

*Crime -  
Curfew*

**White House Press Release**

**At National Family Partnership Event**

The White House

Office of the Press Secretary

For Immediate Release

September 13, 1995

Remarks By The President  
At National Family Partnership Event

Mayfield Woods Middle School  
Elkridge, Maryland

11:35 A.M. Edt

The President: Thank you very much. Terrell did a great job, didn't he? Let's give him another hand. (Applause.) Didn't he do a great job? (Applause.)

When Terrell was going up to speak, the Governor said he seems so calm. (Laughter.) And I said, well, after all, it's his crowd. (Laughter.)

I am honored to be here with your Governor; with the Attorney General, Janet Reno; and with our nation's Drug Czar, Dr. Lee Brown; with the National Family Partnership Chair, Carol Reeves; with the members of the family who did a lot to inspire what we're doing here today -- Myrna Cammerena, who is Enrique Cammerena's sister and a Dea agent; Dora Cammerena, Enrique's mother; and Rick Evans, the Executive Director of the National Family Partnership; and, of course, along with the Governor and all the other state officials who are here; Congressman Cardin; and to your principal, your superintendent, the school board members and all the others who are here, I'm delighted to be in this wonderful school. And I thank all of you who work here and who send your children here for making this such a successful place. I'd also like to thank all the law enforcement officers who come here from all around the country.

Let me tell you while we're here, we're here to do two things: First of all, as the Attorney General has said, to observe the first anniversary of the enactment of the Crime Bill into law and to celebrate its accomplishments; and secondly, to reaffirm the elemental proposition that if we don't do something to keep our young people drug-free, we will never solve the crime problem, and that that begins first and foremost with an act of personal responsibility

on the part of every American -- first, a responsibility on the part of the students, on the part of parents and educators and others, for self, for family, for community and for country.

Lee Brown has done an outstanding job in working with our high schools to reduce drugs and violence. Yesterday, he kicked off our national back-to-school stay drug-free public service announcement campaign enlisting the involvement of prominent sports figures and other entertainers to tape radio and TV spots urging young people to stay drug-free and urging parents to stay involved. He's also passing out this wonderful little bumper sticker that I think could go very well with your Red Ribbon Campaign. It says, "Stay Drug-free, You Have the Power" -- you have the power.

A year ago, when the Crime Bill was enacted, those of us who supported it, I believe, exercised our responsible -- our personal responsibility to the young people of America to do everything we could to ensure their safety and to provide alternatives to crime and violence. It was one of the proudest accomplishments of my tenure as your President.

We broke six long years of partisan, rhetorical, political gridlock to put in place a crime bill that was both tough and smart, that actually holds out the promise of saving lives and increasing the quality of life and the safety of the American people. We put 100,000 more police on the street; made three-strikes-and-your-out the law of the land; banned assault weapons from our neighborhoods, our streets and our schools; finally elected to do something about the terrible problem of violence against women, much of it, unfortunately, domestic violence. And we gave our young people some things to say yes to as well as to say no to, because these police officers said we had to have more prevention in education programs in our schools if we wanted a safe America for the next generation. (Applause.)

Today, there are those who in the name of a balanced budget would go back on all this progress. They are the same people who said we would never put 100,000 police officers on the street. They said we couldn't even put 20,000 on in six years, over 25,000 in one year. We're going to. We're on time. We're ahead of schedule. We're below cost. We are keeping our commitments to the American people. So those who want to turn away from measures that have lowered the crime rate in almost every major urban and rural area in this country, I say not over -- not if I can stop it. Not if I can stop it. (Applause.)

Let me be clear -- the Governor mentioned it -- this is not about balancing the budget. I am for balancing the budget. When I became the President, we had quadrupled the debt in 12 years, and a bipartisan agreement to make out like it didn't matter. We had a \$290 billion a year deficit. That deficit today is \$160 billion dollars. We've cut it nearly in half in only three years. (Applause.) I am for balancing the budget. (Applause.)

But the purpose of balancing the budget is to lift the burden of debt from these young people in this audience; to free up money in America to be borrowed by private businesspeople to invest, to create jobs, to strengthen our economy, to improve the quality of life in the future. We cannot do that if we decide to balance the budget in ways that will undermine our economy or our quality of life. And that is why I have said repeatedly, we do not have to cut

education, and we must not cut our efforts to reduce the crime rate, to reduce violence, and to give our children a safer, more secure future. It is not necessary to balance the budget, and it undermines the very purpose of doing it. We must not take that course. (Applause.)

I just want to say one other thing. What we have done on the Crime Bill has worked because of the exercise of personal responsibility by other people in the criminal justice system. In Washington, we can give these fine police chiefs here and the people with whom they work, the tools, but they have to use the tools and citizens have to help them. Therefore, everyone in America who is a good citizen can justifiably claim some responsibility for the fact that the crime rate for all serious offenses, including murder, rape, robbery and aggravated assault, is down in almost every area in the United States. That is an American achievement, and we need to keep working until we bring it down to an acceptable level where it ought to be. (Applause.)

But just as we have made progress in certain areas, there are clouds still hanging over our future. And I want to talk about two of them today because they affect these young people in this audience.

Last week, the Justice Department issued a report which showed that while overall crime is down, violent crime committed by juveniles -- people under the age of 18 -- is still at an all-time high. Juvenile violence has now become the number one crime problem in the United States of America. We cannot rest -- we cannot rest in our official position; we cannot rest as citizens; we cannot rest as parents, until we do something to change that.

I am so sick and tired of picking up the newspaper and reading stories about honor students standing at bus stops being shot down by careless drive-by shooters. I am so tired of reading stories about a 16-year-old boy shooting a 12-year-old boy and killing him because he thought he was treated with disrespect. Whatever happened to sticks and stones can break my bones? What ever happened to count to 10 before you talk, much less act?

I couldn't believe it, the other day there was a survey of teenage gang members in which two-thirds of them said they felt justified in shooting someone who treated them with disrespect. If the President took that position, we'd be out of bullets in the country. (Laughter and applause.) Who ever heard of this kind of behavior. (Applause.)

It's funny, but it's not. It's not funny. We have to take responsibility for the way the young people of this country look at the world, how they define right and wrong; how they define their dignity. The greatest human beings who have every lived in the whole history of humanity were consistently abused by others, and they were great because they did not lash out. What is this madness that our children are being taught -- that it is all right to take violent action against other people if they say something you don't like? We must do something about it.

The second thing that bothers me, besides juvenile violence, was revealed in a report yesterday released by our government through the Department of Health and Human Services, which showed that while drug use is down among people between the ages of 18 and 34, and cocaine use is down, marijuana use is going up again among young people between the ages of 12 and 17 -- nearly doubling

in just three-and-a-half years, from four percent to seven percent who say they've used marijuana in the last month.

That's because apparently more and more young people don't think it's bad for you. Well, it's wrong; it's illegal; it's dangerous; it's a horrible first step, and we have got to turn that number around. And that's one big reason I am here today with young people who know it and who are prepared to say it. (Applause.)

I have believed in and participated in the National Family Partnership's Red Ribbon Campaign for a long time. When I was the Governor of my state, Hillary and I were always actively involved every year about this time. We were always proud to do it. And I believe every year I was Governor, we ranked in the top three states in America in the number of our young people participating. And since we only had 2.4 million people, I was pretty proud of that.

What you are doing is important because the Red Ribbon chairs, the Red Ribbon parents, and most important the Red Ribbon students, are doing what no law, no government can do. They are assuming responsibility for their behavior, the behavior of their children, and in so doing for their own futures. The Red Ribbon is the symbol now in America of our children's pledge to lead drug-free lives. The young people here are doing the right thing. Saying no to drugs is saying yes to life.

In addition to the pledge by the students and the display of red ribbon, the Red Ribbon Campaign also focuses on educating our young people about the dangers of drug use and mobilizing every community to develop its own solution. And I was to emphasize that -- every community in America needs its own plan based on its own resources and its own problems to deal with this issue. There is no cookie-cutter plan coming out of Washington that will solve all these problems. Every community needs people like you to chart the future and to hold up these young people as models. (Applause.)

That's why I want to thank those of you in the National Family Partnership for choosing this day to kick off your Red Ribbon Campaign. It's a wonderful day. We're celebrating the first anniversary of the Crime Bill, its results, and a declining crime rate -- the exercise of responsibility by adults in positions of authority. But more importantly, we're celebrating the future by the exercise of responsibility by these young people.

We have to do something to make their future less violent. As the Attorney General said, the Justice Department in its Youth Violence Initiative is going to help 10 communities establish partnerships between police departments and courts and schools, hospitals and civic leaders to reduce violence.

In Maryland, in Baltimore, 24 community police officers will form **curfew** enforcements and juvenile violence crime teams to work with the schools to lower violence against young people -- not to punish children, but to demand responsibility from them and their parents.

In Inglewood, California, the police department has made street terrorism a crime and intensified their community efforts to increase penalties for gang members who practice it. We cannot tolerate terrorism of any kind in our country. Why should we go to all the trouble to keep these terrorists from coming into the country if we're going to let home-grown kinds terrorize our children on

their own streets? (Applause.)

In Birmingham, police officers are working with schools to make sure that they get rid of guns in schools. No one should ever fear being shot in or around their schools. Similar efforts will be supported in Bridgeport, Connecticut; Cleveland; Milwaukee; Richmond; San Antonio; Seattle and Salinas, California. But nothing we will do will work unless all of us who are adults take the time to teach our children what it means to be a good person and a good citizen.

Our Secretary of Education has called this "character education," trying to encourage our schools to teach basic values that make for a good life -- like honesty and trustworthiness and respect for self, others, property and our environment. These values make a difference. And that is what this Red Ribbon Campaign is all about.

