violent crimes committed while a juvenile (if such offenses would have allowed for pre-trial detention if committed by an adult) and possession of explosives or firearms by convicted felons.
- Specify that membership or participation in a criminal street gang, racketeering enterprise or other

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criminal organization should be considered by courts in making bail determinations.

- Amend the Travel Act predicates to include witness intimidation, obstruction of justice, and related conduct in state criminal proceedings.

IV. Protecting Victims' Rights

- Expand public access to juvenile proceedings (i.e., proceedings are presumptively open, but may be closed in the interests of justice or for good cause shown).
- *Expand victims right in juvenile proceedings (i.e., guarantee allocution, allow communications with victims in order to effectuate any other provision of law).*

V. Federal Prosecution of Serious and Violent Juvenile Offenders

- *Expand the list of serious felonies for which a juvenile can be prosecuted as an adult to include certain firearms and drug offenses, crimes of violence, and conspiracy.*
- *Give federal prosecutors the discretion to transfer juvenile offenders to adult criminal court. Except for the most serious juvenile offenders 16-years-old and up, juveniles charged as adults may petition the court to be tried as juveniles rather than as adults.*

VI. Incarceration of Juveniles in the Federal System

- *Authorize federal courts to make available fines and supervised release, which are not presently sentencing options, for juveniles adjudicated delinquent.*
- *Authorize BOP to transfer, in appropriate circumstances, juveniles adjudicated delinquent to adult facilities upon turning 18 to ensure that such juveniles do not harm other, less dangerous incarcerated juveniles.*
- *Authorize BOP to transfer juveniles convicted as adults to adult facilities upon turning 16, thereby giving BOP the discretion to transfer dangerous offenders to adult facilities so that the safety of other, less dangerous juvenile offenders is not threatened.*

VII. New Office of Juvenile Crime Control and Prevention

Better integration and coordination

- New Office of Juvenile Crime Control and Prevention established within the Office of Justice Programs.
- Clarifies reporting, personnel, grant-making, and regulatory authority for new Office of Juvenile Crime Control and Prevention to better integrate and coordinate juvenile crime initiatives.
- Eliminates and/or streamlines statutory requirements to increase flexibility.
- Gives Director of Office of Juvenile Crime Control and Prevention authority to waive, in appropriate circumstances, certain statutory requirements to promote innovation by state and local officials.

New resources for crime prevention and intervention programs

- Provide $75 million for new and enhanced At-Risk Children Initiative, an increase of $55 million over the old program.

More funds for state/local formula grant program

- Provide $80 million for state and local formula assistance, an increase of $10 million over last year's amount.

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New incentive program

- Provide $17 million for a new incentive program to support improvements in state and local practices.
- Two required elements for program eligibility: graduated sanctions; and system for juvenile history record information collection, storage and dissemination as provided by state or tribal law.
- Authorized uses of incentive funds include: two elements listed above; firearms initiatives; data collection/dissemination; comprehensive programming in facilities; targeting serious offenders; disproportionate minority confinement; and other activities specified by the Director.

More research/Guaranteed high quality research

- Dedicate 10% of program funds ($27 million) for research related to funded initiatives.
- Provide $12 million for other research activities including, pure research, statistics, and program evaluations, thereby allocating more than 13% of total juvenile crime control funds for this purpose.
- Office of Juvenile Crime Control and Prevention initiates research projects; National Institute of Justice and Bureau of Justice Statistics manage research activities.

More funds to aid replication of effective initiatives

- Dedicate 2% of program funds ($5 million) for training and technical assistance related to funded initiatives.
- Provide $10 million for other training and technical assistance initiatives.

Direct funding for Indian Tribal Governments

- Dedicate 2% of total funds for Indian Tribal governments ($6 million).
- Ensure that Indian tribal governments are eligible for all other grant programs.

Protect juveniles from harm while in custody

- Maintain fundamental safeguards for juveniles in custody, including: sight and sound separation; removal from adult jail and lock-up; deinstitutionalization of status offenders; and disproportionate minority confinement.

Support programs focusing on missing and exploited children and prevention of child abuse and neglect

- Provide more than $18 million for initiatives in this area.

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The New York Times

In Boston, Nothing Is Something

No Youths Slain by Guns in 16 Months; New Tactics Get Credit

By FOX BUTTERFIELD

BOSTON, Nov. 20 — At a time when experts are trying to understand why homicide rates in many cities are dropping, Boston has one of the most impressive statistics of all: not a single juvenile under 17 has been killed by gunfire since July 1995.

