crime/Boston

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Miami looks north for lessons in living with less violence

By AMY DRISCOLL
And ANGIE CANNON
Herald Staff Writers

The word came straight out of Roxbury, one of Boston's most notorious, crime-ridden areas.

Juvenile crime is down. Gang activity is, too. And after years of funerals for teenagers, no one under 17 has been killed by a gun since July 1995.

Cities across the nation are calling to find out the secrets to Boston's success.

"It's a little John Wayne, a little Clint Eastwood," says Bill Stewart, a 20-year probation officer in Boston. "We told the kids: 'You aren't going to do this. You are going along with the program or we are going to take you down.' We went eyeball to eyeball, and they started blinking."

What happened was this: Everyone got very serious about stopping kids from killing each other.

For Miami — a city reeling from six children shot in the past six months, including a 5-year-old girl who died Thursday after being hit by a stray bullet — the Boston model looks a lot like a lifeline.

"We're extremely interested in what they are doing in Boston," said Rex Uberman, deputy secretary for operations of the state Department of Juvenile Justice in Miami. "It's a case

PLEASE SEE CRIMES, 9A

DAVID CANNON / KRT

OPERATION NIGHTLIGHT: Dorchester, Mass., probation officer John Owens, left, visits the home of a teenager on probation.

PROTECTING OUR CHILDREN

Boston curbed its juvenile crime; can Miami?

NIMES, FROM 1A

of: If they n do it, maybe we can, too." Dade Juvenile Court Judge D. uce Levy is even more upbeat. Can we do it? I don't see why t. We have a lot of the compo- nts in place already, and more the wings."

Though he views Boston's sults with caution, Levy is opti- istic about Miami's future. t's a matter of pulling all the eces together. And I think iami might be ready to do it."

The extent of the pressure comes clear just beyond his fice door. The Dade juvenile urthouse is cramped and bat- red, trash littering its corners id steps. Seats are always full, ockets always crowded. If liami finds an answer to the ris- g rate of juvenile crime, it will felt here first.

Last week, the judge notes, ickia Issac was shot in the head she walked home from a Mar- n Luther King Jr. parade in ner-city Miami. She was caught a stray bullet, police say, from gun fired in a dispute a half- ock away. Three people have en arrested; two are teenagers.

"A 5-year-old gets shot in the ead. How do you live with that? ow do you tolerate it?" Levy ks, knowing there is no answer. Everyone has the absolute right be safe. Yet a 5-year-old girl n't walk down the streets with- ut fear."

Reason for urgency

This is the point Miami has reached, the reason for the urgent tones when local and state leaders talk about Boston's approach. Gov. Lawton Chiles wants more information. Dade State Attorney Katherine Fernandez Rundle has said she would consider spearheading an organizing group in Miami.

"Based on the results that Boston is reporting, this is certainly something I would like to see attempted in Dade," she said. "It's attracting a lot of attention, and it sounds as though there is good reason."

Boston's effort has drawn praise from Attorney General Janet Reno and queries from almost 40 other cities, including Detroit, Philadelphia and Tallahassee.

What worked

Though Miami has significant differences from Boston — less defined gang activity, a more transient population, a much larger metropolitan area — the key to the approach seems to be one that is possible here:

A cohesive drive to solve the problem. Enforcement on one end and prevention on the other. An unrelenting push to include solutions at all levels.

Miami has many of these components in place or almost, in bits and in pieces, waiting to be drawn together.

For example, Dade County has a habitual offender program that targets offenders for more intensive supervision and tougher penalties. A new Juvenile Assessment Center, a one-stop facility encompassing everything from social services to punishment, is scheduled to open this summer.

And just last month, the city qualified for a technical assistance grant from the U.S. Justice Department that could serve as the umbrella for all these efforts and more, according to Levy.

"I think the Justice Department program could pull all these elements together," Levy said. "And that's critical. Cohesiveness of effort seems to be the main ingredient to the Boston effort."

New approach

To understand Boston's success, look at its police department. There, the new approach meant trying to solve problems instead of just reacting to them. Police also ditched an us-versus-them mind-set and overcame historic rivalries to form strong partnerships with federal law enforcement, state agencies, businesses and researchers..

There was the day, for instance, that Boston police chopped down "The Sneaker Tree," where the vicious Intervale gang had thrown 100 sneakers in the branches to mark its turf.

There was the day a 24-year-old street tough, Freddy Cardoza, was sent to federal prison for 20 years for possession of one cartridge.

There was the day — make that the night — police and probation officers started visiting the homes of youths on probation.

As a result, murders of Bostonians age 24 and under have dropped 71 percent since 1990.

Until its recent changes, Boston had been experiencing the same ebb and flow of crime as many metropolitan areas. When crack cocaine and gangs intensified in the late 1980s, Boston experienced a surge in homicides — in 1990, 152 people were killed, including 10 under age 17, by guns.

Operation Nightlight

One of the first — and most successful — steps began after a simple courtroom conversation between police officer Bobby Fratalia and the probation officer Stewart, who had 68 youths on his case load shot to death from 1990 to 1994.

Frustrated by what was happening on the streets, they wanted to make probation more meaningful and stop probationers from committing new crimes.

One night, Stewart joined Fratalia in his cruiser. Within hours, a youth who had just been released from prison was shot and killed.

Typically, those hanging around clam up after a shooting and will not tell the officers what they saw. But the kids — many on probation, violating their curfews — were shocked to see Stewart in their neighborhood at night. They opened up and provided information, fearing they might be sent back to jail for breaking curfew.

Thus was born Operation Nightlight in 1992, which pairs probation and police officers to make unannounced nighttime visits to juveniles' homes to enforce curfews and other court-imposed restrictions.

Police say the operation has increased probation compliance from 20 percent to 60 percent. Stewart says three youths on his case load have died since 1995, a dramatic drop from the 68 in the four previous years.

Operation Ceasefire

Another important part of Boston's success has been Operation Ceasefire, under which the Youth Violence Strike Force responds quickly and forcefully when gun violence occurs.

"At its root, it was that simple," said David Kennedy, a senior researcher at Harvard University who has been working with the Boston Police Department. "We said: 'Anybody hurts anybody, and we will stop the gang that did the hurting. Go home and tell your friends this is the way business will get done.' "

It was not a bluff: Last August, law enforcement agencies arrested 23 members of the Intervale gang, one of the city's worst, on federal charges.

Federal prosecutions

And that is another part of Operation Ceasefire: threatening young criminals with federal prosecutions for gun trafficking or repeat offenses.

The federal system — with faraway prisons and no parole — was not part of the world of street hoods.

When Cardoza was convicted as a career criminal for brazenly tossing one round of ammunition, he was sentenced to 20 years in the federal prison in Otisville, N.Y.

Police also began going after the source of guns for Boston teens. With new computer systems, police could feed information on seized guns to the federal Bureau of Alcohol, Tobacco and Firearms, enabling each gun to be traced to the original seller through serial numbers.

After a gun is traced, law enforcement can go after the people who illegally sold it to the juveniles.

President Clinton has announced that 15 other cities — in addition to Boston and New York — will participate in a similar gun-tracing project.

Miami would like to be on that list, officials say, but they know no single program will make the difference.

"If you can show people, 'Here's a place where it's working, here's a program with promise,' I think they'll back it," State Attorney Rundle said. "But they need hope that this can change. We have to harness support at a gut level, like nothing we've ever tried before."

Long Beach, CA

Press-Telegram

S SERVING THE SOUTHLAND

Winning war on youth crime

Violence: Boston's beating its gang problems with innovative programs similar to those in L.B.

By Angie Cannon
Knight-Ridder Newspapers

BOSTON – It's another slow night for Sgt. Isaac Thomas, patrolling the streets of notorious Roxbury. Not so long ago, his shift might bring gunshots, sirens and screams. Tonight's big excitement: Some kids ran a stop sign.

After years of funerals for teenagers, Boston has much to brag about. No one under 17 years of age has been killed by guns since July 1995. Cities across the country are calling to find out the secrets to Boston's success.

"It's a little John Wayne, a little Clint Eastwood," says Bill Stewart, a 20-year probation officer. "We told the kids: 'You aren't going to do this. You are going along with the program or we are going to take you down.' We went

PLEASE SEE BOSTON / A4

BOSTON: City tackles youth crime

CONTINUED FROM A1

eyeball to eyeball, and they started blinking."

What happened was this: the city banded together and everyone got very serious about stopping kids from killing each other. For the Police Department, that meant trying to solve problems instead of just reacting to them. The police also ditched an us-vs.-them mind-set and overcame historic rivalries to form strong partnerships with federal law enforcement, state agencies, businesses and university researchers.

"Boston is one of a number of cities that is having great success in controlling their youth crime problem," says James Alan Fox, dean of Northeastern University's College of Criminal Justice, who is releasing a report on the issue next week.

"Boston has balanced prevention strategies with intervention and enforcement," he says. "It is not a fluke."

There was the day, for instance, Boston police chopped down "The Sneaker Tree," where the vicious Intervale gang had thrown 100 sneakers in the branches to mark its turf.

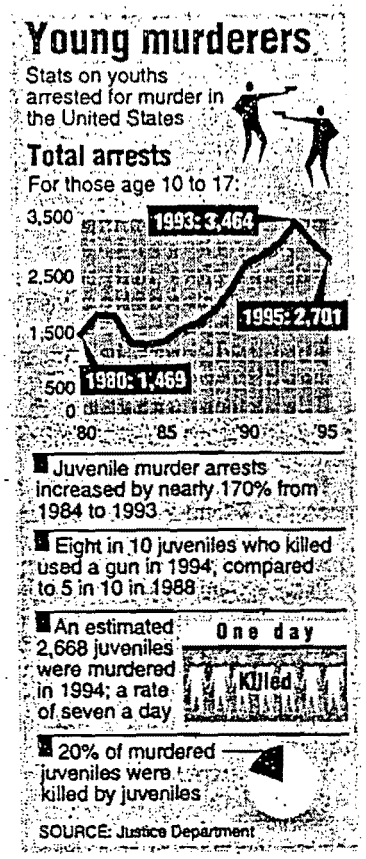
There was the day a 24-year-old street tough, Freddy Cordoza, was sent to federal prison for nearly 20 years for possession of one bullet.

There was the day that police and probation officers started visiting the homes of youths on probation at night.

As a result, murders of Bostonians 24 and under have dropped 71 percent since 1990, and Police Commissioner Paul Evans says with a shrug of his shoulders: "I've got cops complaining they are bored in our toughest neighborhoods. I say to them, 'You have no one to blame but yourselves.' "

What makes Boston's story important is that nationally, juvenile violence has been climbing. For 10 years, murders committed by kids soared nearly 170 percent. Although the national juvenile murder rate has dropped in the last few years, it still is markedly higher than it was in 1986. And the problem is spreading: while city rates are declining, murder arrests in suburban counties are growing.

Criminologists cite Boston's approach as a model for other cities. The city's effort has drawn praise from Attorney General Janet Reno and queries from nearly 40 other cities, including Detroit, Miami, Philadelphia and Tallahassee.



Knight-Ridder Tribune/QUIN TIAN

Many of the programs being used in Boston are being used in Long Beach, where nine youngsters under age 17 were shot to death in 1996, two more than in 1995.

"We have a number of programs that follow along those lines, from midnight basketball and PAL (the Police Athletic League), to our parole sweeps and our selective enforcement programs in patrol," said Administrative Lt. Mike Hill.

The programs, he said, include a federal gang task force that has targeted some gang activity and put some major gangsters in prison for a number of years, and a court injunction against one notorious street gang.

"No single program will do the trick," Hill said, adding, "We're willing to try anything."

It wasn't always this quiet in Boston. As crack cocaine and gangs intensified in the late 1980s, Boston experienced a surge in homicides – in 1990, 152 people were killed, including 10 under age 17 by guns.

One of the first – and most successful – steps began after a simple courtroom conversation between police Officer Bobby Fratalia and the probation officer, Stewart, who had 68 youths on his probation case load shot to death from 1990 to 1994. Frustrated by what was happening on the streets, they wanted to make probation more meaningful and to keep probationers from committing crimes again.

The youths involved in the killings, either as victims, shooters or witnesses, already had been in trouble with the law. Many were on probation, but didn't take it seriously because nighttime curfews and boundary restrictions weren't enforced by the police. Yet the kids saw their probation officer as someone with tremendous power to send them to jail.