I'd like now to ask the young people who are up here on the stage with me and all the young people in the audience who want to do it, to stand up and repeat the Red Ribbon Pledge for the United States of America, so everybody in the country can hear it today. Stand up and I will say it, and you repeat after me:

I pledge to lead a healthy, drug-free lifestyle.

Audience: I pledge to lead a healthy, drug-free lifestyle.

The President: I will say no to alcohol.

Audience: I will say no to alcohol.

The President: I will say no to other drugs.

Audience: I will say no to other drugs.

The President: I will help my friends say no.

Audience: I will help my friends say no.

The President: I pledge to stand up for what I know is right.

Audience: I pledge to stand up for what I know is right.

The President: And remain drug-free and proud.

Audience: And remain drug-free and proud.

The President: Thank you very much. (Applause.)

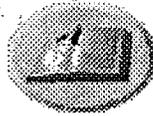
Now, I want to invite the students, starting here, as I finish, to come up here and sign this pledge with me. But as I do, I want every adult in this audience to think about this. We're proud of these children who made this pledge. Most of us who know something about this problem are sitting here thinking, gosh, I wish every child in America would make this pledge.

We expect these children to keep their word. Well, if we do, why don't we set an example by keeping our word to them, to make this the safest possible country with the healthiest possible future for them by doing what we know works to reduce crime and to give them a chance to keep the pledge they just made.

Thank you, and God bless you all. (Applause.)

End

11:55 A.M. EDT



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Crime - Curfews

U.S. Department of Justice  
Office of Justice Programs  
Office of Juvenile Justice and Delinquency Prevention



# OJJDP

## JUVENILE JUSTICE BULLETIN

### Curfew: An Answer to Juvenile Delinquency and Victimization?

Traditionally, the determination of a minor's curfew has been considered to be a family issue, within the parental purview, rather than a matter to be determined by government. Nevertheless, public curfews have been enacted and enforced throughout the Nation's history in reaction to increased juvenile delinquency, decreased parental supervision, and other social trends. Recent increases in juvenile crime and victimization have prompted local communities in many States to once again consider evening curfews (e.g., from 11 p.m. to 6 a.m. on school days and from midnight to 6 a.m. on non-school days) as a viable means to enhance the safety of the community and its children. Although most curfew ordinances apply to juveniles under 16 years of age, some include 16- and 17-year-olds. This Bulletin explores developments in curfew ordinances, legal issues related to curfews, how jurisdictions have responded to legal challenges, the elements of sound community-based curfew programs, and examples of a range of curfew programs and services from seven jurisdictions.

In a recent study of curfew ordinances in the 200 largest U.S. cities (population of 100,000 or greater in 1992), Ruelie and Reynolds found a dramatic surge in curfew legislation during the first half of the 1990's. Of

the 200 cities surveyed, 93 (47 percent) had curfews in effect on January 1, 1990. Between January 1990 and the spring of 1995, an additional 53 of these 200 cities (27 percent) enacted juvenile curfew ordinances, bringing the total of those with curfew laws to 146 (73 percent). During the same period, 37 of the 93 cities with an existing curfew ordinance revised that legislation.

#### Legal Challenges

The question of curfews has raised a variety of legal issues and divided numerous communities, as the following sample of newspaper headlines illustrates: "The Trouble With Curfews," "Cities Deciding That It's Time for Teen Curfews," "Curfew Not a Good Idea," "Curfew Needs To Be Stronger," "Limiting Kids' Time on the Streets Elicits Both Relief and Resentment." Differences in opinion have led individuals and civil rights organizations in many communities to challenge the legality of juvenile curfew ordinances. The American Civil Liberties Union (ACLU), the most vocal opponent, has challenged the constitutionality of juvenile curfew ordinances in jurisdictions across the country, either directly or by providing assistance to individuals who wish to test such laws in court.

Legal challenges to the constitutionality of curfew ordinances are most often

#### From the Administrator

With juvenile crime on the rise in communities across the country, increasing numbers of city and county jurisdictions are passing curfew ordinances, either independent of an overall anticrime and community safety program or as one component of such a program. The Office of Juvenile Justice and Delinquency Prevention has seen a growing trend of these ordinances being accompanied by comprehensive, community-based curfew enforcement programs that are receiving strong support from law enforcement and citizens alike.

This Bulletin provides an overview of the legal challenges to curfew and presents profiles of seven jurisdictions with comprehensive curfew enforcement programs that both address the factors that place these youth at risk for delinquency and victimization and promote the development of healthy behavior. Comprehensive curfew enforcement programs often bring together the law enforcement community and juvenile and family court judges with representatives from the social services and the education, recreation, religious, and medical communities. This collaborative, community-based approach to curfew enforcement has demonstrated that juvenile delinquency and victimization can be decreased when communities work together to implement a comprehensive curfew program.

I am pleased to provide you with this information on curfews, from the court challenges to the success stories, and hope it will assist in your local decision-making process on whether and how to use a juvenile curfew.

Shay Bilchik  
Administrator

based on the 1st, 4th, 5th, 9th, and 14th amendments to the U.S. Constitution. The first amendment guarantees the right to freedom of speech, religion, and peaceful assembly. The fourth amendment protects persons against unreasonable searches and seizures and has been interpreted to include protection against unreasonable stopping and detainment of individuals. The fifth amendment guarantees citizens the right to due process under the law. The ninth amendment has been interpreted to include a right to privacy. Including the right to family autonomy.<sup>1</sup> The 14th amendment protects persons against the deprivation of their liberty without due process of law and includes the right to travel, which is embodied in the privileges and immunities clause.

In 1975, the first Federal case concerning the constitutionality of juvenile curfews was heard by the U.S. District Court for the Middle District of Pennsylvania. In *Bykofsky v. Borough of Middletown*, the court upheld a juvenile curfew that was challenged on the grounds that it violated juveniles' 1st and 14th amendment rights and encroached upon parents' rights to raise their children, which is embodied in the 9th amendment and in the due process and equal protection clauses of the 14th amendment.<sup>2</sup> In its opinion, the court found that the regulations on juveniles' 14th amendment due process rights were "constitutionally permissible." The court further declared that the curfew ordinance did not suppress or impermissibly regulate juveniles' right to freedom of speech or parents' rights to raise their children as they saw fit. The court stated, "The parents' constitutionally protected interest . . . which the ordinance infringes only minimally, is outweighed by the Borough's interest in protecting immature minors. . . ."<sup>3</sup>

Fourteen years later, in 1989, Simbi Waters challenged a juvenile curfew ordinance in the District of Columbia on the grounds that it violated her first, fourth, and fifth amendment rights.<sup>4</sup> The U.S. District Court for the District of Columbia, in *Waters v. Barry*, found the juvenile curfew law to be unconstitutional on the grounds that it violated the first and fifth amendment rights of juveniles in the District: "The right to walk the streets, or to meet publicly with one's friends for a noble purpose or for no purpose at all—and to

do so whenever one pleases is an integral component of life in a free and ordered society."<sup>5</sup> However, the court did not find that the curfew violated the fourth amendment rights of District juveniles: "So long as the officer could reasonably have believed that the individual looked 'young,' the search, seizure or arrest would take place on the basis of probable cause and no Fourth Amendment violation would occur."<sup>6</sup> Although the district court invalidated this particular curfew, in July 1995 the District of Columbia enacted another juvenile curfew ordinance modeled after one enacted in Dallas, Texas, that had survived constitutional scrutiny by the U.S. Court of Appeals for the Fifth Circuit in 1993.<sup>9</sup>

The seminal issue of the State's authority to restrict the constitutional rights of minors is consistently raised in juvenile curfew cases. In the *Bykofsky* case cited above, the court held that "the conduct of minors may be constitutionally regulated to a greater extent than those of adults."<sup>10</sup> The U.S. Court of Appeals for the Fifth Circuit, in upholding the Dallas curfew, applied the reasoning of the Supreme Court of the United States in *Hodgson v. Minnesota*, which held that a parental notification requirement of the State's abortion statute passed constitutional muster because States have ". . . a strong and legitimate interest in the welfare of [their] young citizens, whose immaturity, inexperience, and lack of judgment may sometimes impair their ability to exercise their rights wisely."<sup>11</sup>

### The Strict Scrutiny Test

In order to pass constitutional muster, laws that impinge on fundamental constitutional rights must pass a two-pronged strict scrutiny test that requires jurisdictions to (1) demonstrate that there is a compelling State interest and (2) narrowly tailor the means to achieve the law's objective. The Dallas curfew provides an excellent example of an ordinance that has been held by a Federal court to satisfy both prongs of the strict scrutiny test.

The Dallas City Council adopted its curfew ordinance in 1991 after hearings that included testimony on increased incidences of late-night juvenile violence. Challenged by the ACLU, Dallas' curfew ordinance was upheld in 1993 by the U.S. Court of Appeals for the Fifth Circuit in

*Qutb v. Strauss*.<sup>12</sup> The Fifth Circuit held that the Dallas curfew satisfied the strict scrutiny test because the city had demonstrated a compelling State interest in reducing juvenile crime and victimization and because the ordinance was properly aimed, that is, narrowly tailored to ". . . allow the city to meet its stated goals while respecting the rights of the affected minors."<sup>13</sup> A subsequent appeal was refused by the Supreme Court of the United States without comment in May 1994.<sup>14</sup> However, this ruling neither guarantees protection from future constitutional legal challenges to curfews in other circuits under the provisions of the U.S. Constitution or State constitutions, nor forecloses challenges based on nonconstitutional grounds.