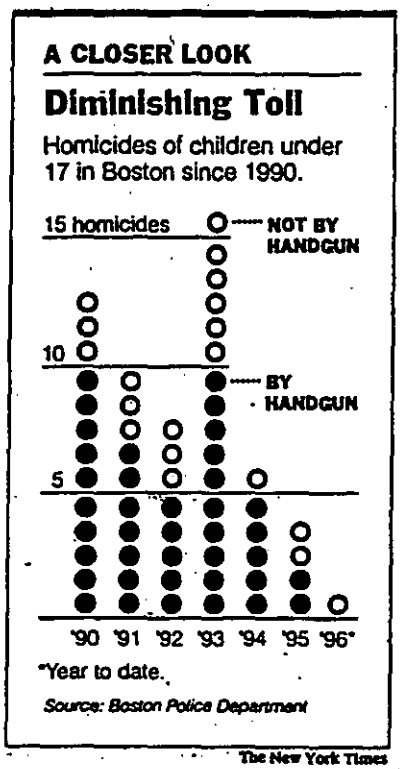
Given the complexity of the crime problem, no one can say definitively why so few young people have been killed here, and one or two years is too short a time to pronounce success. But the police, public officials and criminal justice experts point to an innovative and inexpensive set of strategies that Boston has adopted in the last few years.

First, the city gave a small number of probation officers enhanced power to make arrests by putting them in patrol cars with police officers. More recently, city officials have also intensified their focus on controlling gangs and guns after computer-aided research from Harvard found that three-quarters of juvenile killers and their victims had been involved with gangs and that firearms dealers who were illegally selling significant numbers of guns to young people could be identified.

The number of juveniles killed by firearms in Boston has never been large — the figure was 5 in 1994, and the highest number recorded in recent years was 10. But the drop to zero surprises analysts nonetheless; the only juveniles killed by any means in Boston since July 1995 have been three young children beaten to death by adult relatives.

Moreover, the figures for people 24 and younger are showing the same trend: since the city put all the components of its new plan into place in May, the homicide rate for that age group has dropped 71 percent, police statistics show, to just 8 homicides, from the 28 committed in the same five-month period the previous year. For the entire year of 1995, there were 46 people age 24 and younger murdered in Boston.

While other cities have experienced drops in crime, the decline in Boston among young people appears to be the most dramatic. In New York City, for example, the number of people age 24 and younger killed by guns dropped to 382 in 1994, the latest year for which figures are available by age group, from 463 in 1990. But in Baltimore, a city close to Boston in size, the number killed by guns actually rose to 101 in 1994 from 89 in 1990.



The New York Times

Police chiefs and politicians in a number of cities have been quick to attribute drops in crime to their pet projects even when other cities without similar programs have also seen crime rates fall. But it is hard to find critics of Boston's approach, either in the city or across the country.

Jeremy Travis, the director of the National Institute of Justice, the research arm of the Justice Department, said of the Boston program, "This is just a smarter approach to the problem of juvenile violence, and it is showing results."

David Kennedy, a senior researcher at the John F. Kennedy School of Government at Harvard who helped provide ideas for Boston's program, said he understood the skepticism that some police officers and criminal justice scholars might have about Boston's results. But the drop in the death toll "is so big, there is nothing else that can account for it" except the city's strategies, he said.

The core idea behind Boston's plan sprang from a casual conversation in a courtroom between a probation officer, Bill Stewart, and a city detective, Robert Fratalia.

They proposed a simple but revolutionary step: letting a probation officer ride in a police car so he would be able to arrest young people he saw violating the terms of their probation, like being out of their homes after a court-imposed 8 P.M. curfew. Though in theory Boston probation officers have the legal right to take someone back to court to have the person's probation revoked, they are unarmed and in practice have seldom arrested anyone.

Mr. Stewart was sickened by the failures of the juvenile justice system: 68 of the youths on his caseload were shot to death from 1990 to 1994.

His idea was radical because traditionally probation officers have been an arm of the juvenile court, intended to be sympathetic social workers, while the police were part of the criminal justice system and contemptuous of anything to do with probation.

But a growing number of probation officers now graduate from college with degrees in criminal justice, and — like police officers — they have been frustrated by what they see as a revolving door that lets dangerous criminals go free.