One night, Stewart joined Fratalia in his cruiser. That night, a youth who had just been released from prison – someone Stewart knew – was shot and killed. Typically, those hanging around clam up after a shooting and won't tell the officers what they saw. But the kids – who weren't supposed to be there – were shocked to see Stewart in their neighborhood at night instead of behind his desk. They opened up and provided information, fearing they might be sent to jail for breaking curfew.

Thus was born "Operation Nightlight" in 1992, which pairs probation and police officers to make unannounced night visits to juveniles' homes to enforce curfews and restrictions imposed by the courts. Police say it has increased probation compliance from 20 percent to 60 percent. Stewart says three youths on his case load have died since 1995.

Another important part of Boston's success has been a program known as "Operation Ceasefire," under which the Boston police's Youth Violence Strike Force responds quickly and forcefully when gun violence occurs. Besides meeting with community members, police officers met with gang toughs and told them the cops would be in their faces if the violence didn't stop.

It wasn't a bluff: last August, the law enforcement agencies arrested 23 members of the Intervale gang, one of the city's worst groups, on federal charges.

The federal system – with no parole and faraway prisons – was not part of the world of street hoods. When Cordoza was convicted as a career criminal for the possession of one bullet, he was sentenced to 20 years in a federal prison. The word spread fast. As one teen put it: "Twenty years for one bullet! People should be scared. That's your whole life!"

It all appears to be making a difference.

"It has quieted down a little," said Steve, 22, who lives in Roxbury and asked that his last name not be used because he fears gang reprisals.

"People before were so scared to come outside. Now, they feel a lot safer to come out."

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STORY PAGE

Juvenile crime bill puts teens at risk, study finds

July 9, 1997
Web posted at: 10:23 a.m. EDT (1423 GMT)

WASHINGTON (Reuter) -- New legislation aimed at making it easier to lock up juvenile criminals with adult prisoners would place thousands of teen-agers at risk for rape and assault by adult prisoners, a study released Wednesday by the Justice Policy Institute found.

The Senate Judiciary Committee is due to vote Thursday on the "Violent and Repeat Juvenile Offender Act of 1997," which would make it easier to prosecute minors as adults.

The JPI study said young people incarcerated with adults were eight times more likely to commit suicide in adult jails.

Juvenile offenders were also five times more likely to report being raped and sexually attacked, twice as likely to report being beaten by prison staff and 50 percent more likely to be attacked with a weapon, the study found.

"Clearly, the new juvenile crime bill will put thousands of kids into an environment where they face real and devastating risk," JPI researcher Jason Ziedenberg said in a statement.

Republican legislation would make it easier to prosecute young offenders under the age of 18 as adults and could force states to transfer large numbers of young offenders to adult prisons in order to be eligible for federal funds.

The JPI report cited a substantial body of research which it said showed that placing youths in adult institutions leads to increased criminal behavior after their release.

Currently, about 4,000 juveniles are sentenced to adult prisons and 65,000 children pass through the juvenile jail system each year, but there is very little information on rape, suicide and assault rates.

The report also said young offenders tended to fit the "prototype" of a prison rape victim. As the youngest, and often smallest, inmates on the block, they will likely face the greatest risk of being sexually attacked.

As a result, JPI recommended that Congress launch a two-year state-by-state evaluation of the changes in America's juvenile justice system and hold off on the juvenile crime legislation for now.

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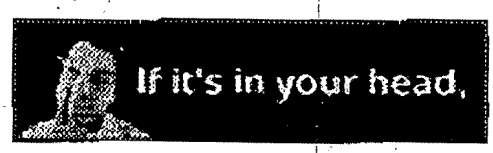

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The New York Times

In Boston, Nothing Is Something

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

By FOX BUTTERFIELD

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

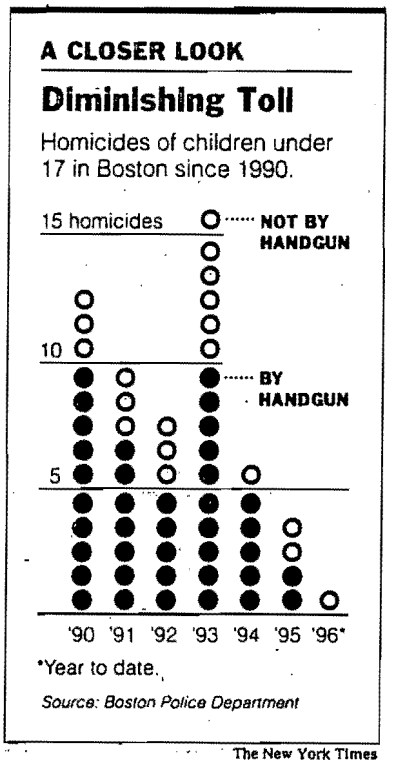
Given the complexity of the crime problem, no one can say definitively why so few young people have been killed here, and one or two years is too short a time to pronounce success. But the police, public officials and criminal justice experts point to an innovative and inexpensive set of strategies that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

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

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

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

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



The New York Times

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

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

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

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

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

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

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

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

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

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

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

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CONTINUATION

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

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

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

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

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

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

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

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

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

From a casual courtroom talk, a strategy was born.

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

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

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

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

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

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

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

The Boston Globe

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Boston's falling murder rate

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

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

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

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

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

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

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

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

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

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

BOSTON HERALD

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

Murders sink to 30-year low

Hub's top cop lauds programs

By ANN E. DONLAN

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

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

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

Guns have not killed a single juvenile this year, compared with 16 juvenile homicides just three years ago. The department considers juveniles anyone younger than 17.

Turn to Page 6

Hub's murder rate falls to 30-year low

From Page 1

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Hub murder rate

Year	Homicide
1964	52
1965	57
1966	58
1967	71
1968	102
1969	91
1970	114
1971	116
1972	104
1973	135
1974	134
1975	119
1976	81
1977	75
1978	71
1979	92
1980	91
1981	100
1982	93
1983	90
1984	82
1985	88
1986	106
1987	75
1988	95
1989	100
1990	152
1991	113
1992	76
1993	98
1994	85
1995	96
1996	61*

* As of yesterday

Herald chart

Metro | Region

THE BOSTON GLOBE • MONDAY, JULY 22, 1996

Team effort slows tide of youth violence in city

By Indira A.R. Lakshmanan
GLOBE STAFF

When 15 young troublemakers arrived at Dorchester District Court for a meeting authorities called in May, they swaggered in with the confidence of hoods who know no fear.

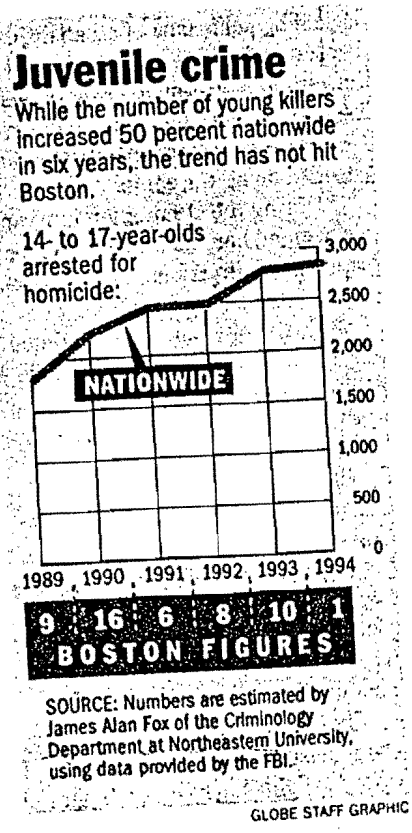
What they saw stopped many in their tracks: a long row of suits and blue jackets from agencies they had never seen in one room – the US attorney; Suffolk district attorney; state attorney general; Boston police; Alcohol, Tobacco and Firearms; Drug Enforcement Administration; parole; probation; and school police.

In the courtroom where many of the teen-agers had stood trial, they were warned that these agencies were sharing information to help solve the slayings of two young men in their neighborhood. And they learned of Freddy Cardoza, a notorious 19-year-old from Roxbury who was sent away in March for 20 years without parole for carrying a single bullet in his pocket.

For a moment, there was silence. The message was taking root: next time, that could be you. Since then, word has spread, and the Bowdoin Street neighborhood where the young men live has been remarkably free of gunfire. About 30 teen-agers have even come to youth workers for help finding jobs.

"Twenty years for one bullet! People should be scared. That's your whole life," said Keon, 17, one of many Dorchester youths inter-

VIOLENCE, Page B4



■ VIOLENCE
Continued from Page A1

viewed on a recent night who heard of the meeting. Koon would not give his last name.

"People have been calming down since then. It's got to do with everyone – courts, probation, people getting locked up. I've seen a lot of people changing their lives," said Javier Medina, 18, of Dorchester, a former delinquent who turned away from gangs. His brother did not, and was murdered last year.

The courthouse scare, and its impact, are part of a mosaic that has made Boston a national model for controlling youth violence. As juvenile violent crime has soared out of control in the last decade across the United States, Boston has been an exception.

The number of teen-age murderers has remained low and fairly stable here in the last several years. In fact, the number fell in 1994, even as the teen-age population in Boston rose and the teen-age murderer rate climbed steadily in other major cities.

Police, prosecutors and youth workers say cities looking to Boston as an example shouldn't copy just one initiative, such as Boston's project to trace illegal guns through serial numbers, which drew national attention last week when President Clinton announced he would replicate it in 17 cities.

Rather, Boston's success has grown out of partnerships between law enforcement agencies and community groups, all focused on a three-pronged approach: preventing youngsters from turning to crime, intervening to turn delinquents around, and when all else fails, tough enforcement.

The approach is a case study in community policing. It means Boston police aren't just locking up criminals, but are recruiting at-risk youngsters into summer camps, driving them on college trips and taking them whitewater rafting.

"For a long time, it was an 'us vs. them' mentality," said Boston Police Commissioner Paul F. Evans. "Now officers are getting to know these kids, and I think it's paying dividends."

Among the coalitions that have formed in the past few years:

■ Summer of Opportunity, a joint venture since 1994 of the Boston police, John Hancock Mutual Life Insurance Co. and Northeastern University that provides jobs and life skills training for 40 gang-involved youths a year.

■ Operation Night Light, a partnership between Dorchester probation and Boston anti-gang officers that started in 1992 and spread to 15 courts statewide. Probation officers ride with police to verify if their charges are making curfew and staying out of trouble. After Night Light began, the rate of probation violators sent to South Bay House of Correction doubled.

"Ten years ago, police didn't talk to probation, probation didn't talk to police. Everyone had their own way of doing things," said Bill Stewart, the probation officer who founded Night Light. "Now we're like this with the cops," he said, intertwining his fingers.

GLOBE PHOTO / EVAN RICHMAN

Boston Police Officer Kenneth Grubbs meets with the girls basketball team that he coaches as part of the department's Youth Service Program, which was established in 1993 to help curb juvenile crime.

"It's like knitting together a quilt – all these pieces add up," said Suffolk District Attorney Ralph C. Martin 2d. "Together, do they have a much larger effect? I don't know yet. ... But maybe we're on to something."

The problem

In the late 1980s, as juvenile violence soared in major cities, most of them were caught off guard. Between 1988 and 1994, juvenile arrests for violent crime increased 50 percent. The murder rate by 14- to 17-year-olds based on population nearly tripled in the last decade, from 1,335 murders in 1986 to 2,816 in 1994.

Many police departments, including Boston's, had become far removed from the cop-on-the-beat policing of earlier decades in which officers knew the troublemakers in the neighborhood. Instead, departments floundered with reactive 911-style policing that couldn't stem the often capricious youth violence.

Reeling from a surge in homicides in 1990 – especially of young people – Boston officials at first refused to admit the city had a gang problem. Eventually, agencies began to focus special teams on youthful offenders.

But it wasn't until about four years ago that law enforcement agencies began to form partnerships with each other, and with the community, that have apparently made inroads against the problem. Murders by teen-agers in Boston rose slightly, from eight in 1992 to 10 in 1993, then fell to one in 1994, even as the teen-age population climbed by 1,000, according to James Alan Fox, dean of the college of criminal justice at Northeastern University.