Jurisdictions that seek to enact curfew laws may want to examine how Dallas laid the groundwork needed to pass the strict scrutiny test. Data on juvenile crime and victimization helped meet the compelling State interest test. The city provided the following statistical information:<sup>15</sup>

- Juvenile delinquency increases proportionally with age between the ages of 10 and 16 years.
- In 1989, Dallas recorded 5,160 juvenile arrests, and in 1990, there were 5,425 juvenile arrests, including 40 murders, 91 sex offenses, 233 robberies, and 230 aggravated assaults. From January through April 1991, juveniles were arrested for 21 murders, 30 sex offenses, 128 robberies, 107 aggravated assaults, and an additional 1,042 crimes against property.
- The most likely time for the occurrence of murders by juveniles was between 10 p.m. and 1 a.m.; the most likely place was in apartments and apartment parking lots and on streets and highways.
- Aggravated assaults by juveniles were most likely to occur between 11 p.m. and 1 a.m.
- Rapes were most likely to occur between 1 a.m. and 3 a.m., and 16 percent of rapes occurred on public streets and highways.
- Thirty-one percent of robberies occurred on public streets and highways.

The Court relied on these data in holding that the City of Dallas provided

sufficient evidence to establish that the ordinance was in keeping with the State's compelling interest in reducing juvenile crime and victimization.

Second, the Dallas legislation was narrowly tailored to address the specific needs enumerated by the jurisdiction by the least restrictive means possible. The Dallas curfew was applied to youth under the age of 17 and in effect from 11 p.m. through 6 a.m. Sunday through Thursday and from midnight to 6 a.m. Friday and Saturday. The statute exempted juveniles who were:

- Accompanied by an adult.
- Engaged in activities related to interstate commerce or protected by the first amendment.
- Traveling to or from work.
- Responding to an emergency.
- Married.
- Attending a supervised school, religious, or recreational activity.

The Fifth Circuit found, in *Quib v. Strauss*, that the exemptions under the Dallas ordinance, which permitted juveniles to exercise their fundamental rights and remain in public, demonstrated that the ordinance was narrowly tailored to meet the city's legitimate objectives.

Other challenges to juvenile curfews have been based on the concepts of vagueness and overbreadth. A statute is void for vagueness if it is too general and its "... standards result in erratic and arbitrary application based on individual impressions and personal predilections."<sup>16</sup> A statute that broadly restricts fundamental liberties when less restrictive means are available may be void on the grounds of overbreadth. Therefore, when constructing juvenile curfew ordinances, in addition to considering constitutional issues that involve fundamental rights, jurisdictions should ensure the legislation is both precise in its language and limited to necessary restrictions.

In addition to constitutional and structural challenges to juvenile curfews, jurisdictions enacting curfew laws should also bear in mind the core requirement of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, which addresses the deinstitutionalization of status offender and non-offender juveniles (DSO).<sup>17</sup> In general, this

JJDP Act core requirement prohibits a status offender (i.e., a juvenile who has committed an offense that would not be a crime if committed by an adult, such as truancy or curfew violations) or non-offender (i.e., a dependent or neglected child) from being held in secure detention or confinement. However, Office of Juvenile Justice and Delinquency Prevention (OJJDP) regulations allow detention for brief periods in a juvenile detention facility—not to exceed 24 hours exclusive of weekends and holidays—necessary for pre- or postcourt appearance, processing, release to a parent or guardian, or transfer to court or an appropriate nonsecure facility. The statute also makes exceptions that allow the detention or confinement of status offenders who violate a valid court order or who violate State law provisions prohibiting the possession of a handgun. Status and nonoffender juveniles cannot be detained or confined in an adult jail or lockup for any length of time. To comply with the DSO core requirement of the JJDP Act Formula Grants Program, and to reduce the burden on police, Dallas and many other cities have established comprehensive, community-based curfew programs that provide local sites, such as community and recreation centers, where police officers can bring curfew violators for temporary detention pending release to their parents or other appropriate disposition. These sites provide an atmosphere conducive to investigation, processing, prerelease counseling, and planning for appropriate followup services.

## Representative Curfew Programs

Local governments have enacted juvenile curfews pursuant to their general police powers or State statutes specifically authorizing such ordinances. The seven cities whose curfew programs are discussed below enacted their ordinances pursuant to specific authorizing State legislation.

Law enforcement professionals generally view a juvenile curfew ordinance as an effective means to combat late evening crime. However, curfews are also intended to protect youth from becoming victims of crime. The curfew ordinances described below were enacted in the context of a comprehensive, community-

based program designed to protect both the community and the juvenile from victimization and to serve as a constructive intervention against developing patterns of delinquency.

Each of the jurisdictions described below collected statistical data on juvenile crime and victimization prior to passing a curfew ordinance. This activity also laid a foundation for formulating a curfew ordinance that addressed the jurisdiction's unique juvenile crime and victimization problems. Although juvenile crime is not restricted to evening hours, the data analysis done by these cities demonstrated that their rates of juvenile crime and victimization were serious enough to warrant a carefully crafted evening curfew program.

Each of these seven cities has its own unique and innovative approach to addressing the problem of juvenile crime and victimization through a curfew ordinance. The approaches demonstrate a range of community partnerships and nonpunitive strategies designed to promote early intervention to prevent the development of delinquent behavior and to address the issues of parental responsibility, discipline, and family dysfunction. The strategies have been credited with helping to prevent juvenile crime and victimization and repeated curfew violations while providing protection and safety to the community.

While the comprehensive, community-based curfew programs implemented by the seven cities employ a variety of strategies, each program includes one or more of the following common elements:

- Creation of a dedicated curfew center or use of recreation centers and churches to receive juveniles who have been picked up by the police for violating curfew.
- Staffing of curfew centers with social service professionals and community volunteers.
- Intervention, in the form of referrals to social service providers and counseling classes, for the juveniles and their families.
- Procedures for repeat offenders, including fines, counseling, or sentences to community service.
- Recreation and jobs programs.

- Antidrug and antigang programs.
- Hotlines for followup services and crisis intervention.

The cornerstone of each of the seven programs is creative community involvement that works to transform the juvenile curfew from a reactive, punitive response to a proactive intervention against the root causes of juvenile delinquency and victimization.

Tables 1 and 2 summarize the key features of the juvenile curfew ordinances enacted by the seven jurisdictions profiled in this bulletin, including the exceptions adopted by each jurisdiction that reduce the potential for successful court challenge on constitutional grounds. A summary of the statutory provisions relating to curfews in U.S. cities with a population of more than 100,000 can be found in the *Sourcebook of Criminal Justice Statistics—1994*, published by the Bureau of Justice Statistics.<sup>16</sup>

### Dallas, Texas

In developing a juvenile curfew for Dallas, government officials and the police department worked together to create an appropriate and effective curfew program. The curfew, which went into effect on May 1, 1994, applies to all youth under the age of 17. Prior to the effective date of the curfew ordinance, the Dallas Police Department engaged in a media campaign to promote curfew awareness. The multi-component campaign included public service announcements on radio, posters in English and Spanish that were distributed at recreation centers and at public schools, and a well-covered press conference. Also, 1 week before the curfew took effect, warning fliers were handed out by police officers to youth in public during the hours of the curfew.<sup>19</sup>

When Dallas police apprehend juvenile curfew violators, they may give them a verbal warning, take them home, issue a ticket with a fine as high as \$500, or take them into custody. In cases of repeated curfew violations, a child's parents may

be fined up to \$500. Business establishments may be cited for allowing minors to remain on their premises after curfew hours. In addition to these enforcement mechanisms, the Dallas curfew program features comprehensive youth programs that address juvenile crime and victimization, including Law Enforcement Explorers, a School Liaison Unit, Law Enforcement Teaching Students (LETS), supervised midnight basketball (with a curfew exception on tournament nights), and a Police Athletic League (PAL).<sup>20</sup>

During the first 3 months of curfew implementation, warnings and citations were issued to curfew offenders, and eight tickets were written to adults for permitting curfew violations. No arrests were made for curfew violations, but 15 juveniles were arrested and taken into custody on other charges. The Dallas Police Department conducted an assessment of the effectiveness of the juvenile curfew after 3 months of enforcement. The Department found that juvenile victimization during curfew hours dropped 17.7

**Table 1:**  
**Statutory Provisions of Juvenile Curfew Ordinances in Seven Jurisdictions**

Jurisdiction	Age (years)	Weekday Times	Weekend Times	Parental Fines: Discretionary <sup>1</sup>
Dallas, TX	Under 17	11 p.m.–6 a.m.	12 a.m.–6 a.m.	Up to \$500
Phoenix, AZ	15 or under 16 and 17	10 p.m.–5 a.m. 12 a.m.–5 a.m.	10 p.m.–5 a.m. 12 a.m.–5 a.m.	Up to \$75 Up to \$75
Chicago, IL	Under 17	10:30 p.m.–6 a.m.	11 p.m.–6 a.m.	\$200–\$500
New Orleans, LA	Under 17	8 p.m.–6 a.m., September–May 9 p.m.–6 a.m., June–August	11 p.m.–6 a.m.	\$500 and/or serve 60 hours of community service at discretion of judge; \$23 court fee per ticket
Denver, CO	Under 18	11 p.m.–5 a.m.	12 a.m.–5 a.m.	None <sup>2</sup>
North Little Rock, AR	17 or under	10 p.m.–6 a.m.	12 a.m.–6 a.m.	Fine for second violation, but suspended for 1 year if no further curfew violations occur.
Jacksonville, FL	Under 18	11 p.m.–6 a.m.	12 a.m.–6 a.m.	None

<sup>1</sup> Note: Fines in many of these jurisdictions also apply to proprietors of business establishments who knowingly permit a minor to remain on the premises after curfew.