Jerome Miller, the president of the National Center on Institutions and Alternatives, said he was not troubled by putting probation officers in cars with the police.

"This sounds like a very good program to me," said Mr. Miller, who has long argued that children's rights have not been adequately protected by the juvenile justice system. "I have never doubted that if you target kids in a very focused way, you can get a good impact."

In fact, on the first night Mr. Stewart and Detective Fratalia drove together in 1992, they had not gone half

CONTINUED →

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CONTINUATION

a block before they heard on their radio that a boy had been shot nearby. The boy was one of Mr. Stewart's cases, and as he looked around the shooting scene, Mr. Stewart saw 35 other people he recognized as being on probation who should not have been out that late.

"They were amazed to see me out there at night with the cops," Mr. Stewart recalled. "They tried to cover their faces. They were really afraid. They knew that, unlike the cops, I could recognize them."

Many of these young people, he had come to learn, hate probation more than prison because they believe it interferes with their lives more.

Detective Fratalia was also amazed. Where normally bystanders at a crime scene claim to have seen nothing, Mr. Stewart was able to elicit information about the shooting from young people who faced having their probations revoked and going to jail, or — just as bad — spending more time on probation.

Since Boston began the joint patrols in 1992, the number of young people picked up for violating probation has tripled and rates of compliance with court-ordered conditions of probation have risen to 70 percent from 15 percent, said Paul F. Evans, Boston's Police Commissioner.

The Boston program has also drawn on a finding by researchers at Harvard that homicide among youths in the city is largely a gang problem involving repeat offenders. Using a data base of all Boston homicide victims younger than 21 who were killed by a gun or knife in the previous five years and the youths charged in those killings, the researchers found that both the victims and the killers tended to have long criminal records and were well known to law-enforcement authorities.

In fact, 75 percent of both the victims and the killers had already been arraigned in court at least once, many of them 10 or more times; almost half had previously been on probation, and one-third had been incarcerated in a juvenile or adult prison, said Mr. Kennedy, who led the team. In addition, almost three-quarters of the killers and their victims were involved with gangs.

"These results were stunning and provided a very powerful and simple strategy," Mr. Kennedy said. "It meant that any time a gang does violence, you can punish them" — because the criminal records of the gang members make them very vulnerable.

The gang members are recognizable to probation officers, and since they are probably on probation or parole they can be picked up and incarcerated without a new trial if they are in violation of the terms of their release, Mr. Kennedy said. Unlike the police, probation officers do not need probable cause to stop young people on the street, or to enter a youth's house or talk with his parents.

From a casual courtroom talk, a strategy was born.

Armed with this new insight, the Boston police earlier this year proclaimed a "zero tolerance" attitude toward gangs and guns and began calling gang members in for meetings where they were issued warnings. To make the meetings more dramatic, they were also attended by representatives of the United States Attorney, the county District Attorney, the Federal Bureau of Alcohol, Tobacco and Firearms, and the state Department of Probation and Division of Youth Services, as well as by city employees who work with gangs and school police.

In a field where it had often taken a summit meeting for the Police Commissioner just to talk to the District Attorney, such cooperation was highly unusual, Boston police admit.

In August, after the Intervale gang, one of Boston's oldest and largest gangs, did not heed these warnings and continued a series of shootings, the law-enforcement agencies struck in a joint operation. A total of 23 members, including all the gang's leaders, were arrested, most on Federal drug charges.

To demonstrate the city's new determination, the police even called in the National Guard to bulldoze a vacant lot that the gang used as its headquarters, knocking down an oak tree on which gang members had tossed more than 100 pairs of sneakers as a symbol of their suzerainty.

At the same time, Mr. Kennedy's researchers began feeding data on guns seized from young people in Boston into a new computer run by the Bureau of Alcohol, Tobacco and Firearms in Washington. From this, they gathered critical information on some dealers who were illegally selling guns to juveniles in Boston, and another series of arrests began.

Detective Fratalia believes that another critical factor has contributed to the city's success: the crackdown on gangs and guns has provided an honorable way out for many young people who were afraid not to join a gang or have a gun.

"We had one boy who said to his probation officer, 'Thank you for saving my life,'" Detective Fratalia recounted. When the probation officer asked how he had done that, the young man explained that the night before he had been invited to a party by two friends; he had said he could not go because he was expecting the probation officer to check on him at home. His two friends were shot and killed in a gang fight at the party.