Similarly, arrests of juveniles for violent crimes in Suffolk County fell 19 percent from 1991 to 1993.

Law enforcers and community members alike credit the newly formed police partnerships: with ministers who once lambasted officers for randomly stopping young black men; with social service groups that police formerly dismissed as "soft on crime"; with schools police once blamed for not keeping youths in line.

The coalitions have yielded more trust of authorities, say neighborhood leaders, who praise the multi-agency Youth Violence Strike Force officers for befriending teen-agers and learning more about the home lives that produce gang members.

"If you were in some of these homes, you'd probably be on the streets doing crazy things, too," said Boston Police Officer Greg Brown of the Strike Force. "The schools aren't properly equipped to train these kids. Some haven't had a checkup since they were 5. Others never get a decent meal. They get no morals at home. They need help."

The City of Boston Streetworkers sponsor a basketball league for gang members that teaches conflict resolution, computers and job skills. Police estimate Boston has 75 to 100 gangs with 2,000 to 3,000 members. The league involves 150 teen-agers, many lured by the offer of free sneakers from Reebok.

"People make fun of Peace League Basketball," Evans said. "But if it works, do it."

Prevention

Many Boston officers weaned on old-time reactive policing are now echoing their chief's message.

The cornerstone of the department's efforts against juvenile crime is the Youth Service Program, established in 1993. Youth Service officers take young people to Red Sox games, run a youth choir and teach drug and gang resistance in schools. They started bowling and basketball leagues, and issued trading cards picturing police officers to encourage interactions and friendships between children and cops. Police estimate they have reached 10,000 young people through the program.

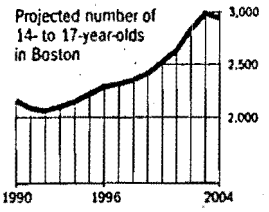
Meanwhile, officers in the Strike Force, the unit that makes most gang arrests, decided to focus energy on younger kids not yet in trouble. In the last few years, they raised money and recruited as many as 700 children a year to summer camps.

Similarly, the Boston Police Student/Youth Athlete Program provides college mentors for 200 youths at five area universities.

"If you asked me five years ago, 'What's the answer to youth violence?' I'd say, 'Lock them up,'" said Boston Police Detective Bobby Fratalia. "But we've realized we can't do it alone, and we need to give young kids alternatives to crime."

Youth population

Controlling youth crime may be more difficult in the coming years, if the population grows as expected.



SOURCE: James Alan Fox, Criminology Department at Northeastern University

GLOBE STAFF GRAPHIC

Intervention

Operation Night Light is perhaps the most widely-known intervention program aimed at intercedding when a young person is already in trouble, to prevent a downhill slide. Stewart calls it "Operation Give a Kid a Hug," because much of their work, he said, is to support teen-agers in distress and their struggling parents.

Stewart said officers have taught some male clients to care for their new babies, and have stood up for others who were being beaten by their mother's boyfriends.

The results are plain to Stewart. Between 1990 and 1994, 68 of his 1,000 "clients" were killed. Since 1995, he has lost only three.

The trust built up between young people and authorities has had a ripple effect. One teen-ager tipped off his probation officer about illegal guns being smuggled into town. That sparked a plan to stop gun trafficking, Operation Scrap Iron.

Through Scrap Iron, police and US Attorney Donald K. Stern singled out six major gun traffickers allegedly responsible for bringing hundreds of guns into the hands of Boston teen-agers.

Authorities have also gotten to know gangs and their disputes well enough to prevent some explosions. Last week, they sent police, probation officers and prosecutors to visit a young man in jail, to discourage him from retaliating for his brother's recent murder when he is released.

Enforcement

Authorities are also enforcing tougher laws on those young people who don't go straight. A new state law mandates six months of incarceration for any juvenile caught with a gun, and stringent federal laws allow authorities to target young career criminals such as Cardoza with unforgiving sentences.

Police also have begun to debrief every person arrested with a gun to learn its source. They pass that information on to Alcohol, Tobacco and Firearms, which traces its origin. Harvard University researchers are analyzing the data, as well as the effectiveness of interagency partnerships against gun crime.

For youths who seem amenable to rehabilitation, authorities have developed the Alternatives to Incarceration Network: drug-abuse counseling, job placement and violence prevention.

Delinquents who pose a threat to the community have been targeted in surprise warrant sweeps. After two recent slayings in the Bowdoin Street area, for example, authorities interviewed 70 youths, arrested 10, seized guns, served warrants, did 38 home visits and took 10 people into custody on probation violations.

Despite these inroads, Evans said he hesitates to crow about success. On July 8, the day Boston was honored at the White House for having no youths under age 17 shot to death this year, six young people were injured in shootings here.

And some in the justice system, such as Roxbury public defender Joshua Dohan, say most of the credit belongs not to the police, but to the Department of Youth Services, the state's juvenile justice agency, which was hailed last year as a national model for rehabilitating young offenders.

"When DYS is working at its best, they're the ones who make a big difference," Dohan said.

Fox warned that Boston's efforts on all fronts need to be strengthened as the teen-age population swells over the next decade, from 23,000 this year to 30,000 in 2005.

"The good news is that as other cities have seen a doubling of teen victims and killers, it hasn't happened here," Fox said. "But it's still too early to celebrate."

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

THE NATION

Boston hasn't had a juvenile homicide in '96

City credits police programs with steering teens away from crime

By Gary Fields
USA TODAY

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

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

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

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

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

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

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

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

Among the steps:

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

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

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

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

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

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

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

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

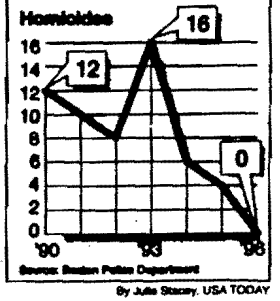
"When they see kids aren't killing each other over a pair of sneakers or a challenging glance, they see we can make a difference and they stop the self-fulfilling prophecy," says Northeastern University criminologist Jack Levin.

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

▶ Issues Roundtable, 7A

Boston youth slayings drop

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



Source: Boston Police Department

By Julie Stacey, USA TODAY

The Birmingham News
EDITORIALS
Wednesday, January 29, 1997

Boston common sense

Birmingham ought to be taking a hard look at the way Boston is handling its youth crime problems

No youth under the age of 17 has died by gunfire in Boston since July of 1995. Last year, the murder rate there among those under 24 years old dropped by 70 percent.

Contrast that to Birmingham, where in 1996 children under 16 committed 28 murders. That's an increase of 133 percent over the year before.

The kind of good news Boston is getting is no accident. That city is doing things right, and Birmingham ought to be finding out what they are.

Boston police say it's not rocket science. What they've done, they told reporter Henry Goldman of Knight-Ridder newspapers, is combine aggressive crime fighting strategies with community help programs.

You start from the bottom up, said Police Commissioner Paul F. Evans. Evans says he first began by asking anti-gang police officers what they needed most.

When the answers came back — jobs and more recreational opportunities — the department spent months working with churches and corporations to set up programs. One important one produces summer jobs paid for through corporation sponsorship and police fund-raising.

Secondly, the department has tried to keep a very close eye on the most dangerous youths, finding that most of those who end up as killers had extensive contact with the juvenile justice system before they killed.

It also uses state-of-the-art ballistics to track down the history of every bullet, shell and gun that falls into its possession.

And finally, it has used a much closer alliance between police and probation officers to help solve crimes and enforce rules. It began when one police officer noticed how much more information could be gotten at a crime scene if a probation officer questioned youths he recognized.

Police and probation officers also work together in Operation Late Night in which both get extra hours to check children on the street and make surprise inspections at homes of youngsters on probation to make sure they are obeying curfews.

Since it began, the number of probation violators jailed has tripled. Probation is no longer considered a joke.

These are not tough things to do. They're not expensive. All it takes is the investment in enough time to find out the details of what Boston is doing that we're not.

What are we waiting for?

To: Leanne 456-7028 From: Kinney Zalesne, OAG, DOJ (514-9665)

If trends continue as they have over the past 10 years, juvenile arrests for violent crime will more than double by the year 2010

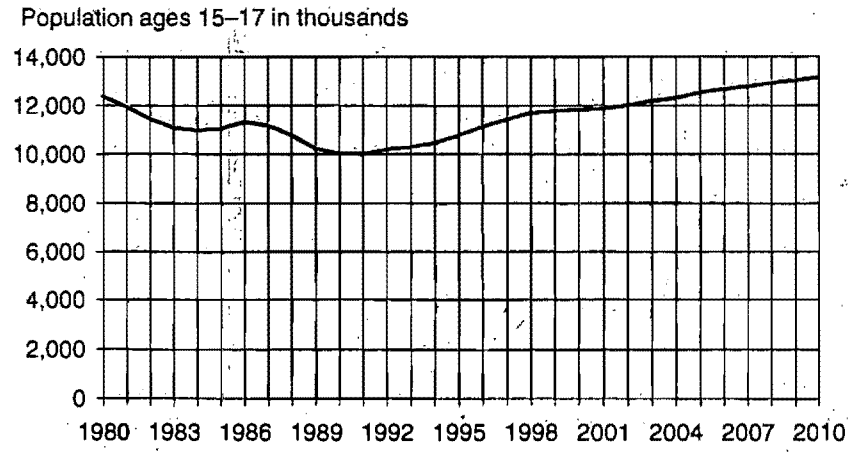
How many juvenile violent crime arrests will there be in 2010?

The accuracy of juvenile violent crime arrest projections rely on the appropriateness of the underlying assumptions and the validity of existing data. In *Juvenile Offenders and Victims: A National Report*, two projections were developed using different assumptions. Both were based on the FBI's published age-specific arrest rates and the population projections developed by the U.S. Bureau of the Census. Both controlled for racial variations in violent crime arrest rates and population trends.

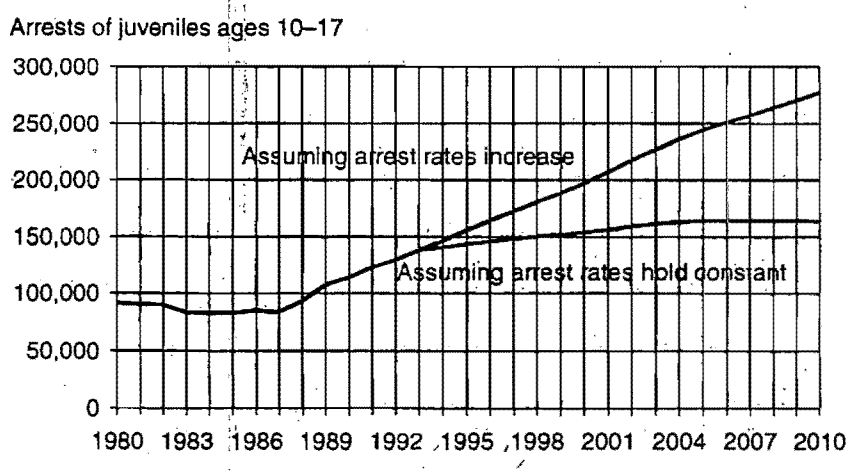
The first projection assumed that the rates of juvenile Violent Crime Index arrests through 2010 would be equal to the rate in 1992 — the latest year for which FBI age-specific arrest rates were available. Under this *constant arrest rate* assumption, the report projected that the number of juvenile Violent Crime Index arrests would increase 22% between 1992 and 2010, corresponding to the projected growth in the juvenile population.

In contrast to the *constant rate* assumption, the report presented a second projection based on the assumption that juvenile arrest rates would increase annually as they had in the prior ten-year period. Under the assumptions of population growth and *increasing arrest rates*, the number of juvenile Violent Crime Index arrests was projected to double by 2010. The projected growth was expected to vary across offense categories, with the number of juvenile arrests for murder increasing 145% over the 1992 level, forcible rape arrests increasing 66%, robbery arrests up 58%, and aggravated assault arrests up 129%.