<sup>2</sup> Youth and parents who choose not to participate in an assigned diversion program, or who fail to complete such a program, may be assessed a fine.

percent, from 1,950 during the period from May to July 1993, to 1,604 during the same period in 1994. Further, juvenile arrests during curfew hours decreased 14.6 percent, from 294 during the period from May to July 1993, to 251 during the same period in 1994. These initial statistics indicate that the efforts of the Dallas curfew enforcement program have reduced juvenile crime and victimization.<sup>21</sup>

### Phoenix, Arizona

In Phoenix, a multifaceted approach has been developed to implement the city's curfew ordinance. A review of the city's original curfew legislation, enacted in 1968, found it ambiguous and unenforceable. New legislation was enacted in 1992, and a partnership was established between the Phoenix Police Department and the Department of Parks, Recreation, and Libraries (PRL).<sup>22</sup> The curfew ordinance is designed to impact crimes in which the suspect, victim, or both is a juvenile.

PRL allows the Phoenix Police Department to use four of the city's recreation centers as reception facilities for juvenile curfew violators. Once paperwork is processed by police officers, the juveniles are supervised by recreation specialists until their parents arrive. The administrative requirements for police officers are kept to a minimum in order to allow officers to return sooner to patrol duties.

When a curfew violation is charged, the juvenile and the parents have the option of attending a diversion program that includes classes in parenting, interpersonal communication, conflict resolution training, and community service. When the police department receives notification that the juvenile and parents have completed the program, the charge is dismissed. If the diversion program is not completed, a petition is filed in juvenile court, where the outcomes can include a fine for the juvenile, counseling for both the juvenile and the family, and community service. A parental responsibility provision in the curfew law could also result in a fine to the parents.

PRL personnel conduct postdiversion followup contacts with curfew violators and their families to determine if additional referrals to other agencies, such as health and social services, are needed. These followup procedures have been favorably received by the community.

Twenty-one percent of Phoenix's curfew violators are gang members.<sup>23</sup> The curfew ordinance provides the police with a legal basis to separate minors from gangs, at least temporarily. Gang members are taken to the reception facility, where they receive special counseling and exposure to positive alternatives to gang affiliation. The Phoenix Police Department reports statistics that bear out the fact that the curfew appears to be working. A comparison made since the citywide implementation of the curfew program in May 1993 showed a 10-percent decrease in juvenile arrests for violent crimes (homicide, sexual assault, robbery, aggravated assault) during the 11-month period from June 1993 through April 1994 as compared with the period from June 1992 through April 1993.<sup>24</sup>

**Table 2:  
Exceptions to Juvenile Curfew Ordinances in Seven Jurisdictions**

Jurisdiction	Adult Escort	Interstate Commerce/Travel Activities <sup>1</sup>	First Amendment Activities <sup>2</sup>	Travel To and From Work	Emergency/Necessity	Married Juvenile	Attending School or a Religious or Supervised Activity	Sidewalk Bordering Residence <sup>3</sup>
Dallas, TX	✓	✓	✓	✓	✓	✓	✓	
Phoenix, AZ	✓			✓			✓	
Chicago, IL	✓			✓		✓	✓	
New Orleans, LA	✓			✓			✓	
Denver, CO	✓	✓		✓	✓		✓	✓
North Little Rock, AR	✓	✓	✓	✓	✓		✓	
Jacksonville, FL	✓	✓	✓	✓	✓		✓	✓

<sup>1</sup> Interstate business or travel activities that are protected by the U.S. Constitution.

<sup>2</sup> Participation in activities that are protected by the first amendment, such as meetings or rallies.

<sup>3</sup> Presence on a sidewalk that may be considered a public area yet borders a home or other residence of the juvenile.

Community leaders and parents strongly support the curfew ordinance because of its comprehensive, community-based character. According to the Phoenix Police Department, the ordinance is an effective component of Phoenix's citywide crime prevention and reduction program. In addition to the curfew enforcement program, Phoenix has strengthened its commitment to crime prevention and reduction through community policing, newly enacted weapon laws, and police-led programs in elementary and junior high schools.

Examples of these programs include Drug Abuse Resistance Education (DARE)—developed with funds from the U.S. Departments of Justice and Education, with major contributions from the private sector—and Gang Recognition and Education Awareness Training (GREAT), initiated by the Phoenix Police Department with funds provided by the U.S. Department of the Treasury. The Police Department's Cease Violence program—a unique partnership with other city agencies, the private sector (Motorola), and various elementary and junior and senior high schools—employs traditional and nontraditional methods to address the crime problem. This program produced a video on gang and teen pressures entitled "Wake-Up," geared to youth 7 to 17 years of age. Another Police Department program, Project Interact, seeks to promote better relationships between at-risk youth and the department. In monthly 90-minute workshops, patrol officers meet with youth to share information and ideas, with the goal of establishing a code of conduct for both officers and youth. The program is facilitated by a police supervisor; students attend at a ratio of two students to one officer.<sup>25</sup>

## Chicago, Illinois

Chicago passed its first curfew ordinance in July 1948. It has been amended several times, most recently in June 1992. In April 1993, the Chicago Police Department initiated the Chicago Alternative Police Strategy (CAPS) program. CAPS is a community policing initiative that started in 5 of Chicago's police districts and is now operating in all 20. In 1994, the Chicago Police Department's Bureau of Investigative Services supported an experimental research project, "Operation Timeout," a summer curfew

project under the direction and management of the commander of a 20-member Youth Division Strike Force. The Fourth Police District CAPS site aggressively implemented Operation Timeout by getting community support for sending curfew enforcement teams of officers from the Department's School Patrol Unit into targeted areas within the fourth district with a single mission: to enforce the city's curfew ordinance vigorously.<sup>25</sup>

The Operation Timeout curfew enforcement program is designed to reduce juvenile crime and victimization and to foster communication between the Patrol Division, the Youth Division, and the community. To support the program, the Chicago Police Department's Neighborhood Relations sergeants work with communities to prevent curfew violations. When special events are held, for example, they encourage sponsoring organizations to comply with curfew hours when developing the event schedule.

The city advocates a "no-tolerance" policy for curfew violators through aggressive enforcement and the required involvement of a parent or guardian when a juvenile is picked up for a curfew violation. The specialized curfew enforcement teams utilize "Care-O-Vans" to pick up curfew violators. Teams using the van process all curfew violators in the district on a given evening, including those picked up by beat patrol officers. This approach reduces the downtime of beat patrol officers, who can turn over the curfew violators to the team shortly after they are apprehended and return immediately to beat patrol duty. First-time offenders are returned to their homes, and a parent or guardian is issued a warning notice. Parents or guardians of a first-time curfew violator may also be charged with "contributing to the delinquency of a minor" if it is determined that they "... knowingly or willfully permitted, caused, aided, abetted, or encouraged such child to commit a violation of this or any ordinance" and fined \$200 to \$500.

Repeat offenders are taken to the Chicago Police Department's Fourth District station. Parents are required to pick up their child, are issued a nontraffic citation for the ordinance violation, and are required to appear in court to answer the complaint. Children whose parents are working, cannot be reached, or are unwilling to pick up their children are re-

turned home by district personnel. A followup investigation is conducted when the officer is unable to locate the parent at the time of the curfew violation, and the parent is issued a citation. Parents who refuse to appear in court or refuse to pay a fine may have a judgment entered against them. For the parents of repeat curfew violators, special assistance such as parenting classes and joint counseling sessions may be provided. In addition, parents of "children requiring authoritative intervention" under State law may be given assistance through court-appointed social service agencies.

The Fourth District reports that a comparison of data from 1993 to 1994 demonstrated a decrease in the number of serious juvenile crimes reported. The most notable decreases were in burglaries (from 304 in 1993 to 269 in 1994), vehicle theft (from 255 in 1993 to 177 in 1994), and theft (from 522 in 1993 to 177 in 1994). Operation Timeout appears to be an effective curfew initiative, and community support for its continuation remains high. As a result of the success of the Fourth District program, four additional police districts have been added to Operation Timeout. All 20 police districts in Chicago are expected to become a part of Operation Timeout in the near future.

## New Orleans, Louisiana

Based on an assessment of juvenile delinquency in New Orleans, a comprehensive and collaborative prevention strategy was initiated by Mayor Marc Morial. A dusk-to-dawn curfew ordinance was part of the Morial Administration Crime Initiative (MACI) that began in May 1994. To manage and implement the curfew program, the city opened the Central Curfew Center (CCC), which is staffed with trained professionals from government agencies and the religious and medical communities. The sheriff's office assigned 30 deputies and several other staff to CCC and provided 15 two-man units to patrol the streets. Each night the New Orleans Police Department has more than 50 police officers on the streets and 5 to 6 officers from the Juvenile Bureau onsite at CCC. A local group of ministers, All Congregations Together, has several ministers at CCC each night to counsel juveniles and their parents or guardians on the ramifications of the curfew violation. Also on duty at the

center to provide counseling are staff from the Louisiana State University Medical Center's Department of Psychiatry and from the City of New Orleans Truancy Center. In addition, a 24-hour curfew hotline has been set up to respond to questions about the curfew policy and its enforcement.<sup>27</sup>

Curfew violators brought to the CCC are screened by counselors, and their parents or guardians are contacted. Parents are required to pick up their children at the center and to participate in counseling sessions with trained volunteers. Parents of repeat offenders are issued a court summons and risk being fined for failure to keep their children from violating the curfew. These steps are designed to help promote and support dialog between parent and child, establish parental accountability, and set new ground rules within the home.