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The Boston Globe

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Boston's falling murder rate

The great surge of murder that has overwhelmed American cities since the mid-1960s is ebbing. Law enforcement authorities seemed powerless to stop the killing at its worst in the '70s and '80s, but in Boston they have developed an effective strategy that targets the young men most prone to violence and the neighborhoods where murder is most prevalent.

Not all American cities have experienced a decline in murders this year. Las Vegas set a record with 168, up from 134 in 1995. The number in Washington, D.C., rose 9 percent, to 395. However, homicides in Los Angeles were down by 17 percent, to 688 through mid-December. In Chicago, they declined 5 percent, to 787, and in New York, 983, down 15 percent from last year. In Boston, 58 murders were reported, a drop of 35 percent.

Some of the decreases across the nation can be attributed to a decrease in the number of young men ages 19 through 24. Beyond that, some police officers are baffled.

Authorities in Boston attribute their more dramatic decrease to a two-year campaign by law enforcement agencies and community groups to reduce the rate of violent crime among young people in Roxbury and Dorchester, where most murders are committed in the city. This initiative involved the Boston police, of course, but also the Boston office of the US Bureau of Alcohol, Tobacco and Firearms, which focused on reducing the number of handguns available for murder, and the state's probation and parole departments to discourage young offenders back on the street from resorting to violence. Youth workers developed lines of communication with the members of street gangs, and the US attorney's office brandished the threat of federal prosecution for repeat offenders. At long last, all the agencies and groups concerned with reducing violence in the city have acted with a common goal and an assured strategy.

The plan is working. Firearms homicides among young people declined 65 percent from 1995 to 1996. And nobody under the age of 16 was killed. Last July, President Clinton singled out the Boston program to reduce the number of pistols on the street as a national model and promised to extend it to 17 other cities.

One program by itself will not guarantee that other communities will repeat Boston's success. Coordination and constant pressure to reduce violence are necessary.

Perhaps the most important moment in the antiviolence campaign came in May, when 15 young gang members from the Bowdoin street area of Dorchester were invited to Dorchester District Court to meet the unified leadership of law enforcement agencies in Boston.

They were told of Eddie Cardoza, a career criminal from Roxbury, who had just received 20 years in a federal penitentiary for carrying a single bullet in his pocket. Word soon spread of the crackdown, and the gang violence stopped.

Police officers, prosecutors and youth workers may, of course, slacken their effort, or they may be replaced by others not so committed to a coordinated strategy. Young lawbreakers may develop new sources for weapons or lose their fear of becoming another Cardoza. It is premature to declare a victory against crime.

Still, all the people in Boston responsible for the reduction in murders have proved that something can be done about homicide without flooding the streets with police officers, abridging civil liberties or holding meaningless media events. The Boston model, in all its complexity, deserves to be emulated across the country.

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THE NATION'S NEWSPAPER
USA TODAY
NO. 1 IN THE USA . . . FIRST IN DAILY READERS

Boston hasn't had a juvenile homicide in '96

City credits police programs with steering teens away from crime

By Gary Fields
USA TODAY

Boston has gone nearly 10 months into the year without a single juvenile homicide, a startling turnaround in a city that three years ago saw a record 16 killings of children.

Boston's situation far outpaces the national decline in juvenile homicides, which fell 10% from 1993 to 1995.

City officials credit the dramatic decrease to a new police commissioner and a coordinated effort to combat crime among kids under 17.

Before Police Commissioner Paul Evans took over in February 1994, "we were doing it helter skelter," says Boston Mayor Thomas Menino.

One of the first moves that Evans made was to meet with his anti-gang unit.

"I fully expected them to tell me we need more cops, tougher judges and more jail space," says Evans. Instead, they said, "We need more jobs and alternatives for these kids."

The result is an approach that pairs law enforcement with prevention and intervention programs from business, education and private sectors.

"Now we're going into the neighborhoods, meeting with residents and making them feel like they have a part in the crime issue," Menino says.

Among the steps:

▶ Colleges have adopted elementary school students and set up scholarship programs.

▶ Members of the Youth Violence Strike Force and other local, state and private groups have raised money to enroll at-risk youths in summer programs such as the Boys & Girls Clubs and basketball camps.