The population of juveniles ages 15–17 declined from the mid-1970's to 1991, then began to rise, and is projected to increase 31% by 2010



If Violent Crime Index arrest rates for juveniles ages 10–17 increase in the future as they did from 1983–1992, arrests will more than double by 2010



Data sources: FBI. (1994). *Age-specific arrest rates and race-specific arrest rates for selected offenses 1965–1992.* Bureau of the Census. (1993). *Current population reports, U.S. population estimates by age, sex, race and Hispanic origin: 1980 to 1991.* (1995). *Current population reports, U.S. population estimates by age, sex, race and Hispanic origin: 1992 to 2050.*

New 1994 data indicate that both projections may be low

Under the *constant rate* assumption, it was predicted there would be 141,300 juvenile Violent Crime Index arrests in 1994. Under the *increasing rate* assumption, 147,000 arrests were predicted. Based on data in *Crime in the United States 1994* there were 150,200 arrests, more than even the higher projection had expected.

May 27, 1997

MEMORANDUM TO: Bruce Reed
Elena Kagan
Jose Cerda
Leanne Shimabukuro
Christa Robinson

FROM: Rahm Emanuel

SUBJECT: FYI - Boston crime rate article.

U.S. Department of Justice
Office of Intergovernmental Affairs

Office of the Director *Washington, D.C. 20530*

FACSIMILE COVER SHEET

TO: Rahm Emanuel

FROM: Nicholas M. Gess, Director
Office of Intergovernmental Affairs
U.S. Department of Justice
950 Pennsylvania Avenue, NW, Room 1340 Main
Washington, DC 20530-0001
(202) 514-3465 (office)
(202) 514-2504 (facsimile)
EMAIL: gessni@justice.usdoj.gov

DATE: 5/27/97

SUBJECT: Boston Crime Rate

PAGES: 3 (including this cover sheet)

REMARKS: Rahm - Note that the Boston crime rate dropped to its lowes in 29 years according to today's Boston Globe. Menino and Evans credit community policing, etc. Nick

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Number of crimes down in Boston for first three months of year

Associated Press, *05/27/97 06:23*

BOSTON (AP) - The number of crimes committed in Boston during the first three months of this year dropped to a 29-year low, and that has Mayor Thomas M. Menino calling for lower insurance rates.

There were 2,218 fewer victims of crime in the city during the first quarter of this year than during the corresponding period last year, a drop of 20 percent, officials reported Monday.

Menino and Police Commissioner Paul F. Evans said the decrease resulted from the Neighborhood Policing program of cooperation among police, residents, businesses and the Suffolk County District Attorney's office.

Meanwhile, Menino questioned why auto and home insurance rates are not going down, and told The Boston Globe he will write to the state Group Insurance Commission to try to get rates lowered.

State Insurance Commissioner Linda Ruthardt said the new crime figures would not affect rates immediately, but don't hurt.

The city said there were 16 percent fewer violent crimes in the city during the first three months of this year than during the first three months last year.

Those crimes include homicide, rape, attempted rape, robbery, attempted robbery and aggravated assault, and there were fewer of them than at any time since 1973, according to the report.

There were 21 percent fewer property crimes during the first quarter of this year compared with 1996.

Burglary, larceny, vehicle theft and attempts at those crimes are counted as property crimes. The number of burglaries and vehicle thefts were the lowest in the 33 years that police have compiled statistics.

``Boston has developed a model for attacking and reducing crime which has been recognized nationally," Menino said.

``Residents, community organizations, institutions and the business community have all recognized that as partners with the Police Department, we can reduce crime and improve the quality of life in every section of our city," he said.

``Our efforts to take a comprehensive approach to the problems of crime and disorder, focusing on prevention and intervention as well as enforcement, are showing consistent results over a period to time," said Evans.

``This has certainly gone on long enough that it's not a fluke. The drops have been significant for the last two years," he told the Boston Herald.

``At some point we have to bottom out, but obviously we're not at that point yet. My sense is that the trend is continuing," he said.

However Edith Flynn, a Northeastern University professor of criminal justice, told the Globe that criminologists have anticipated a drop in crime for years because there are fewer males aged 13 to 24, the group that commits most crimes.

That population will increase early in the next century, and crime may increase with it, she said.

And, she said, things may get worse because younger children are committing crimes; there is a lack of school programs dealing with juvenile crimes, and there will be fewer non-professional jobs for young people.

``The vulnerable age is getting younger," she said. ``We need to get to the kids in a timely fashion, and I don't see that happening."

However she recognized the role of the Police Department in reducing crime and said, ``the news is good, and people have a right to enjoy it."

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The Boston Globe boston.com

Metro | Region

Youth, 16, slain; first in Boston in nearly 2.5 years

By Francie Latour and Matthew Taylor, Globe Staff, Globe Correspondent, 12/12/97

A 16-year-old Dorchester boy was shot to death last night, and the bullet that ended his life also ended a stretch of nearly two-and-a-half years without a single juvenile homicide in Boston.

Eric Paulding, who lived in the Franklin Field housing development, was a mile from his home when he was shot in the chest. He had walked to a house on Wilbert Circle to visit a girlfriend and some friends.

The teenager, shot once by a suspect from the courtyard parking lot, stumbled up the stairs to the back door, knocked, entered, and collapsed inside the two-story house, where police said they found him at 7:50 p.m. Paulding was pronounced dead at Boston Medical Center at 8:51 p.m.

A property manager for several buildings in the area, including the house where Paulding collapsed, said last night that violence there was rare.

In fact, until last night, juvenile homicide had become nonexistent throughout the city: No one under age 17 had been killed by a gun or a knife in Boston since July 1995.

The remarkable 29-month stretch focused nationwide attention on the city, and the multipronged strategy that officials credit for it - tough enforcement, community policing, coalition-building with religious and youth leaders - became a model that cities like Minneapolis copied directly.

Last night, Police Deputy Superintendent Pervis Ryans said there were several witnesses to Paulding's shooting and that an arrest was imminent.

Police are also investigating the possibility that Paulding knew his assailant. The youth was unarmed when he was shot and had no known criminal history, Ryans said.

Ryans described the circumstances leading to the killing as an "ongoing dispute" between two groups, but said police were not investigating it as gang-related.

Last night, the urban cul-de-sac of Wilbert Circle, which neighbors

LOTTERY
Daily
2830 (Thurs)
Mass Millions
10, 14, 22, 40, 43, 49
*Bonus:*37 (Dec. 11)
Megabucks
15, 22, 31, 33, 38, 39 (Dec. 10)
Mass Cash
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NATION | WORLD

described as a safe, quiet place to live, became a field of sirens and yellow tape.

"All I heard were two screams," said a neighbor on Wilbert Circle who did not want to be named. "Then, all the police showed up."

Last September, Attorney General Janet Reno visited with Boston police, probation officers and youth workers, marking the city as an anticrime incubator for the nation to watch. And President Clinton, in a visit last February, lavished praise on the efforts as the city's crime rate plummeted to a 32-year low.

"All across the country, children are still killing children for shoes, for clothes, for turf," said Clinton. "How I pray" that what has happened in Boston "could happen in every city in America."

Before last night's killing, Cassius Love was the last teenager under 17 to die here by a weapon. Love, also 16, was gunned down on July 10, 1995, while standing with a friend on Catawba Street.

Reached at his home last night, Mayor Thomas M. Menino said he was talking with aides in response to the slaying and would have no comment until later today.

Youth workers and antiviolence advocates reeled last night at news of the killing.

"There is never a good time for a streak like this to end," said Harlan Jones, who works with youth as executive director of Citizens for Safety. "People in the antiviolence movement were so proud that we had gone this long without a young person being killed in this way. Our hearts go out to the parents of this person's family."

Even as he mourned the end of a streak that had fueled youth workers' hopes, Jones said he was under no illusion about the incredible odds Boston has faced.

"People who work with kids understand it's a day-to-day thing and that any day this streak could end," Jones said. "We've never lost sight of the fact that we are fighting against the tide."

Reached at his Dorchester home last night, Rev. Eugene Rivers, co-founder of the Ten Point Coalition, said bleakly: "Eventually, we were going to have a homicide and something like this had to happen."

But, he said, "this one incident in no way should invalidate the last 29 months of success and luck that we have had with deaths of kids under 17."

Globe correspondent Joe Ryan contributed to this report.

This story ran on page A01 of the Boston Globe on 12/12/97.
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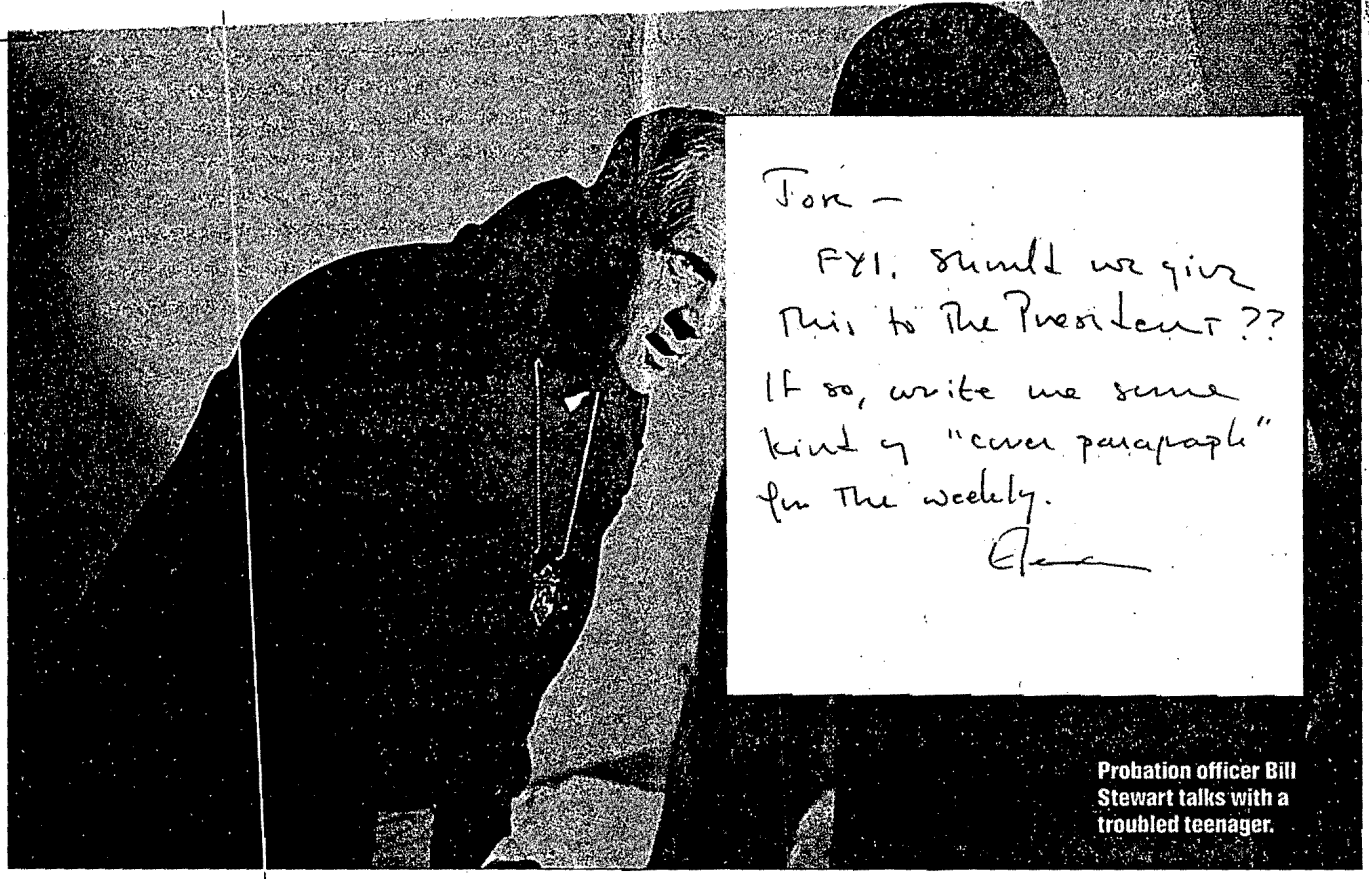


Tom –
FYI. Should we give this to The President??
If so, write me some kind of "cover paragraph" for the weekly.
Elena

Probation officer Bill Stewart talks with a troubled teenager.

10 How to keep young toughs from committing violent acts

Swift and certain punishment

BY GORDON WITKIN

Deterrence is the oft-stated intent of "zero tolerance" crackdowns on crime. But after the mayor steps away from the podium at the televised press conference, in many cities nothing much seems to change. Why? Local criminal justice systems often are fractured and disorganized: Cops don't talk to probation officers and want nothing to do with social workers; nobody wants to work with the feds. And most systems don't keep their promises very well: Crime isn't followed by punishment for years, if at all.