Summer youth programs are a key component of MACI. A \$500,000 city funding reallocation was provided to the New Orleans Recreation Department (NORD) to increase summer programs such as evening swimming and volleyball. The number of NORD summer camps increased from 17 to 41, serving more than 100,000 youth. The number of swimming pools increased from 4 to 14. Additionally, the city created 1,300 new summer jobs for youth under a local public-private partnership and also received \$1.8 million in Federal funding from AmeriCorp's Youth Action Corps to provide year-round employment for youth in local education, park, and recreation programs.<sup>28</sup>

The combination of curfew, the summer jobs program, and the revitalization of recreation programs resulted in a 27-percent reduction in juvenile crime during curfew hours in 1994, compared with the previous year.<sup>29</sup> The crimes most significantly reduced were armed robbery, down 33 percent, and auto theft, down 42 percent. New Orleans Sheriff Charles Foti calls the curfew program "... a coordinated effort, of unprecedented proportions, between private and public agencies across the City to a unified end—to reduce crime and protect the young people of this City" and reports that the program "... has earned the unqualified support of the New Orleans community."<sup>30</sup>

## Denver, Colorado

During the summer of 1993, a group of 2,500 citizens in Denver met in a Safe City Summit to discuss their concerns about youth crime, violence, and safety. Their recommendations included establishing a program to authorize police to take youth in violation of Denver's amended curfew law to a safe place and increasing parental involvement with and responsibility for children under the age of 18. Mayor Wellington E. Webb responded to the citizens' recommendations with a 10-point Safe City Plan, one component of which is the SafeNite After Curfew (SafeNite) program, developed in collaboration with community groups, parents, police, recreation, and social services staff. SafeNite, which was launched in July 1994, provides a safe place—either a recreation center or a church—where youth found on the streets during curfew hours are taken by police to wait for a parent or guardian.<sup>31</sup>

Youth taken to SafeNite locations are processed and served a citation from police officers onsite. SafeNite staff contact the youth's parents or guardians to pick them up. The parent may also receive a ticket, at police discretion. The youth and parent are seen onsite by a professional counselor who helps address family issues and obtain social services if needed. Counseling services are available on a variety of issues, as are workshops on conflict resolution and interpersonal communication skills.

On nights when SafeNite sites are not in operation, curfew counselors in the municipal courtroom interview and offer diversion to the ticketed youth and their families. Currently, SafeNite locations are open Friday through Sunday. However, the program is flexible, and the days of operation may be changed to respond to shifting patterns of youth activity. For example, when youth began to gather "en masse" on nights when the SafeNite center was closed, the center's operating schedule was altered to reflect this change.

The Denver curfew program enjoys a collaborative partnership with 234 community programs to which children and their families are diverted. Of these programs, 80 percent are at no cost to SafeNite or to the client. (The program leverages community service providers

by providing referrals and data to assist them in grant procurement.)<sup>32</sup> Through this collaboration, the curfew program has become a revolving door of information, linking "demand" with "supply" by identifying citizens' needs, noting gaps in service for identified problems, and connecting citizens with current resources.

As indicated above, youth and parents are given the option of participating in an appropriate diversion program rather than going to court. If they successfully complete the program, the case is dismissed. Youth and parents who do not elect to participate in or complete a diversion program go to court and may be required to pay a fine or complete court-ordered community service. Repeat curfew violators and/or their parents are dealt with on a case-by-case basis, and incremental sanctions apply. These sanctions may include a court appearance with assessed fines, community service or a more intense diversion program, or probation status.<sup>33</sup>

Denver officials credit the SafeNite program with fostering more consistent enforcement of the city's curfew ordinance and with providing a secure and safe environment for curfew violators until they are reunited with their families. The only time required of the police officer is the time needed to drive to and from the SafeNite site. The enforcement of SafeNite is credited with helping to deter graffiti, vandalism, car theft, and more violent crimes while decreasing juvenile victimization, increasing parental involvement, and assisting families.

Initial statistics on SafeNite from the Denver Police Department for the period from July 1994 through December 1995 are encouraging: More than 168 cases were dismissed per month, alleviating court congestion; 61 percent of the 4,676 youth served by the program and their families have completed or are in the process of completing diversion; and the recidivism rate is down to 7 percent from 56 percent at the start of the program. The law enforcement community also believes SafeNite has contributed significantly to the 11-percent drop in serious crime during each of the first 2 years of curfew implementation. Specifically, the category of motor vehicle theft, which is often a juvenile crime, was reduced 17 percent in 1994 and 23 percent in 1995.

Plans are under way to apply the SafeNite diversion model to juveniles who commit such offenses as shoplifting, petty theft, and giving false information.<sup>34</sup>

### North Little Rock, Arkansas

In North Little Rock, community life was adversely affected in the late 1980's by organized juvenile gangs that trafficked in drugs and whose members carried high-powered weapons on city street corners. In 1991, the local police department, Neighborhood Watch groups, elected officials, and city administrators joined together to organize a collaborative response to increased serious crime in general, and juvenile crime and victimization in particular. One of their first proposals was to establish a curfew law. With strong support from dozens of neighborhood organizations, the city council passed a curfew ordinance in July 1991. In creating a practical and effective curfew ordinance, particular attention was given to two important issues: increasing parental supervision of children and keeping the police department process simple.<sup>35</sup>

The North Little Rock Police Department recognized that its limited resources required a curfew process that was as straightforward and simple as possible. A concentrated effort was made to simplify the extensive reporting requirements for a juvenile arrest by creating a 1-page form for a curfew violation that required the officer to complete just 10 items of information. When a juvenile is picked up for a curfew violation, he or she is taken to police headquarters and turned over to a juvenile officer. The juvenile is detained in a nonsecure area of headquarters designated for curfew violators while arrangements are made with a parent or guardian to return the juvenile home following a review of the curfew ordinance and the circumstances of the violation with the parent or guardian and the child. The North Little Rock ordinance provides that a juvenile's second curfew violation can result in charges against the parents. Generally, a fine is imposed but suspended for 1 year and dismissed if no further curfew violations occur. After three curfew violations, a referral to the State's Department of Human Services for consideration of a juvenile-in-need-of-services petition is required. However, such referrals have been necessary in only a few cases.

Keeping curfew enforcement and processing simple has kept police support high. The North Little Rock curfew ordinance is a key element in a multifaceted set of solutions that are part of North Little Rock's overall community policing plan. With the cooperation of city administrators, the police department was able to increase its personnel to provide additional officers in the schools, facilitating the development of joint programs by the police department and the school district. Programs include a school resource officer program to reduce in-school conflicts, school crime, truancy, and dropping out, and introduction of the DARE program for students in kindergarten through sixth grade. The local school district also created an alternative school to provide a place to which juveniles who are truant or suspended for disruptive behavior could be brought instead of being sent home.

With support from 10 corporate sponsors, North Little Rock also instituted a supervised midnight basketball program to provide at-risk youth with an alternative to being on the street. This program, which serves boys and girls ages 12 to 18, combines athletic activity with academic tutoring, mentoring, and an employment orientation program that covers the importance of a good work ethic, how to complete an employment application, and the development of job interview skills. The program is held at the local recreation facility, Sherman Park, on Friday and Saturday evenings from 8 p.m. to midnight. Participants are instructed to return directly home because the curfew goes into effect at midnight. On tournament nights, the program runs until 1 a.m., with a 1-hour exception made to the curfew. Periodic followup checks with the recreation and police departments have indicated that participants are adhering to the program guidelines.

To monitor the impact of the comprehensive curfew enforcement program, the North Little Rock Police Department completes daily reports that track the location of curfew apprehensions, along with statistical information on age, sex, and race. Statistics from 1992, the first full year of curfew enforcement, showed a significant reduction in crimes against persons. Compared with 1991, the city experienced an average 12-percent re-

duction in the categories of homicide, rape, robbery, and assault and a 10-percent reduction in burglaries.<sup>36</sup> Local law enforcement officials attribute these crime reductions in great measure to the curfew enforcement program. Based on these initial results, other jurisdictions in Arkansas have begun similar curfew enforcement programs.

### Jacksonville, Florida

In response to high rates of juvenile crime and victimization, the City of Jacksonville instituted a juvenile curfew ordinance in April 1995, giving police officers the authority to stop and question suspected curfew violators.

When a juvenile is stopped on suspicion of curfew violation, the officer first determines whether he or she falls under a curfew exemption. A juvenile who is found to be in violation of the curfew may either be taken home by the officer or brought to the Juvenile Assessment Center (JAC), at the discretion of the officer. While each of the cities described in this bulletin provides a range of services to curfew violators, Jacksonville is one of the few cities in the country with a centralized intake and assessment facility for juvenile offenders, including juvenile curfew violators.<sup>37</sup>

JAC is a centralized, multiagency facility with multidisciplinary staffing. By coordinating law enforcement and social, educational, and mental health services at one location, JAC provides juveniles and their families with easy access to a comprehensive range of services. By providing access to needed services at the earliest possible time, JAC hopes to provide early interventions that will avert a pattern of at-risk and delinquent behavior.

Curfew violators brought to JAC are also screened to determine if they have committed additional violations that require court review. Those who have are moved to the secure section of the facility for further screening and assessment. Curfew violators are held in the nonsecure section of JAC and screened to determine whether they are experiencing problems relating to drug and alcohol abuse, mental health, or family dynamics. Parents are then contacted to pick up their child. If the home situation appears too volatile and unsafe for the juvenile, a

temporary housing arrangement is secured until a further evaluation is completed. Depending on the nature of the services warranted, either a letter is presented to the parents recommending followup services, which they can accept or reject on a voluntary basis, or a court referral is made for a "family in need of services." Services available include counselling, parenting training, treatment for drug and alcohol abuse, treatment for mental illness, and training in family dynamics and interpersonal communication skills. Repeat curfew violators are also taken to JAC to be screened to determine what services may be provided the youth and their families to help address the situation.

Florida State law allows local jurisdictions to assess both the parent and the child a \$50 fine for a curfew violation. However, Jacksonville's curfew ordinance did not adopt this portion of the State statute, and fines for curfew violation are not levied.