> "We're going into the neighborhoods, meeting with residents and making them feel like they have a part in the crime issue."
>
> — Mayor Thomas Menino

▶ The YMCA and police department sponsor day camp scholarships and annual YMCA youth memberships. In 1995, the program paid for 100 students. In 1996, 200 students were able to participate.

▶ The Youth Violence Strike Force, John Hancock Financial Services and Northeastern University sponsor a 38-week job training and life skills program. More than 100 gang members or teen-agers at risk of joining gangs have participated and gone on to summer jobs and internships.

▶ Police and probation officers conduct random checks on juveniles on probation and under court-ordered curfews.

Also, the police department has put more officers on beats in troubled communities, where they can solve problems before they result in crimes.

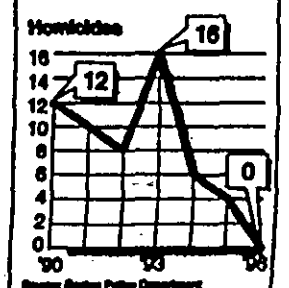
Attorney General Janet Reno points to Boston as a model of what can be done to combat juvenile violence at a time when many experts warn that a surge in the juvenile population over the next decade will be accompanied by a surge in crime.

"When they see kids aren't killing each other over a pair of sneakers or a challenging glance, they see we can make a difference and they stop the self-fulfilling prophecy," says Northeastern University criminologist Jack Levin.

"We could still see this apocalyptic vision come to pass but at least we're heading in the right direction," he says.

Boston youth slayings drop

Boston has had no juvenile homicide victims this year. A juvenile is anyone under 17 in Massachusetts. Juvenile homicides in Boston, by year:



Source: Boston Police Department
By Julie Stacey, USA TODAY

▶ Issues Roundtable, 7A

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BOSTON HERALD

50 cents ★ Monday, December 23, 1996 WEATHER: Cloudy but milder, high 46. Page 42 LOTTERIES: Page 63

Murders sink to 30-year low

Hub's top cop lauds programs

By ANN E. DONLAN

Boston murders have plunged to a 30-year low, a year-end benchmark that Police Commissioner Paul F. Evans hopes is a signal ushering a new era of safer Hub streets and fewer tragedies.

"It's almost like a Christmas present this year," a jubilant Evans said yesterday. "This is probably the best year we've experienced in 30 years. I expect that we're going to continue to do well through the end of the year."

In a city that averages 98 murders annually, Boston is carrying 59 murders plus two more that resulted from injuries sustained years ago, Evans said. The last time the number of murders was that low was in 1966, when 58 people were murdered.

Guns have not killed a single juvenile this year, compared with 16 juvenile homicides just three years ago. The depart-

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Hub's murder rate falls to 30-year low

From Page 1

ment considers juveniles anyone younger than 17.

"At no time in the department's history have we made such an effort in the area of prevention with the youth," Evans said, citing a slew of youth programs under way with school officials and community groups.

During the first 10 months of this year, murders dipped 30 percent below the same period in 1995.

Of the 59 murders that occurred in 1996, 38 people were shot to death, 14 were stabbed and the remaining 7 victims died from blunt trauma.

Even more stunning to Evans is that the number of people shot on Boston streets has dipped dramatically over the last two years.

"Aggravated assaults by firearms — people shot — have gone down 43 percent in the first 10 months of this year, compared with the first 10 months of 1994," Evans said.

Targeting criminals with outstanding warrants, working with youths to shun gang life and turning up the heat on gun traffickers are partly responsible for safer streets, Evans said.

While the majority of violent crime is down across the board, Evans said he is concerned that domestic violence is seemingly at the heart of more and more of the city's worst violence.

Evans stressed that the seriousness of domestic violence has long been recognized, but careful scrutiny of violent crimes — including aggravated assaults, house breaks, stolen cars and larcenies — reveals an angry lover or family member was responsible.

"When (district captains) start dissecting the real motive behind them, a lot of them — more than we anticipated — are coming up directly related to domestic violence," Evans said. "Domestic violence right now is an area where we're striving to do a lot more."

Last week, Evans received word that the city landed a $233,000 federal Justice Department grant dubbed "No Next Time" to add to its arsenal of state and federal money devoted to domestic violence.

"No Next Time" will be modeled after the much-touted "Operation Nightlight" program, which paired police and probation officials for surprise home visits to monitor the probation of high-risk criminals, Evans said. "High-risk" batterers wanted on warrants will be the focus of the new program, he said.