But what if a criminal justice system did keep its promises? What if a crackdown was broadly organized, its goals tightly focused, the rules clearly articulated to young toughs, and the enforcement swift and certain? In Boston, they're finding out, and the results are astonishing. This year's murder total—42—is a 36-year low. Nationwide, murders among crime-prone 14-to-24-year-olds fell 10 percent between 1990 and 1996, according to James Alan Fox of Northeastern University's College of Criminal Justice in Boston. By comparison, in Boston during that same time, homicides within the same age group plunged 65 percent. Until a shooting earlier this month, not a single juvenile had been killed with a gun in Boston in nearly 2½ years.

As recently as 1990, ruthless gangs terrorized the neighborhoods of Roxbury, Dorchester, and Mattapan, sending the murder total, which had been 100 or less for years, soaring to a record 152. People wondered whether Boston "would cease to be a viable city," says police Commissioner Paul Evans.

Instead, the crisis prompted a revolution in the way the local criminal justice system dealt with young offenders. First, the Boston police began working in 1991 with the Treasury Department's Bureau of Alcohol, Tobacco, and Firearms (ATF) to halt the flow of guns to gang members. Gang toughs have a predilection for new guns, and the ATF can access records kept by retailers of most new gun sales. So the police asked the ATF to trace the firearms seized from young offenders. In one case, the initiative led the police to a Boston native who bought guns in Mississippi—where he was attending college—and then resold them to youths in the Wendover Street section of Dorchester. Following that one arrest, the number of shootings in the area dropped off.

In Boston, homicide among crime-prone 14-to-24-year-olds has plunged 65 percent.

Cold calls. Chilly relations between Boston's cops and probation officers also thawed. Before the détente, the cops looked down on the probation officers as ineffectual—and often with justification. Most worked 9 to 5 and rarely left the office to check up on their troubled probationers. As a result, many conditions of probation, including nighttime curfews, weren't enforced. But at a meeting in the summer of 1992, veteran probation officer Bill Stewart pointed out that his colleagues could do a few things that cops couldn't—like search probationers' residences and arrest them without a warrant. The discussion led to a collaborative effort

ANDREW LICHTENSTEIN—SYGMA FOR USN&WR

ANDREW LICHTENSTEIN—SYGMA FOR USN&WR

Boston Community Centers streetworker Dorzell "Chops" Porter (left) visits with neighborhood youths.

called Operation Nite Lite in which cops and probation officers make nighttime visits to high-risk probationers. If the probationer isn't home, officers may leave a mint and a business card on his bed. Two or three missed curfews, and the youth is tossed in jail. "This put the bite back in probation," says Stewart.

In the wake of these successes, law enforcement officials were receptive when, in 1994, a team of Harvard researchers asked them to cooperate on a study of the roots of youth violence and how best to counter it. The team put together a working group composed of local, state, and federal enforcement and probation officers as well as youth outreach specialists, known as "streetworkers." After 18 months of study, the group concluded that the violence wasn't linked to the drug trade, as some had thought. Instead it appeared to be an outgrowth of arguments among Boston's 1,300 gang members.

The working group designed a novel law enforcement strategy that has proven to be very effective. Called Operation Ceasefire, it rests on the idea that potential offenders won't commit violent crimes if police can convince them that violence truly will not be tolerated.

To establish the credibility of Operation Ceasefire, members of the police working group timed the kickoff to coincide with a crackdown on the Vamp Hill Kings, a gang whose internal battles had been terrorizing Dorchester's Bowdoin Street. In the spring of 1996, the Boston Police Youth Violence Strike Force blanketed the neighborhood to squeeze the drug trade. Operation Nite Lite visits were stepped up. A gun possession case that normally would have been handled by local prosecutors was taken federal instead, and one King was deported.

Bowdoin Street was quieter than it had been in months by the time the working group held its first "forum" at the Dorchester Courthouse in mid-May. Bill Stewart, the probation officer who was chairing the meeting, opened with a simple statement to the audience, which was composed mostly of Kings: The authorities are working together now. We know we can't stop all of your criminal activity, but it's a new day in regard to *violence*—especially shootings. Our response to violence will be rapid, powerful, and predictable.

As an example of the treatment gang members could expect if they violated the new edict, Stewart held up the recent case of Freddie Cardoza, a member of another gang, who had a long record of violent crime. Cardoza had just been convicted under the federal armed, career-criminal statute for possession of one bullet and sentenced to 19 years in federal prison. A stony silence pervaded the room as an assistant U.S. attorney explained that Attorney General Janet Reno had become very interested in gang violence, federal penalties for gun crimes were years long, parole had been eliminated in the federal system, and federal time would be served not in Massachusetts with their buddies but at a federal penitentiary someplace like Lompoc, Calif.

Operation Ceasefire doesn't attempt to curb all illegal activity, just violent crime.

"State or federal?" "Criminal justice normally sends these incredibly vague messages to large populations," says David Kennedy of Harvard's Kennedy School of Government. "This was a very specific message to a very small group."

Word of that first forum spread rapidly through Boston's gang community. Several times during the summer of 1996, law enforcement officers were able to defuse budding tensions among gang members by reminding them they would be next to go to jail if they tried to settle their arguments with guns or knives.

Roxbury's Intervale Posse—a crack gang believed responsible for a string of armed robberies that summer—didn't heed the warnings. On Aug. 29, 1996, the Boston police, working with the U.S. Drug Enforcement Administration, arrested on federal drug charges 15 posse members, including alleged leader Sam "Sam Goody" Patrick, whose first question to arresting officers was, "State or federal?"

The working group quickly followed up with several additional forums, which probationers were required to attend. At the meetings, the working group stressed that the Intervale arrests were about violence, not the drug trade. A secondary message at the forums was that tutoring, drug treatment, and jobs were available to gang members who wanted a new life.

Since then, Boston has been almost eerily quiet—at least when it comes to violent crime. Authorities say the current situation reminds them of a Wild West movie: The sheriff is facing 50 desperadoes with only one bullet, but is able to keep them all at bay by demanding, "Who wants to be next?"

The change in atmosphere hasn't been lost on the city's young people. "Five years ago—wow—there was the most killing ever. Four of my buddies got killed," says Michael, 23. "But now, it's chilled." ■

warned that cuts in defense spending were pushing Russia toward a point "beyond which its missiles and nuclear systems become uncontrollable."

The Clinton administration is for the first time formally reviewing options for taking U.S. and Russian nuclear arsenals off hair-trigger alert. The possibilities include: taking warheads off missiles and storing the warheads up to hundreds of miles away from the silos; removing missiles' guidance systems (reinstalling them would take expert technicians at least a few hours); and keeping ballistic-missile submarines either in port or at patrol locations well out of range of their targets. Compliance with these measures would be possible to verify through on-site inspections or satellite images.

Deliberately increasing the time needed to launch nuclear weapons would have an added benefit: At a time when the START approach of shrinking the overall arsenal is under increasing attack in the Russian parliament, this would introduce a new approach to arms control. Bruce Blair, a nuclear-command-and-control expert at the Brookings Institution in Washington, D.C., argues that a sensible first step for President Clinton is to immediately de-alert long-range missiles slated for retirement under the stalled START II agreement. If President Yeltsin responded in kind, the two presidents could engage in a virtual disarmament process that, over time, might eventually succeed in dismantling the nuclear balance of terror without going to the controversial extreme of completely eliminating nuclear weapons.

Deliberately increasing the time needed to fire weapons could lower the risk of a terrible error.

De-alerting missiles would not only make the world safer but could also provide President Clinton with the historic achievement he has long sought. The limited-test-ban treaty is still considered one of the great achievements of the Kennedy presidency. And in a survey conducted last September, reducing the risk of nuclear war ran second only to improving U.S. education as the most important legacy President Clinton could leave his country. ■

12 How to keep elite colleges diverse

An Army-style prep school for minorities

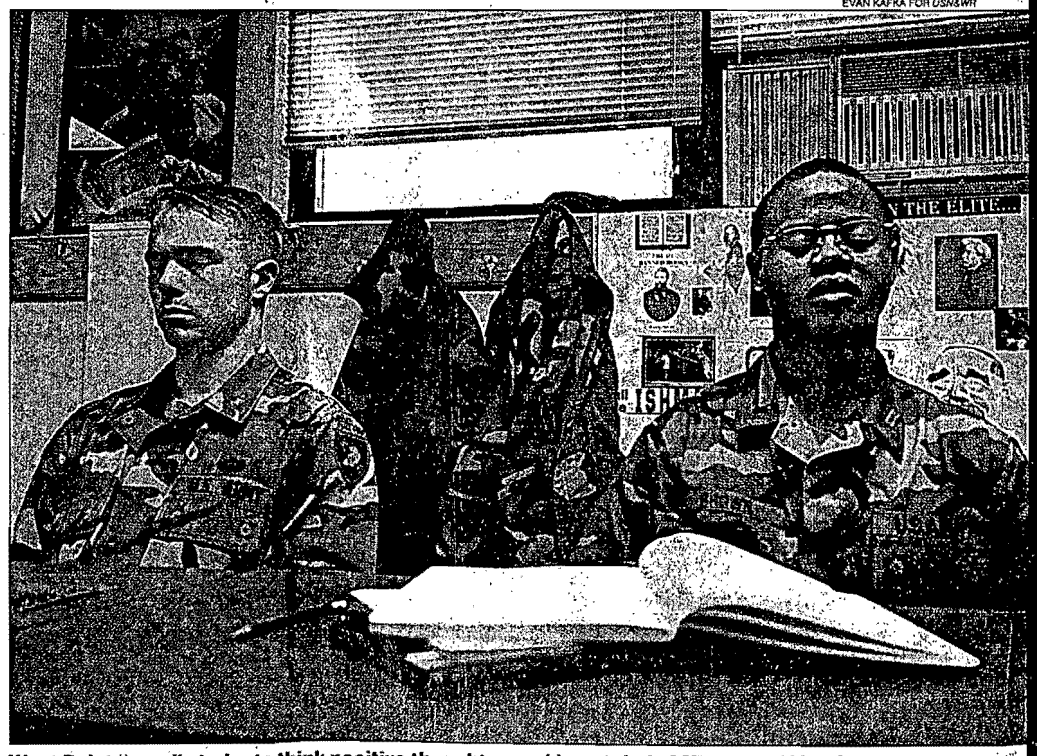
BY DEBRA DICKERSON

Eighteen-year-old Charles Woodruff says he wants a "quality education" so that he can get a "great job." It takes a cold heart not to wish him well. Woodruff grew up in a working-class African-American and Latino neighborhood in Lubbock, Texas, under the watchful eye of his divorced mother, Jackie Orams, who has worked variously as a bus driver, a nurse's aide, and a "cafeteria lady" in the Lubbock school system. Charles has never been in trouble, never gotten involved in the pockets of pathology around him. "The drugs and gangs are there, but you never really see that stuff," he says, "unless you're looking for it." His dream of getting into a top-notch college seemed within reach when he graduated last spring second in his class of 223 at Estacado High School—not to mention the fact that he was also a power forward on the school basketball team. But then he took the math and verbal SAT and earned only a combined score of 890.

That lackluster score illustrates one of the more painful realities of race in America: African-Americans on average score 197 points lower on the SAT than whites. This gap has been shrinking in recent years; it was 22 percent wider 20 years ago. But it is still large enough that relatively few blacks would make it into the nation's top 100 colleges or universities—particularly those that rely heavily on SAT scores as admissions criteria—without the aid of race-conscious admissions policies.

Demoralizing, illegal. Because these policies let in some black students ahead of some whites or Asians with higher SAT scores, they are, to say the least, controversial. They anger many whites and Asians who feel harmed by them directly. They

EVAN KAFKA FOR USN&WR



West Point "prep" students think positive thoughts—and boost their SAT scores 110 points.

August 17, 1998

To: Jon Jennings, The White House
From: Steve Maviglio, Office of Community Oriented Policing Services (COPS)
Re: Boston (Mass.) Event Information

Background
The largest city in New England, Boston also has been a national leader in community policing. Its police department, one of the oldest in the nation, has launched innovative programs to battle youth violence, gangs, and repeat offenses by those on probation.