In support of the curfew ordinance, the Jacksonville Police Department, the Duval County Parks, Recreation, and Entertainment Department, and the Duval County School Board provide a range of community-based delinquency prevention programs. One innovative program supported by all three organizations is the combined Safe, Accessible, Flexible Enrichment and Teaching for Educational Achievement through Math and Science (SAFE/TEAMS) program. This multi-agency program includes teachers, recreation specialists, and school resource officers. These officers provide guidance, counseling, mentoring, and overall program security. The SAFE/TEAMS program is available 2 hours each school day and on Saturday mornings for children in Duval County's 23 middle schools. It provides juveniles a place to receive tutoring on school work, with an emphasis on math and science, and an opportunity to participate in arts and crafts, horseback riding, field trips, clubs, recreation, and athletics.

The Jacksonville PAL provides at-risk children an opportunity to interact with police officers who serve as mentors during their nonduty hours. Jacksonville has added a new dimension to its PAL program through a newly donated computer laboratory. The lab allows juveniles to develop their academic and

computer skills by engaging in computer games as a reward for completing their homework. PAL also offers a range of sports activities that include basketball, boxing, karate, and other activities for boys and girls between the hours of 4 p.m. and 10 p.m., 7 days a week.

It is too early to determine the impact of Jacksonville's comprehensive curfew program. The program has been in operation for less than a year, and collection of data on its effectiveness and impact is ongoing. However, community support has been strong, and State Attorney Harry L. Shorstein has expressed his office's support, stating that "The curfew program is viewed as one component of a comprehensive crime prevention program that can help fight juvenile delinquency and protect our youth from victimization."<sup>38</sup>

## Summary

Curfew ordinances are in effect in a majority of the Nation's largest cities. While curfews have been challenged in many jurisdictions on a variety of constitutional and other grounds, narrowly crafted ordinances designed to address specifically identified problems appear able to withstand such challenges. Statistical analyses of the impact of curfew ordinances on delinquency and juvenile victimization in many communities continue to be conducted. The information made available by the communities highlighted in this bulletin and by other communities where curfew programs have been implemented indicates that comprehensive, community-based juvenile curfew programs are helping to reduce juvenile delinquency and victimization. It is important for communities that are enforcing curfews or considering a curfew ordinance to keep abreast of legal developments, establish a firm foundation for the ordinance, and model the curfew program after community-based efforts in other jurisdictions.

The initial evidence offered by the seven communities profiled in this Bulletin is that community-based curfew programs that offer a range of services are more easily and effectively enforced, enjoy community support, and provide a greater benefit in preventing juvenile delinquency and victimization. In addition, several of the benefits of positive interventions that community-based curfew

programs can provide may not be easily quantifiable—at least in the short term. Phoenix curfew staff have observed that many of the curfew violators brought into the recreation centers that function as curfew reception centers welcome the opportunity for social interaction with other youth and with program staff. Often these youth seek advice, assistance, and counsel from program staff. Parents sometimes bring their son or daughter to a curfew site to seek assistance and advice on the best approach for curfew compliance or to deal with other problem behaviors.

Communities that develop and implement curfew ordinances in conjunction with programs and services designed to assist youth and families to solve underlying individual or family problems have an opportunity to enhance positive youth development, prevent delinquency, and reduce the victimization of children.

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7. *Id.* at 1134.
8. *Id.* at 1138.
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- ### For Further Information
- The Juvenile Justice Clearinghouse (800-638-8736) can provide additional information on juvenile curfew and contacts for each of the seven jurisdictions discussed in this bulletin. Documents cited in this bulletin that are available from the clearinghouse are indicated by an NCJ (National Criminal Justice) number at the end of the reference.
  - The National Institute of Justice (NIJ), Office of Justice Programs, U.S. Department of Justice, funded two research studies in 1995: The Effects of Juvenile Curfews on Violent Crime (awarded to Sam Houston University,

College of Criminal Justice), and *An Analysis of the Juvenile Curfew in New Orleans, Louisiana, as a Crime Prevention Measure for American Cities* (awarded to the University of New Orleans, College of Urban/Public Affairs). The results of both studies will be available in 1996. For information contact Rosemary N. Murphy, Program Manager, National Institute of Justice, at 202-307-2959, or the National Criminal Justice Reference Service at 800-851-3420.

- The U.S. Conference of Mayors announced in December 1995 the results of a 387-city survey of trends in cities' use of youth curfews. For information on the survey and its findings, contact John Plonke or Mike Brown at the U.S. Conference of Mayors by telephone, 202-293-7330, or fax, 202-293-2352.
- The National League of Cities' publication *Juvenile Crime Prevention: Curfews and Youth Services*, which is part of the series *Issues & Options: Practical Ideas for Local Government Leaders*, provides background information, a section on "Drafting a

Curfew Ordinance To Withstand Constitutional Challenges" by Mark Hessel, and other helpful resources. To obtain a copy, contact Nathan Ridnour at the National League of Cities by telephone, 202-626-3188, or e-mail, [ridnour@nlc.org](mailto:ridnour@nlc.org).

- The International Municipal Lawyers Association (IMLA, formerly the National Institute of Municipal Law Officers, Inc., or NIMLO), has published a Model Juvenile Curfew Ordinance that includes a discussion of legal challenges to juvenile curfew ordinances and provides curfew drafting guidelines. IMLA has also published Sam Lindsay's 1994 NIMLO Mid-Year Seminar Paper, "Juvenile Curfews and the Constitution: The Latest Round in a Continuing Debate." Copies of both can be obtained by contacting IMLA by telephone, 202-466-5424; fax, 202-785-0152; or e-mail, [IMLADC@aol.com](mailto:IMLADC@aol.com).
- The International Association of Chiefs of Police (IACP) has developed a Model Policy on Juvenile Curfew Enforcement, with an accompanying discussion paper, under a grant from

the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The model policy and paper are designed to assist law enforcement executives in tailoring their own policies to the requirements and circumstances of their communities and their law enforcement agencies. To obtain copies of these materials, contact Philip Lynn, Manager, IACP, National Law Enforcement Policy Center, by telephone, 703-836-6767, or fax, 703-836-4543.

This bulletin was prepared by Donni LeBoeuf, Senior Program Manager, OJJDP, with assistance from OJJDP Intern Patricia Brennan and the Juvenile Justice Resource Center.

*The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.*

# YOUTH TODAY

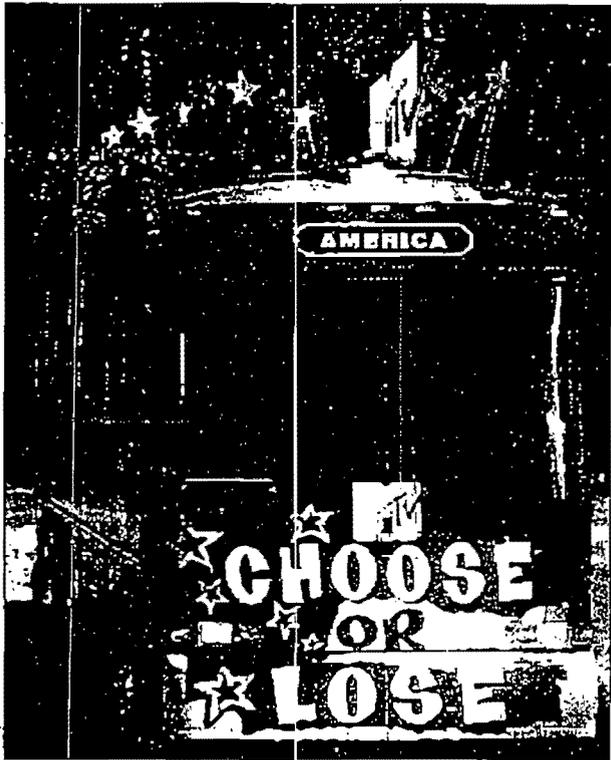
THE NEWSPAPER ON YOUTH WORK

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Vol. 5 No. 5 MAY/JUNE 1996



■ The Hawaii Youth Services Network, the Hawaii State Student Council and Hawaii's Youth cosponsor one of many automated hotlines that tell kids the facts of life — and also make some adults sizzle. *Page 12*



Here's the Voter Bus!

■ MTV is touring college campuses with this gaudy vehicle — one of 100 groups drumming up young voters. The goal: a turnout of 12 million — half the population of 18-24 year olds. *Page 48*

## When the Clock Strikes Ten

# Youth Curfews Cut Crime

■ BY TIM BURKE  
YOUTH TODAY Correspondent

**C**urfews — don'tcha just love 'em? All the good kids tucked up in bed by 11 pm, and the police given powers to take the bad kids off the street and keep them, and the rest of us, safe. Youth crime dealt with at a stroke.

Curfews — don'tcha just hate 'em? Constitutional rights violated. An easy way for vote-seeking politicians to hang tough on crime while avoiding the real issues. Cops given carte blanche to indulge their prejudices and shake down teens they don't like the look of.

Either way you can't ignore 'em. The survey conducted last year by the U.S. Conference of Mayors indicated that 70.2 percent of cities currently have a youth curfew in place, with a further six percent actively considering one. Nearly half of the curfews are less than three years old or were recently modified, usually to become more restrictive.

The first documented curfews in the United States were in the 1890s at a

time of mass immigration and were used to contain alien cultures. Up to 3,000 towns and cities had them by the end of the century, although there is no record of how effective they were. A second wave started in the '40s when concerns were over youth left unsupervised by parents at war or in the factories, and continued into the '50s when the panic was over teenage rebels without a cause. The implementation of curfews has clearly ebbed and flowed but recent work by William Ruffall of the University of South Alabama, the major historian of youth curfews, confirms we are now at high tide owing to massive concern over youth violence. His figures show 80 percent of major cities now with curfews.