"We're trying to take some of what we've learned — our successes in juvenile violence — and transfer them into the domestic violence area," Evans said.

Sgt. Detective Gladys Aquino-Gaines, who heads the department's Domestic Violence Unit, welcomed the news of the federal grant.

"We've seen a decrease in crime in general, particularly around the youth issue," Aquino-Gaines said. "But we have not seen that significant decrease in domestic violence. There has been a constant increase in the last five to six years."

Aquino-Gaines attributed part of the statistical increase in domestic-related violence to more responsive cops and judges who have made it easier for victims to seek help. And more careful tracking of those crimes also has made a difference, she said.

Changes in restraining order laws, which have made it easier for women to obtain protective orders and for cops to arrest batterers, have exerted more control over offenders who have lashed out more destructively, she said.

"It's clear that batterers are going to escalate the manner in which they are going to abuse their victims in response to the perceived loss of control," Aquino-Gaines said. "We need to be vigilant about better serving victims of domestic violence and better protecting them."

Of all the violent crime categories, reported rapes and attempted rapes logged the only increase — 13 percent so far through October, a number that will increase by year's end.

Last year, 314 rapes and attempted rapes were reported in Boston, compared with 356 through October 1996. "It's the only serious crime that is up," Evans said. "Obviously that's a concern."

Hub murder rate

Year	Homicide
1964	62
1965	57
1966	58
1967	71
1968	102
1969	91
1970	114
1971	116
1972	104
1973	135
1974	134
1975	119
1976	61
1977	75
1978	71
1979	92
1980	91
1981	100
1982	93
1983	90
1984	82
1985	88
1986	106
1987	75
1988	95
1989	100
1990	152
1991	113
1992	76
1993	98
1994	85
1995	96
1996	61*

* As of yesterday

Herald chart

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THE NATION'S NEWSPAPER
USA TODAY
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7/31/95

Slowing kid crime

When Timothy Robertson, 32, of Jacksonville, Fla., could find only $5 in his pocket to appease the two teen-agers robbing him in 1994, he asked: "You're not going to shoot me over $5, are you?"

They did, killing him.

The two 16-year-olds — Charleston Griner and Darryl Jenkins — got what they deserved: Last month, they were sentenced as adults to life in prison.

That's no longer unusual. Juvenile murder and violent crime have tripled since 1980, and many states have given judges authority to treat teen-age killers as adults.

Knowing where to draw the line — at murder or somewhere else? — has proved tougher. But a few communities are finding ways to save potentially good kids while stopping those who are irrevocably bad.

Among the leaders: Oxnard, Calif. With a Justice Department grant, it involved schools, police, prosecutors and social service agencies in an effort to identify "serious habitual offenders" in 1984. Oxnard found that less than 2% of all kids arrested by police were responsible for 35% of all felonies by juveniles. By age 16, the average serious offender commits 16 crimes, including four felonies.

Armed with that information, Oxnard increased penalties on incorrigible youth and cut its overall crime by a third.

Jacksonville, which started a similar program in the mid-1980s, went farther. An epidemic of juvenile crime in the early 1990s led the area's state's attorney, Harry Shorstein, to try hundreds of young offenders, some only 14, as adults.

More violent felons, like Griner and Jenkins, earned prison terms. Only about 100 fell in that category. Some 500 others were given a chance to avoid the stain of a criminal record. In exchange, they had to serve time in jail, continue their education, take substance-abuse treatment, find a mentor and not commit new offenses.

About 50% failed those tests and ended up with a record. But the juvenile justice system's preference for reforming young people was retained.

Result: As Florida's juvenile crime soared 27% last year, Jacksonville's dropped, with arrests of youth plummeting 30% overall and 46% for violent crimes.

For a nation worried about juvenile crime and a rising number of teens, such results offer a welcome balance between punishment and rehabilitation.

The Christian Science Monitor

7/13/95

Jacksonville's Tough Answer To Problem of Youth Crimes

By Clemence Fiagome

Special to The Christian Science Monitor

JACKSONVILLE, FLA.

JOHN MURRAY doesn't look old enough to be in jail. Only 16, he still has the soft features of youth. It is not hard to imagine him on a playground shooting baskets with friends, or swinging a book bag on the way home from school.

But his face belies his acts. A convicted carjacker and armed thief, Mr. Murray is currently serving a 10-month sentence in the downtown Duval County lockup here.