The Department
Organized in 1854, the Boston Police Department has become a model for urban community policing. The department has 2,135 sworn officers and 831 civilian personnel and a budget of $167 million. In 1997, it answered more than 503,000 calls for assistance. *(1997 Boston Police Department Annual Report)*

The Police Chief is Paul Evans, appointed in 1994 to replace William Bratton, who is highly regarded in national community policing circles. With the strong support of Mayor Tom Menino, his efforts have enjoyed broad community support in this oft-divided city.

Community policing is now integrated into every aspect of the Boston Police Department. Even its mission statement revolves around community policing. "We dedicate ourselves to work in partnership with the community to fight crime, reduce fear and improve the quality of life in our neighborhoods. Our mission is Neighborhood Policing." *(Boston Police Department website)*

Public Attitudes on Community Policing
According to a recent *Boston Globe* article, "residents of cities in Massachusetts – where public safety authorities say community policing methods have taken hold – feel safer than their coutnerparts in the suburbs. City residents polled felt safer than suburban residents by a 2-1 ratio, the poll found." *(The Boston Globe, May 24, 1998).*

A Boston police survey found that 75 percent of Bostonians say they feel safe walking alone in their neighborhoods at night. In 1995, 55 percent said that. Twenty years earlier, in 1974, that number was 54 percent. *(The Boston Hearld, January 2, 1998)*

School Violence
As part of its community policing efforts, the Boston Police Department has an aggressive program to combat school violence. *Newsweek* recently noted "Boston has boasted an innovative program, one experts consider a model for students suspended for carrying weapons. Kids are required to attend the Counseling and Intervention Center, an intensive, short-term-treatment program that offers group counseling and lessons in conflict resolution. It sounds like a liberal, do-gooder idea, but the cops love it too." In the program, social workers meet with parents and determine whether students need psychological evaluation, one-on-one counseling, or follow-up social services. Most students stay five to 10 days and the recidivism rate is a low nine percent. *(Newsweek, June 8, 1998)*

"Operation Cease Fire" is another effort that was praised as "The Boston Miracle" in the national press after two straight years where no one under the age 17 was killed by gunfire. Although that streak recently was broken, the city's approach to juvenile crime emphasizes a program of prevention that was enacted after runaway violence hit its peak in 1990, when the city recorded 152 youth and adult homicides. A Youth Violence Task Force was organized by Evans and included representatives from the DA's office, Attorney General's office, probation and parole officers, and others who met with gang members to stop the violence. Included was the creation of a "Peace League" basketball league limited to members of 20 youth gangs. Players can only wear shorts and t-shirts so they can't conceal weapons and games are played at the neutral turf of Boston University. *(The San Francisco Chronicle, April 3, 1997).*

Boston also has stepped up the number of "Youth Service Officers in its Schools," increasing the number from 10 to 16. They have taught Gang Resistance Education and Training (GREAT) and the Drug Awareness and Resistance Education (DARE) programs to more than 40,000 youngsters. As a follow-up, Youth Service Officers reaffirm the lessons taught during the school year through educational programs and recreational activities during school vacations including white water rafting, ski trips, and Outward Bound programs. Officers also are involved with three Boston Police Explorer Scout Troops and a "Youth and Student Athlete" program with area colleges and universities. *(Boston Police Department Annual Report)*

Police also are working with churches. Many offer an array of programs including tutoring, computer training, and college prep courses, such as those in the Dorchester Temple Baptist Church. *(The San Francisco Chronicle)*

Police, however, are quick to point to federal help as part of the reason for the decline in school violence. "Federal involvement is a big help," notes Sgt. Detective Mark Handrahan. "The kids get whacked with a federal crime, they won't do 18 months at Old Home Week down at the Department of Corrections. They'll do 40 years of federal time in Ohio in a prison with skinheads. It scares the daylights out of 'em." *(St. Petersburg, Fla. Times, 5/11/98).*

Also worth noting: Mayor Menino recently testified before the Senate Committee on Families and Children in support of *The America After School Act* introduced by Senator Kennedy. Mayor Menino is co-chair of the U.S. Conference of Mayors Task Force on Public Schools and has fostered an initiative in Boston to increase support for after-school programming.

Other Programs

- The Boston Police Department is using their *Problem-Solving Partnership* grant to address assaults in three public housing developments.
- Boston's *Regional Community Policing Institute*, collaboratively run with the Massachusetts Criminal Justice Training Council and the New England Community-Police Crime Prevention Partners, specializes in ethics and integrity.
- *Operation Night Light* is an innovative partnership between the Boston Police Department and Massachusetts Department of Probation. The *Night Light* program pairs members of the BPD's gang unit with probation officers to conduct home visits and intense supervision of youthful probationers. *Night Light* is regarded as the national model for police-probation partnerships.
- The Boston Police Department's *Targeted Training Initiative* funds were used to develop a pilot training program in cultural diversity and awareness as part of the police academy's neighborhood policing curriculum.

Labor Issues

In January, the Massachusetts Senate overrode acting Governor Celluci's veto of a bill that diminishes the power of Commissioner Evans by forcing him to consult with the Boston Police Patrolmen's Association before changing the assignments of officers. Mayor Menino and Commissioner Evans voiced concern over the bill in that it would threaten the city's community policing initiative which depends on the Commissioner's ability to redeploy officers to trouble spots. (Boston Police Patrolmen's Bulletin).

There still are tensions, however. After 21 months, labor negotiations are at a standstill because the unions will not yield to Mayor Menino's demand for random drug testing. *(The Boston Globe, April 11, 1998).*

Crime Statistics

Murders in Boston last year set a 36-year low. Murder is down a whopping 72 percent since its record-high year of 1990. Violent crime has decreased for the seventh consecutive year, down 14 percent and is the lowest since 1971. Reported rapes and attempted rapes are down 17 percent from 1996.

COPS Grant Award Summary
Approximately 140 police officers have been hired by the Boston Police Department as the result of COPS grants. According to our database, the Boston Police Department has received the following grants:

GRANT	$ AWARDED	# OFFICERS	START	END
AHEAD	3,525,000	47	4-1-95	2-29-00
UHP	3,000,000	40	9-1-96	8-31-99
MORE 95	291,300	27.1	7-1-95	9-30-97
GANGS	750,000	N/A	6-1-96	1-1-98
TROOPS	25,000	N/A	N/A	
CCP	999,000	N/A	Pre-COPS	5-30-98
DV	180,360	N/A	6-1-96	9-30-98
PSP	75,000	N/A	5-1-97	10-31-98
UHP	1,875,000	25	8-1-97	7-31-00
ACP	245,200	N/A	10-1-97	9-30-98
RCPI	907,353	N/A	9-30-97	9-29-98
TARGETED	109,850	N/A	4-1-96	12-31-97
TTA	68,679	N/A	5-1-97	9-30-97
TOTAL	**$12,051,742**	**139.1**		

The State of Massachusetts has received **$154,605,934** to hire or redeploy **2,481** officers.

Note: The Boston Police Department has one pending grant application for $91,692 under *School-Based Partnerships*. Decisions are due this fall.

New Grant
Boston is not receiving any new officers in this round of grant announcements.

COPS Visits
President Clinton was in Boston for the Youth Violence Summit on February 19, 1997. COPS Director Joe Brann also attended.

Attached Newsclips

- **Lessons From The Front,** *Newsweek, June 8, 1998.* Feature article focuses on how to stop school shootings. "Boston has boasted an innovative program ... a model for students suspended for carrying weapons."

- **Hub Boasts Low Murder Count Rate,** *The Boston Herald, January 2, 1998.* Key quote: "There are many other grassroots groups that are also taking ownership of their own neighborhoods and also helping to turn this around. It isn't just Boston police. I think there is a concerted effort on all different levels." And from Commissioner Evans: "We're only as successful as that relationship we have with communities."

- **Boston's Approach to Juvenile Crime Encircles Youths, Reduces Slayings,** *The Washington Post, October 23, 1997.* "Now there is reinvestment of hope, the streets are safer and the weapons are mostly off the streets."

- **Boston's Big Turnaround on Teen Crime,** *The San Francisco Chronicle, April 3, 1997.* Key quote: "Some are calling it 'the Boston miracle.' No one under the age of 17 has been killed by gunfire in nearly two years."

- **The Boston Strategy on Youth Violence,** published by the Boston Police Department, provides details on the anti-gun strategy.

- **The Boston Gun Project: Key Findings,** published by Harvard University, features statistics on youth violence in Boston.

- **A Beat Cop Now Speaks for Rank, File,** *The Boston Globe, April 11, 1998,* discusses the current union/management rift. Key quote: "We have a drug testing policy already, so this is just a slap in the face. The mayor is questioning my officers' integrity and he has no right to do that."

- **Boston Police Patrolmen's Association Claims Victory,** published by the BPPA, outlines legislative victory that diminishes the power of Commissioner Evans and Mayor Menino on collective bargaining laws.

- **T, Court, Schools Gang Up on Youth Violence at Station,** *Boston Herald, March 6, 1997,* describes a problem-solving partnership to halt crime on the subway. Key quote: "Other students should get the message that there is a safe corridor to and from school."

NOTE: Additional information on the Boston Police Academy and other issues will be available in the morning. Thank you for your patience!

Newsweek

DATE: 6-8-98

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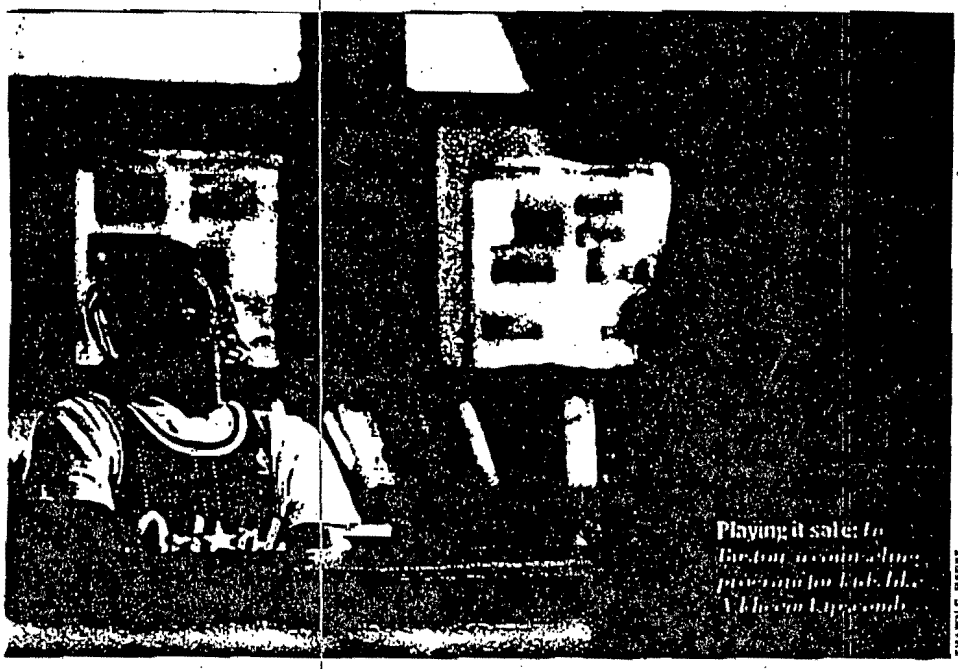

Playing it safe: In Boston, a counseling program for kids like A'kheem Lipscomb

SHAWN C. REGBY

Lessons From the Front

How to prevent school shootings? Crack down at the hint of a threat—and then follow up, one kid at a time.

BY DEBRA ROSENBERG

KIP KINKEL WASN'T THE first. Though school-related killings have statistically fallen over the past five years, there have been a half-dozen major school-shooting incidents in the last 16 months—and now educators and policymakers are once more trying to figure out how to keep guns out of the classroom. One Georgia lawmaker has proposed arming teachers, but most experts say the last thing schools need is *more* weapons. The National School Safety Center found that 70 percent of the young killers had previously brought a weapon to school. (Kinkel, who has not yet pleaded on the Springfield shootings, had been suspended for having a gun at school the day before the shootings.) "These aren't kids who do something out of the blue," says NSSC director Ronald Stephens.