The major difference is that in the past you weren't worried about young people shooting each other," says Ruffall.

Most curfews apply to those 17 and under and run from 10 p.m. or 11 p.m. until sunrise, with maybe an extra hour on weekends. There are often exemptions for those on legitimate school or other business — though the police may

Continued on Page 14

## Budget Wars FY '96 and '97

# GOP Retreat Lifts Youth Funding

■ BY BILL HOWARD

**S**ummer jobs for youth and President Clinton's AmeriCorps have emerged from Capitol Hill's budget wars bloodied but intact.

Funding for the two programs has been assured by a sudden Republican retreat that finally yielded a spending agreement with the White

House seven months into the 1996 fiscal year. The accord also has flung open the door to continuation in the FY '97 budget of other children and youth programs the GOP Congress had marked for extinction.

Some \$625 million to support more than 600,000 summer youth jobs in cities across the country — about 75 percent of the FY '95 amount — was

Continued on Page 11

## INSIDE



22  
Sen. Fred Thompson takes on youth violence.



18  
VISTA changed James Schiebel's life.

## Youth Curfews—Yes or No?

Continued from front cover  
not know this until they have stopped, questioned and possibly put the fear of God into a young person.

The Conference survey came about because mayors were keen to know if curfews were worth the inevitable controversy their enactment generates.

According to John Plonke, the Conference researcher behind the survey, the short answer is that they can look pretty appealing. "A lot of cities showed a drastic decline in juvenile crimes—we're talking maybe 30 to 50 percent in one year," he told YOUTH TODAY. "Whether that can be maintained remains to be seen." William Ruffall said that figures from the police and mayors' departments were politically motivated and could not be accepted. "No one will really know how effective curfews are until criminal justice researchers have had a chance to examine them," he added. Ruffall himself now has a federal grant to investigate the New Orleans curfew and looks to publish a report next year.

Some 14 percent of those surveyed said their curfews had not been effective at all. The obvious next step was to examine the results and investigate what worked and why.

"The curfews that worked best were those where there was substantial parental involvement rather than just hauling the kids into courts which are already in a mess," Plonke continued.

"Experience shows that if you try and use the courts you are not addressing the problem and you just get in a revolving door situation where they get sent out to do it again."

Plonke says the program operating in Charleston, S.C., was impressive in this respect. "Operation Midnight," insists the South Carolinians, is not a curfew but a voluntary "partnership between police and parents" that does not impinge on constitutional rights. The police send out forms to parents to register their children aged 17 and under, giving permission to the police to apprehend them and return them home. When the police encounter young people who are not registered they may still take them home and offer parents the chance to sign up: "Nine out of ten times it will be a single mother who is struggling with other problems and has neither the time nor energy to keep close tabs on older children, but she's likely to be grateful for help of that type," added Plonke.

The sanctions get tougher in the small number of cases where the above

procedure doesn't deliver. Repeat offences trigger mandatory counseling for parents and the young person. The police have also made it clear they will not tolerate parents allowing young children to be out alone at night.

One recurring issue with even the most successful curfew can be described as the tube of toothpaste effect—you press down on the problem and it pops up somewhere else. So cities like Charleston try to team up with neighboring suburban areas to get a similar regime going until there really is nowhere else on the streets for the late-night roamers to go.

The more archaic of the detention centers for curfew violators are like old-fashioned lock-ups, but some are youth club-type environments with some basketball, table tennis and reading material. Plonke praises programs such as Denver's Safenite, which provides recreational facilities and an on-site youth worker for teens and their families, with follow-up support and advice also available.

But suspicions linger in many minds over the motivation behind curfews and whether they can really make a sustained difference. Curfews have the benefit to police forces and mayors of being a visible piece of work—it looks like something is being done. It has certainly paid political dividends in Charleston where accolades have poured in for mayor Joseph Riley. The publicity leaflet for the Beaver scheme has the name of mayor Wellington E. Webb prominently displayed on the front, with two more mentions inside. Happily for the politicians, young people subject to the curfew are of course too young to vote.

The more astutely marketed schemes also stress the youth-as-vicims angle. "They don't want to come across too heavy-handed," said John Plonke. "It's much better if they can say 'we're saving your kids'."

Birmingham, Ala., introduced a night time curfew as recently as March 4th of this year, against the better judgement of police chief Johnnie Johnson. "I'm not too fond of it, but there was a lot of political pressure for it and sometimes the police just have to submit to the community," he told YOUTH TODAY.

"I was expecting a drizzle of kids, but in fact 90 percent of the kids we've picked up have been during the daytime." Chief Johnson echoes John Plonke's observations that most par-

ents are in favor of curfews and see it as a help to them. But the civil liberties lobby may be concerned by his admission that while the curfew is for 17-year-olds and under, it gives his officers the ability to stop and question anyone who looks around that age.

It seems that community policing-minded beat officers have mixed feelings about curfews, and see the "help to parents" angle as double-edged sword.

In one way a curfew can help compensate for the decline in basic respect for police. "The days when a cop walked down the road and everyone went 'whoa, we'd better behave' have long gone," said Rich Roberts, public information officer of the AFL-CIO affiliated International Union of Police Associations. Curfews give the police a power to do something with young people who may be a nuisance or putting them-

## Curfews—An Early Warning System?

Tacoma, Wash., (pop. 100,000) has had a curfew for around 18 months and has recently passed an ordinance to continue it for another two years.

The curfew, born of a blunt instrument foisted on the police, The Tacoma Curfew Advocacy Project (CAR), run by youth workers and is part of the Metropolitan Detachment Council, a non-profit agency providing a range of family support services. They follow up each curfew violation with a house call to find out what's going on, and whether more intervention is needed. Coordinator Barry McCabe says that in 90 percent of cases, the curfew is welcomed by parents.

In some cases where the parents can't be contacted there are a number of safe houses around the city where the project can place young people overnight. The detention center is an absolute last resort for these young status offenders. The project helps coordinate a support system and has partnered up with local youth organizations to run activities, especially in the summertime.

The Boys and Girls Clubs of Tacoma run four late-night programs until midnight on Friday and Saturday evenings, funded by the City of Tacoma under the same initiative as the curfew. Rick Gilmore, associate director of Boys and Girls Clubs of America (BGCA) for Pierce County, praises the city for not keeping it a police issue but supporting juvenile justice and youth organizations in creating a humane net to catch and support young people.

They have said, "we don't want young people running around late at night, so let's also look at ways of providing something for them to do," said Gilmore. A benefit for the BGCA is that it can now offer something for the hard-to-reach older teenagers put off by the preponderance of 8- to 11 year olds in much of the rest of its provision.

The city has 15 youth centers running events until midnight, involvement with which is authorized under the curfew. And not just about one hour's work on their own but on activities on offer, says Barry McCabe. Green yellow pages are distributed giving useful advice and phone numbers.

The CAR also runs monthly family workshops, attendance at which prevents one from paying the fine. Again, some 90 percent take it up. In cases where more help is needed the project will link the young person with a mentor.

Crime, according to the police department, has dropped 30 percent since the introduction of the curfew, and incidents involving guns in schools have dropped from 12 to 2. Out of more than 100 curfew violations only 10 have been referred to court.

As a youth worker, McCabe sees the curfew as an early warning system that can help keep young people out of the jails. "Any way we can we will intervene and give people the data they need and then they can make the changes."

selves at risk but are not actually breaking other laws.

But the downside is that curfews can make the position of the law enforcer less tenable, he continues. Police have no desire to sweep up for parents who decline to take responsibility for protecting their children, nor to be the footsoldiers of a politician's campaign.

"Too many curfews are badly written," said Roberts. "Too many people seem to want a curfew but don't think how. They give inadequate instruction and they make inadequate ordinances."

"The wrong kind of curfew runs counter to the idea of community policing," he continued. "It creates a hostility between police and young people that does not serve a good purpose. It's a delicate balance that requires a lot more thought than the average policymaker puts into it."

"What almost everyone concerned with youth crime or young people's safety agrees on, regardless of their position on curfews, is that more facilities for youth can help."

"If a community makes a commitment to provide reasonable facilities for young people, with constructive activities, in a way that's not excessively structured, the trouble makers get chilled out and there's a lot less pressure on the kids to get caught up in trouble," said Rich Roberts. "The more preventive measures you can make, the better it is for law enforcers."

Those most opposed to curfews have based their arguments on the fact that curfews seem to be a substitute for proper youth service provision (see sidebar this page).

But John Pionke agrees they are most effective when consistently applied and delivered as part of a wider program.

"San Diego has one of the lowest crime rates in the country," said Pionke. "It has lots of late night programs, a well-enforced curfew, and other measures such as a strong anti-graffiti policy with cultural programs offering alternatives to leaving your tag everywhere."

"You have to be consistent and continue. There's no point in clamping down one week and leaving off the next — it's a joke. Kids are smart, they know what's going on."

William Rufall's research in New Orleans has confirmed this. In the first few months, 100 officers were out on curfew detail. Within four months there were none and it was just left to regular patrols to implement as they saw fit. Rufall found the youth knew exactly what was going on and adapted behavior accordingly. Intriguingly 88 percent of these African American teens approved of

the curfew — that is, they approved for those younger than themselves.

"It's about applying pressure," concluded John Pionke. "Every police officer agreed it was just a tool. It's not expected to take care of everybody. It's not the be all and end all. Salt Lake City, for example has a late night basketball program running at 2 a.m. They recognize that some young people have parents who just don't care and so that kind of thing is needed. They are trying to cover all the bases but it is not going to work for everyone — there will be those who fall through the cracks."