Not long ago, Murray would have been tried as a juvenile, and received no worse than a 21-day confinement in a youth-detention facility. Facing a tidal wave of serious juvenile crime, however, more and more jurisdictions across the country are treating teen offenders as adults.

Jacksonville is at the forefront of handing out adult-size sentences to teens – and thus offers a case study of how well such an approach works.

City officials credit the crack-

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JACKSONVILLE from page 1

down with having a dramatic impact on youth-crime rates. But experts nationwide continue to debate whether getting tough with teens is effective – or proper.

"They are not being too tough," says Murray ruefully, "not with me."

"Violent crime by youngsters is one of the most difficult and important issues public authorities now grapple with in America. Once elementary school students stashed only lunches in their lockers. Today some store guns.

School entrances are routinely framed by metal detectors. It seems that every night in major cities, TV news carries a story of a carjacking by one youngster or a shooting by another.

In response, most states have acted to make juvenile offenders face more serious punishment. Many have lowered the ages at which youngsters can be tried as adults. In Illinois, North Carolina, and Mississippi, children as young as 13 can be tried as adults for any criminal offense. In Idaho, Indiana, Iowa, and a raft of other states, the cutoff age is 14.

Jacksonville's experiment, a mixture of toughness and rehabilitation, is unusual. For one thing, this sprawling city some 37 miles from the Florida-Georgia line has the prison space to actually lock kids up, instead of sentencing them as adults and then releasing them on parole. The sixth floor of the new Duval County jail is now reserved for teenage offenders.

"From what we've been told, nobody in the country has more juveniles in an adult jail than we do," says Jay Plotkin, Jacksonville deputy state attorney.

For another, authorities here aren't just sticking kids in a cell and forgetting about them. The jail's sixth floor is also home to a public school run by the Duval County School Board.

Youthful convicts must attend classes, get counseling, and take part in a mentoring program. If the youth gets out of jail and completes probation without getting into trouble, his or her adult conviction is erased.

Jacksonville "has developed a program where they have the services that a good juvenile facility should provide," says Howard Snyder, a researcher at the National Center for Juvenile Justice in Pittsburgh.

It all began in July 1991, when Florida's Gov. Lawton Chiles (D) appointed Harry Shorstein as state attorney for Jacksonville. Juvenile crime in Mr. Shorstein's domain was rising sharply at the time; for the year, it went up 27 percent. At the same time, the county jail, newly built for adults, stood half empty.

As in much of the rest of the nation in the early 1990s, juvenile crime in Jacksonville became a low priority for prosecutors. "They were ignoring juveniles and they were becoming prolific [criminals]," says Shorstein.

State attorneys in Florida have the authority to try almost any juvenile who is 16 or 17 as an adult. State law also provides for more youthful offenders to face adult treatment if they are charged with serious crimes.

Using this authority, Shorstein began trying juvenile repeat offenders as adults. The county jail was empty enough to separate youthful convicts from older criminals. "What we decided to do is to send a message that there will be consequences for crime instead of this revolving door where a child gets before a juvenile judge and nothing happens to him," Shorstein says.

Over the past two years, Duval County judges have sentenced

> **'From what we've been told, nobody in the country has more juveniles in an adult jail than we do.'**
>
> *– Deputy state attorney*

442 youths under 17 to the county jail, 79 to state prison. One 17-year-old is on death row.

Clarence Jarrell, 17, is awaiting trial for carjacking. He says he will likely spend eight months in jail, if convicted. In the past, "I'd have gone to juvenile detention and got out in 21 days," he says.

But does more harsh treatment of juvenile offenders work? Or does it simply harden them into confirmed criminals at a young age? In Jacksonville the trend in juvenile crime is positive. The number of children police arrested last year for committing crimes dropped 30 percent. Florida as a whole, by way of contrast, saw the number of juvenile arrests rise 23 percent last year.

But, in general, some experts claim that locking up juveniles in prison or harsh prison-like institutions is counterproductive. It reinforces adolescent aggression, while often depriving juveniles of the counseling services and positive adult contact they need to improve before their habits become confirmed in adulthood.

Some studies show that 75 percent of the kids who spend time behind adult-like bars will get into trouble with the law again.

"Adolescents who are committing crimes are not calculating before they commit the crime. Transferring these kids to adult court will not reduce recidivism," says Mark Soler, president of the Youth Law Center in Washington.

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