Most schools already have "zero tolerance" policies for guns. But few have effective programs for handling the kids who break the rules. Too often, students who cross the line are suspended and sent home—usually home alone. But for the past decade, Boston has boasted an innovative program, one experts consider a model for students suspended for carrying weapons. Kids are required to attend the Counseling and Intervention Center, an intensive, short-term-treatment program that offers group counseling and lessons in conflict resolution.

It sounds like a liberal, do-gooder idea, but the cops love it, too. At the center, which is housed in a dilapidated former city school, social workers meet with parents and determine whether students need psychological evaluation, one-on-one counseling or follow-up social services. By government standards, it's cheap to run, just $500,000 a year. For some kids it's the first time in years they feel someone is actually listening. "You get to tell the teacher about your problems," says A'kheem Lipscomb, 14, a lanky high-schooler who was caught with a six-inch folding knife. The program includes kids caught with drugs and those who engage in "assaultive behavior," a category that gives schools broad latitude for referrals. Last year 23 students were sent there for verbal threats. "We need to take everything into account," says director Philip Jackson.

Most students in Boston stay just five to 10 days, but the center has a low 9 percent recidivism rate. Another brief program with long-term results is the Safe Alternative and Violence Education program in San Jose, Calif. Any kid caught toting a weapon to school in Santa Clara County must attend a six-hour life-skills course taught by cops. Since 1993, fewer than a quarter of the grads have been nabbed on another weapons offense.

Even the best programs will overlook some troubled students. But now some schools are at least looking harder. Last week one suburban Boston student was held for psychiatric evaluation after he reportedly threatened to pull "an Oregon." And two New Hampshire girls were arrested after threatening to get a gun and attack their teacher. The lesson of a bloody season: better safe than sorry.

With PAT WINGERT

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Boston's Approach to Juvenile Crime Encircles Youths, Reduces Slayings

By Blaine Harden
Washington Post Staff Writer
Thursday, October 23, 1997; Page A03
The Washington Post

BOSTON—It was a squabble over somebody else's bicycle. Cassius Love, age 16, went out with a friend to confront two teenage rivals on a tenement-lined street in Boston's Roxbury neighborhood. Love was greeted with the business end of a .22-caliber rifle.

"Lace them," Ronny Elliot told Michael McAffee, who did as instructed, shooting Love six times. The boy died at a nearby hospital.

There is nothing very remarkable about how this murder occurred. More than 70 Boston youngsters had been killed in similarly senseless circumstances in the previous three years. What is remarkable, though, is when this murder took place.

Love was killed on July 10, 1995. Since that day, not one juvenile has been shot to death in Boston and only one teenager has been murdered -- a stabbing death this month. By comparison, 70 juveniles have been murdered in the District of Columbia in that time period, 24 have been murdered in Richmond and 69 have been killed in Baltimore.

In the past two years and three months, Boston has devised a highly effective way to keep juveniles from killing each other.

Boston demands that police and district attorneys act, at times, like worried parents. Working with teachers, they search out youngsters who skip school or whose grades have nose-dived. They provide them with counseling, mentoring, after-school jobs or send social workers to their homes. Boston serves up more than 10,000 jobs a year for teenagers, many of them provided by local businesses. The city opens school gymnasiums late at night and encourages boys clubs and churches to do the same. It pays young ex-offenders to hang out with

troubled teenagers and persuade them not to settle scores with firearms.

To those who reject an outstretched hand, the city delivers a clenched fist. Periodically, scores of police invade gang-troubled neighborhoods to question any teenager who so much as looks furtive. Anyone found illegally with a gun goes to jail for a year. Anyone who sells drugs near a school goes to jail for two years. Police officers go out with probation officers at night to make sure that youngsters on probation are home in bed. Whenever a teenager is involved in gang violence, police the next day blanket his or her school to prevent revenge attacks. Federal attorneys are invited to prosecute violent gang members under racketeering laws. When particularly harsh sentences are handed down, police print up fliers and advertise in gang neighborhoods.

"Problem: Violent Gang Member," proclaimed one poster, announcing the sentence of Freddie Cardoza, a notorious gang leader from Roxbury who was arrested for carrying a single bullet. "Solution: 19 years, 7 months. No possibility of parole."

"What they have accepted up there, which a lot of cities have not yet accepted, is that there is not one magic bullet that will stop juvenile crime," said Howard Snyder, a research director at the National Center for Juvenile Justice in Pittsburgh.

Juvenile law enforcement in Boston has become a community-sized octopus that embraces teenagers who are temporarily troubled and ensnares (without necessarily jailing) those who are chronically violent. Scores of cities – from Baltimore to Minneapolis to Baton Rouge – have sent inquiries to Boston, asking how they can imitate the city's mix of enforcement muscle and preventive cooperation.

"Children picked up weapons to protect themselves because we adults had abandoned our responsibility to make their lives safe," said the Rev. Zina Jacque, executive director of the Boston Ten Point Coalition, which represents 54 churches that joined together to work with police in 1992 after a stabbing occurred during a funeral in a city church. "Now there is a reinvestment of hope, the streets are safer and the weapons are mostly off the streets."

Violent juvenile crime has dropped 11.9 percent nationwide in the past two years, FBI figures show. But criminologists say there are compelling demographic and behavioral reasons to doubt the trend will continue. Over the next decade, the number of teenagers is projected to grow about 1 percent a year, and FBI figures show that

Boston's much-publicized "Operation Night Light" is intended to make sure that probation -- which is what most first offenders receive -- is a relatively unpleasant, confining and remedial experience. Under the program, police go out at night with probation officers to make sure the offenders are home, off drugs and obeying all the terms of their probation.

Officers also meet every week with teachers, prosecutors and community leaders to discuss neighborhood teenagers on probation or believed to be at risk of committing a crime.

"What never happened in Boston before is that there is this constant sharing of information," Borghesani said, adding that if authorities have evidence that a teenager is "a really bad person," the district attorney and the courts have devised a "fast track" system to try to put the teenager behind bars.

Police and school officials in Boston agree that there are no more than a few hundred chronically violent juveniles in the city and that taking many of them off the streets and out of public schools has profoundly changed many neighborhoods.

The city also is trying to close the chasm that traditionally has separated police and teachers from the much larger pool of nonviolent, but troubled teenagers. Boston is paying ex-offenders to act as go-betweens.

"I'm supposed to be there for the kids, not doing research for the police," said Robert Sinkler, 28, a "street worker" who for two years has been playing basketball and spending time in parks and community centers with teenagers in Roxbury, and helping place teens in jobs. The city pays him about $21,000 a year.

Sinkler, a former gang member who served two years in prison on a federal firearms charge, said his main priority is to convince gang members to settle disputes without guns. To maintain credibility, Sinkler said he has to keep his distance from the police, while using quiet persuasion to convince teenagers to leave their weapons at home.

"If I can get them to have a fist fight, that's great," he said. "But I'm not a cop. I don't take their guns. A lot of kids are scared. That is why they carry. I try to explain that if you use a gun, then you're going to prison. Kids aren't stupid. They listen, some of them anyhow."

Progress in Roxbury, so far, means that the sound of gunfire is no longer routine and teenagers have stopped dying. But Sinkler said that this is only a return to sanity, not a reason for celebration.

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Thursday, April 3, 1997

NEWS

Boston's Big Turnaround on Teen Crime / A city's innovative approach cuts youth gunshot deaths to zero
Louis Freedberg, Chronicle Staff Writer

Some are calling it "the Boston miracle": No one under the age of 17 has been killed by gunfire in nearly two years.

The sad but familiar ritual of funerals for teenagers killed in gang violence has virtually disappeared, sending ripples of hope through the city's most dangerous neighborhoods. The murder rate among adults has also declined significantly, as has the number of assaults involving firearms.

But those looking for a single explanation for Boston's law enforcement successes will have a hard time finding one. Instead, city leaders and youth advocates say, the sharp decrease in juvenile crime is the result of a citywide collaboration of schools, police, businesses and youth organizations working more closely together than anywhere else in the country.

"It's all about reform -- adult reform," says Emmit Folgert, program director of the Dorchester Youth Collaborative, a youth program run out of the second floor of a rundown storefront in one of Boston's most violent neighborhoods. "It's a 'Lord of the Flies' phenomenon. If you don't supervise kids, there is no limit to the horrendous things they will do."

Federal officials are hailing the city's collaborative approach to juvenile crime as a model for other cities. "Boston is the best example we are seeing, but there are any number of communities where the same kind of collaborative efforts are going on and who are beginning to see the same kind of successes," said Kent Mar- kus, counselor to U.S. Attorney General Janet Reno.

Markus said similar efforts are under way in Salinas, as well as in cities like Pittsburgh, Pa., and Gainesville, Fla. "It may seem commonsense, but it is very rare that it takes place, and even harder to sustain," he said.

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CALIFORNIA LAGS BEHIND

By contrast, San Francisco and most other California cities lack a coordinated strategy to combat youth crime, youth advocates say. Last month, the Delancey Street Foundation proposed a comprehensive plan for San Francisco with many features of the Boston initiative, but it is a long way from being implemented.

San Fran

"There is a good range of services in the city, but nothing is coordinated," said Dan Macallair, associate director of San Francisco's Center on Juvenile and Criminal Justice. "A little money is thrown here, a little money is thrown there, but it's not directed at any particular policy or with any particular focus."

Boston was forced into action by runaway violence that reached a peak in 1990, when the city recorded 152 youth and adult homicides, 52 more than the previous year. "We were tripping over shell casings," says Police Commissioner Paul Evans, a native Bostonian. "There was a real question of whether this city would continue to be a viable city."

Most startling about Boston's turnaround was a shift in attitudes among police, who argued that they needed to emphasize prevention instead of old-style tactics of responding to crises as they arose. That included getting to know the communities -- and gang members -- where violence was highest.

"Our problem in 1990 was that we did not have a clue," said Evans. "We did not know who the players were."

UNPRECEDENTED EFFORT

Evans, who was appointed police chief three years ago, helped organize the city's first Youth Violence Task Force. In a series of unprecedented meetings, representatives from an array of law enforcement agencies -- the state attorney general, Boston's district attorney, probation and parole officers and the Department of Youth Services -- met with gang members and warned them about the consequences of their violent behavior.

"We sit 'em down and strip them of their anonymity and tell them, 'the violence stops,' " says Evans. "And if it doesn't stop, we will use absolute zero tolerance."

To prove their point, law enforcement agencies struck one night last August in a combined operation. Twenty-three members of the Intervale gang, one of Boston's oldest, were arrested, most on federal drug charges. The city even called in the National Guard to tear down an old oak tree in an abandoned lot that had been used for

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years as a meeting point for gang members.

In addition, authorities set up programs like Operation Night-Light, in which probation officers ride in police cruisers to help identify gang members who are violating the terms of their parole. In Operation Scrap Iron, police fed data to computers on 1,500 guns seized from juvenile offenders over the past three years, which allowed them to track down and arrest illegal gun dealers.

PROACTIVE PLAN

But it is Boston's proactive approach to juvenile crime that is most distinctive. Among many initiatives over the past few years, the Police Department has increased from 10 to 16 the number of "youth service officers" assigned to teach anti-drug and anti-gang programs in schools.

After school, the officers take students on field trips, organize sports clinics and run basketball tournaments in an effort to reach younger children before they join gangs. Sergeant Joe Dashner, the Police Department's youth service coordinator, says these officers were originally referred to derisively as "kiddie cops" by their co-workers. Now, Dashner says, it has become a desirable posting, especially among younger officers. "It is something they realize is needed -- and that it is working," said Dashner.

The city has also expanded job opportunities for young people. For example, the Police Department initiated a "Summer of Opportunity" jobs program, with funding from John Hancock Financial Services, the Boston-based insurance giant. The program provides employment and job training for 40 young people during the summer and part-time work during the school year.

NETWORK OF COMMUNITY CENTERS

Also key to the city's anti-crime initiative is its network of 34 city-funded community centers. Operating out of the centers are 37 street workers -- staff trained to work directly with gang members and other high-risk youth. Helping them are more than 100 part-time teen "peer counselors" who are paid by the city.

The street workers have organized a "Peace League," a winter and summer basketball league limited to members of 20 youth gangs. Reebok donated 300 pairs of sneakers, and Boston University provided neutral sites for the games. Participants are picked up on neighborhood street corners wearing only shorts and shirts -- "nothing in which they can conceal weapons," according to Tracy Litthcut, director of the program.