### If you must have a youth curfew . . .

... this is how those with experience say it can be made effective:

- Involve the parents — provide support services and thorough care to help families address problems.
- Do not use the courts for curfew violations.
- Give resources to the police to apply it consistently — a half-hearted effort is worse than no effort at all.
- Consult widely before drafting the regulations and give clear instructions to police.
- Make sure that you do not restrict legitimate school or work-related activity.
- Make the curfew part of a wider program of providing more educational and recreational activities for teens throughout the evening.
- Do it because you care, not for political posturing.

### No Martial Law for San Francisco

The San Diego curfew, one of the most stringent in the country, survived a legal challenge from the American Civil Liberties Union on April 17 this year. Clinton appointee Judge Marilyn Huff eventually ruled the restrictions to be "reasonable and justified under the circumstances."

The ACLU will appeal but there are others opposed to the concept of curfew who have already tasted victory. A coalition of young people, youth workers and others came together in San Francisco last year and successfully rallied support to vote out a proposed curfew

from then-Mayor Frank Jordan.

"We were very upset when it was introduced," said Eva Cutino, field organizer with Coleman Advocates in San Francisco. "The basic objection was criminalizing young people for just being there. Our point was there is a desperate lack of things to do for young people in San Francisco. It's not the most fun thing to do to be out on the streets, but there is nowhere else to go."

The coalition got up a petition, lobbied, held rallies and marches and generally got involved in outreach and political education. "We said the curfew was a kind of martial law," said Cutino. "A year before you're supposed to be an adult and you are able to vote and you are being kept off the streets!"

One of the young people who took an active role in the coalition was 16-year-old Raquel Moreno.

"I empowered myself — it was the beginning of my political consciousness," she declared. "I found out more and more about corruption through the different lies I saw coming from politicians and I found out that through the community coming together people can learn from each other."

It is the principle of being told what to do that angers Raquel. She gives short shrift to any notion that curfews can be defended because they are also about protecting people like her. "If they want to protect young people then the people they should be putting away those doing the crime. The streets are the only place some young people feel safe, where they feel comfortable."

"Ignorance breeds fear and older people don't understand youth so they're afraid of us. That's why they try to keep us apart. It's because they are capitalists," she adds helpfully.

But it's not just youthful rhetoric. Raquel is continuing to press for positive alternatives for the city's youth, and is involved in two projects to develop a roller skating facility and a community center for young people. "We've set up business plans and now we're trying to present our plans to people with grants to make. I've found it a very empowering process."

Coalition member Robin Templeton is an experienced campaigner on youth issues and now works for Unplug, a group opposed to commercial television in schools. She felt they owed the victory to their positive approach. The campaign came up with four demands, a moratorium on policies that sought to criminalize young people, but also the redirection of resources for the curfew into programs of education, job creation and recreation centers. "People saw through the curfew as a



Denver's Michael Mancha directs one of SafeNite's in-house diversion programs, the Conflict Mediation Class, which uses interactive exercises to teach social skills.

scapegoating measure.

She was unimpressed by the conclusions of the U.S. Conference of Mayors survey.

"Okay so they found curfews to be ineffective when they involved parents, law enforcement officials and schools — well so will any policy that involves all these people. Why not develop community centers, why not open the schools later at night, why not open the churches, why not create more jobs for young people? It becomes ludicrous to discuss curfews without discussing the lack of other options for young people."

But she also has wider concerns that curfews are being applied in a discriminatory way. The survey shows a preponderance of the curfews in the West and a relative scarcity in the Northeast.

### Resources

"Curfews and Delinquent Youth in Major American Cities." Rufall, W. and Reynolds, K. in *Crime and Delinquency*, Vol. 41, No. 3, July 1995.

Int'l Union of Police Associations  
Contact: Rich Roberts, Public Information Officer  
1421 Prince Street, Suite 330  
Alexandria, VA 22314-2805  
(703) 549-7473; Fax: (703) 680-8048

Metropolitan Development Council  
Contact: Barry McCabe, Project Coordinator  
622 Tacoma Avenue South  
Tacoma, WA 98402  
(206) 591-0115

U.S. Conference of Mayors  
Contact: John Pionke, Staff Assoc.  
1620 Eye Street, NW  
Washington DC, 20006  
(202) 293-7330; Fax: (202) 293-2362

Youth Uprising Coalition  
Contact: Robin Templeton  
2864 Folsom  
San Francisco, CA 94110  
(415) 431-4210

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"I'd like to see how this correlates with media portrayal of gang violence and the perceived threat of Latino youth." When asked outright whether curfews are really about oppressing minorities, she treads carefully: "I think there's a question to be addressed. I'm not belittling real problems but we must deal with the stereotyping of young black men and young brown men. Why not look at some of the positive things — there are so many young people actively looking for solutions in their own communities which are rarely if ever covered in the media."

"I'd also like to know which of the cities with curfews had politicians who were campaigning on getting tough on crime and particularly on young men of color. Curfews are not targeted at white suburban youth, they are just not."

Curfews are not a solution, concludes Robin Templeton. She repeatedly compares them to a sticking plaster over a gaping wound, when what's needed is an antibiotic, an infusion of something new that can start to heal.

"The overriding response to curfews is — we can do better."



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## EXECUTIVE OFFICE OF THE PRESIDE

28-Sep-1994 04:09pm

TO: Christa T. Robinson  
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Office of Communications  
SUBJECT: hope these are it

The Washington Post  
July 29, 1994, Friday, Final Edition  
SECTION: FIRST SECTION; PAGE A1  
LENGTH: 794 words  
HEADLINE: New Curfew in Baltimore;  
Parents of Violators Face Tougher Penalties  
SERIES: Occasional  
BYLINE: Paul W. Valentine, Washington Post Staff Writer  
DATELINE: BALTIMORE, July 28, 1994  
BODY:

A tightened curfew, designed to keep children off the city's crime-plagued streets late at night, went into effect here tonight as Baltimore joined a growing number of cities seeking new ways to fight an old battle.

Mayor Kurt L. Schmoke signed the measure, which generally forbids juveniles under 17 to be on the street after 11 p.m. on weeknights and after midnight on weekends.

Parents or guardians of violators are subject to tougher sanctions than under the city's previous curfew law and could face jail time -- provision city lawmakers hope will spur greater adult involvement in the new curfew.

"The mayor is hopeful it will not only save some lives but also encourage more parental responsibility," said Schmoke press secretary Clinton Coleman.

Police, already burdened with increasing violent crime in this city of 736,000, said they are ready to enforce the new curfew, but it will not be a top priority. The old curfew was enforced rarely.

"If we get calls for a shooting, domestic fight and a curfew violation at the same time, obviously the shooting and the domestic fight would take precedence," said police spokesman Robert Weinholt.

Civil liberties lawyers, who have contested similar juvenile curfew elsewhere in the country, say such laws unconstitutionally limit the freedom of children, confer too much power on police and give adults a false sense of security under laws that at best are enforced unevenly.

"We think [curfews] violate young people's rights to associate with people of their choice and violate parents' rights to decide how their children are to be raised," said Stuart Comstock-Gay, executive

director of the American Civil Liberties Union of Maryland. "It's the parents' decision, not the state's."

He said the ACLU has no plans to mount a legal challenge to the Baltimore curfew, which is patterned on one in Dallas upheld last year by a federal appellate court. The Supreme Court in May let that ruling stand, and the Dallas curfew went into effect.

With drug trafficking, drive-by shootings and other violence

increasingly involving teenagers, nearly 1,000 cities and towns across the country have imposed curfews or bolstered old ones in the last five years.

Baltimore is one of several major U.S. cities, including Miami, Phoenix, Des Moines, Boston and Philadelphia, to join the effort.

A curfew in the District was struck down in 1989 by a federal judge who said it

made "thousands of this city's innocent juveniles prisoners at night in their homes." The D.C. Council conducted hearings earlier this year in a first step to create a curfew that will withstand a legal challenge.

Baltimore police officials said it will take some time before procedural regulations are drafted for officers in the neighborhoods to enforce specific aspects of the new curfew.

The curfew, an amended version of a decade-old law here, raises the age of children subject to its limits from 15 to 16 and imposes tougher sanctions on parents and guardians. Parents and guardians are subject to a \$ 50 fine for the first offense and up to \$ 300 and 60 days in jail for subsequent offenses.

Under the old curfew law, which had the same hours as the new one, parents were subject to a \$ 100 fine if their child was cited twice in one year for curfew violations. There was no jail provision.

Juveniles are exempt from the curfew if they are accompanied by an adult, are on their way to or from work or are attending a legitimate school, church or civic activity.

Citing increased numbers of nighttime juvenile shootings and other violence in recent years, the Baltimore City Council voted in June to tighten the old curfew.

Police reported that the number of children under 18 fatally shot jumped from 26 in 1988 to 41 in 1992, the most recent year for which figures were available.

In that period, the number of juveniles wounded by gunfire rose from 179 to 316, and the number found involved in drug distribution jumped from 666 to 1,373.

Despite police preoccupation with violent crime, officials said they take the new curfew seriously.

"Hopefully this new law will get minors off the street so they themselves will not become victims of crime," said police spokesman Weinhold.

In Dallas, where a similar curfew has been in effect since May, police said the law appears to be curbing nighttime juvenile activity, especially among preteens. "We believe it's working," said police spokeswoman Eva Romero.

"We're not finding as many kids 8 to 10 years old on the street at o'clock in the morning."

She said police there issued 441 warnings to juveniles and drove another 94 home between mid-May and July 1.

No parents have been arrested, she said.

Parents are subject to a \$ 500 fine for violations.

LANGUAGE: ENGLISH

LOAD-DATE-MDC: July 29, 1994