"We wanted to show that if you put these kids in a positive

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environment, positive things will happen," said Litthcut. "We haven't had one fight in our league. The only time we've had a fight is when they want to beat up the referees."

Churches, too, are major contributors to the anti-violence initiative. For example, the Rev. Bruce Wall and his wife, Karen, run an array of programs in the Dorchester Temple Baptist Church, including tutoring, computer training and college preparation courses.

When the Walls took over their church four years ago, they placed in the church entrance a chart of hundreds of young people who had "lost their lives due to violence" between 1991 and 1995. Now the chart languishes in a back room, gathering dust.

"The clergy has always been involved in their community," said Wall, as children sat nearby receiving help with their homework. "What is new is that they have decided to go out to reach young people, instead of waiting for them to come to them."

STRUGGLES ON THE STREETS REMAIN

On the streets, young people see improvements, but they paint a picture of a city that is still far from being a crime-free paradise. "If you had been out here as long as we have, you'd know it is pretty much hectic out here," says Jamal Good, an 18-year-old senior at Fenway High School. "I've seen my brother stabbed, my brother shot; my cousin died in my own arms because of gang violence."

But Good concedes that the heightened police presence here and in other neighborhoods has made gang members think twice about getting into trouble. "There are cops rolling back and forth every 15 minutes," he said.

Boston has spent approximately $20 million in additional funds on its juvenile JUSTICE initiative, most of it from GRANTS authorized by the omnibus CRIME BILL approved by Congress in 1994.

Cautious city leaders have not yet declared victory, but they're hoping that the astounding absence of gun-related deaths among youth ages 16 and under since July 1995 continues.
"What we've done collectively as a city works -- but it is very fragile," said Police Commissioner Evans. "There's only one way to go from zero homicides, and that is up."

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PHOTO, GRAPHIC; Caption: At the entrance to his church, the Rev. Bruce Wall used to hang a chart recording the deaths of Boston's young people -- but no one under 17 has been killed by gunfire in nearly two years / BY BOSTON GLOBE,
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Friday, January 2, 1998

NEWS

Hub boasts low murder count Rate drops 72 percent since record high in '90

ANN E. DONLAN

Murders in Boston last year set a 36-year low, positioning the city to capture nationwide attention for a 72 percent drop in its murder rate since the record-high year of killing in 1990.

"Nineteen ninety-seven has been an exceptionally safe year," Boston Mayor Thomas M. Menino said yesterday during a news conference on Boston's second consecutive year with dramatic decreases in violent crime. "There are reasons to expect 1998 will even be a safer year than 1997."

Since 1990, when gang slayings plagued the city and helped to boost the number of murders to a peak of 152, Boston has experienced a 72 percent drop in homicides for the eight-year period that ended in 1997.

Officials credit the drop on a concerted effort by police, clergy and concerned citizens to eliminate violence, especially among the city's youth.

"It makes me feel safe," Dorchester business owner Hopa Baker said of the reductions in violent crime. "If you were in this neighborhood like five years ago, you would be scared to walk anywhere around Norfolk Street, anywhere around Codman Square, because there was a lot of drugs, a lot of shooting going on."

Many major cities are lauding 1997 as a year that logged fewer murders. Boston had a 37 percent decrease over 1996, when homicides hit a 30-year low at 59. By mid-December, murders in New York City dipped 22 percent, and 20 percent in Los Angeles.

Boston police crime statistics for 1997 also show:

-- The number of murders, 43, is the lowest since 1961, when 26 people were killed.

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-- Domestic-violence murders totaled 3, compared with 7 in 1996 - a 57 percent decrease.

-- Violent crime, which decreased for the seventh consecutive year, is down a projected 14 percent, the lowest since 1971.

-- Reported rapes and attempted rapes, which was the only violent crime category to increase between 1995 and 1996, are down 17 percent.

Boston police Commissioner Paul F. Evans credited his 12 district commanders for fostering partnerships that have helped neighborhoods address specific crimes, such as prostitution.

"There are many other grassroots groups that are also taking ownership of their own neighborhoods and also helping to turn this around," agreed Domenic Mastrototaro, a 49-year-old resident of Bay Village. "It isn't just Boston police. I think there is a concerted effort on all different levels."

As crime decreases, so too does fear, according to a 1997 police survey of Bostonians released yesterday.

In 1974, about 54 percent of adults in Boston said they felt safe walking alone in their neighborhoods at night. In 1995, 65 percent said they felt safe. But just two years later, more than 75 percent said they felt safe.

The survey showed that Boston residents most fear criminals:

-- Breaking into their home while they are away.

-- Breaking into their cars.

-- Attacking them with a weapon.

Baker, the 44-year-old owner of the Paradise Restaurant at 38 Norfolk St., Dorchester, remembers the day in 1992 when a stray bullet struck her window after a man was fatally shot on the sidewalk outside her business.

"I did see bloodshed at one point," Baker said. "It did affect me. I thought of just packing up and moving to Cambridge to run my business."

But now Baker said she feels safe and her business is

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:hriving.

But even on the strides of such success, Evans stressed :hat neighborhood crime watches and vigilance must not fade away.

"I've got confidence that the men and women of the lepartment will be out there continuing to do creative police vork," Evans said. "But we're only as successful as that :elationship we have with communities."

Photo Caption: PROUD: Boston police Commissioner Paul F. Evans, left, and Mayor Thomas M. Menino hold a press conference yesterday to announce Boston's second consecutive year with a drop in the violent crime rate. 'There are reasons to expect 1998 will even be a safer year,' Menino said at the conference. - Staff photo by Mike Adaskaveg

Staff Graphic detailing this story is available on Boston Herald microfilm

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NEIGHBORHOOD POLICING

Boston Police Department • Office of Strategic Planning and Resource Development

The Boston Strategy on Youth Violence: *Intervention, Enforcement and Prevention*

Under the leadership of Commissioner Paul F. Evans, participation in every aspect of the Boston Strategy to prevent youth violence is central to the Boston Police Department's overall philosophy and strategy of Neighborhood Policing. Boston police officers, in their daily interactions with youth, operate on the principles of partnership, problem solving and prevention.

"This City is about partnerships," says Evans. "That's what drives Mayor Menino's goals for improving the quality of life, the future of public safety and criminal justice. This is especially true in the area of preventing youth violence. We can't do it by ourselves."

Neighborhood Policing incorporates the tactics of intervention, enforcement and prevention. Prevention of, and intervention in, youth violence emerged as the cornerstone of the recently completed Strategic Plan for Neighborhood Policing. This highly collaborative strategy represents a continuum of services designed to protect communities and young people by preventing victimization of, and criminal activity by, youth.

"The best intervention and enforcement efforts are also preventative," Evans says. "In the same way, the best prevention programs also produce intervention effects. While the intervention/enforcement/prevention strategy is seen as providing a continuum of services, effects overlap. The strategy has evolved in this way because of the complexity ~~of the~~ overall problem."

The youth programs listed below also represent significant investments from our federal partners, principally the Department of Justice and also the Department of the Treasury and its Bureau of Alcohol, Tobacco and Firearms. Federal initiatives that support and inform the strategy include the Comprehensive Communities Program of the Bureau of Justice Assistance and the Office of Community Oriented Policing Services (COPS); National Institute of Justice support for research and strategy development; the White House and COPS Anti-Gang Initiative; the Safe Futures program led by the Office of Juvenile Justice and Delinquency Prevention; and numerous other COPS initiatives that have supported innovations in strategy, new hiring and officer redeployment.

BPD Headquarters • 154 Berkeley Street • Boston, MA 02116 • 617/343-5096 • Fax: 343-5073

meet with the gang members to lay out in concrete terms the intensive police attention they will experience unless the violence stops. Once the violence ceases, maintenance of the peace is ensured by the district beat team officers who work in the area. The COPS Anti-Gang Initiative supports this work.

Secondly, the most dangerous offenders are targeted for priority prosecutions, with the USAO and the DA deciding jointly on which offenders to prosecute in the federal system. Several successful federal prosecutions of pivotal gun trafficking and career criminal offenders have resulted. In a particularly notable case, a dangerous and well known trafficker in firearms to local gangs was convicted as a federal armed career criminal for brazenly flipping a round of ammunition in the face of approaching police officers.

Equally important, the collaborative works to disrupt the flow of arms to the gangs. In developing the strategy, the BPD Youth Violence Strike Force collaborated with Harvard's Kennedy School of Government, who, under NIJ sponsorship, conducted extensive research on the offenders and victims in youth homicides and on the flow of firearms, utilizing pioneering trace work done since 1991 by BATF and the BPD. This knowledge formed the foundation for the strategy.

In a joint venture in community corrections between the Youth Violence Strike Force (YVSF) and the Mass. Office of the Probation Commission, **Operation Nightlight** brings police and probation officers together to enforce the terms of probation on high-risk probationers. Increasingly, and partly as a result of Nightlight, probationers are given time and area restrictions by the court. By pooling knowledge and intelligence, the officers use the restrictions as targeted curfews. Every youngster may not be at risk of offending or becoming a victim, but the program targets those for whom hurting or getting hurt are high probabilities.

The tactic originated with first-line officers in both agencies who sought to intervene in the cycle of violence. Instead of seeing the same youthful offenders turning up time and time again as re-offenders or as victims, they had the innovative idea to get probation officers back on the street and to get police officers to work with them, with the support and guidance of the district court. Nightlight is also part of the Cease Fire effort: the KSG research showed that many youthful homicide victims and offenders had multiple court encounters prior to committing homicide and that one in four offenders was on probation at the time they took a life.

By showing that there are definite consequences to violating probation, Operation Nightlight has effected youth violence and the community in three ways. The first is that the most dangerous offenders are under very close scrutiny and if they violate their conditions of probation they are being violated. The second effect is that those youth who are teetering on the brink of serious criminal activities have an excuse for staying in at night and out of trouble. They can save face with their peers but still stay out of trouble. Early information suggested that Operation Nightlight has boosted the compliance rate for probationers from 20% to 60%.

The Child Witness to Violence Project is a pilot partnership between district police officers in one neighborhood, Dorchester, and pediatricians, emergency room staff and child psychiatrist at Boston Medical Center. The officers are trained to refer to the health professionals young children they encounter in the course of responding to violent incidents, especially violence in the home. Police are trained to assess the impact of trauma on the child and family, and to re-stabilize the family system in order to support the child.

The **Summer of Opportunity** is a collaboration of the Boston Police Department's Youth Violence Strike Force, John Hancock Financial Services and Northeastern University. It retains the word "summer" in its title, but now consists of a 38-week job training and life skills program. Since its start in 1994 it has served over 100 16 and 17 year-old youth in gangs or at-risk of gang involvement. After job training, youth are provided with job experience through summer jobs and internships. In addition youth are given leadership training and mentoring.

Like Nightlight and other innovations, Summer of Opportunity was conceived by officers in the YVSF in response to the lack of economic opportunity and positive alternatives available to high risk youth. Job skills training and work experience provide youth with viable alternatives to a life of crime - which to many was the only attractive option for making money. In addition to the YVSF officers, probation officers and African-American clergy affiliated with the pioneering Ten Point Coalition are among first-line workers with at-risk youth who make referrals to Summer of Opportunity.

Enforcement

1. **Cease Fire** and **Nightlight**, while primarily interventionist in nature, are also important enforcement tactics. The most dangerous and recalcitrant offenders are subjected to intensive law enforcement and prosecution.

2. Over the past year the Boston Police Department has developed an **Alternatives to Incarceration Network** (ATIN), supported by CCP, that works in a very productive collaboration with the Office of the Commissioner of Probation (CCP), the probation officers of the District Courts and other public and private non-profit providers of correctional services. The ATIN is a collaboration of area criminal justice agencies and organizations that currently provides increased monitoring and rehabilitation to a targeted group of 100 offenders who would otherwise be incarcerated.

Clients referred to the network have access to the collective services of Boston's best alternatives to incarceration service providers. These clients include both the juvenile and adult high risk/high need populations in the Dorchester, Roxbury and Mattapan neighborhoods of Boston. Clients are referred to the Network through the Department of Probation, Parole Board, the Department of Youth Services and the Boston Drug Diversion Court.

Service Officers. In the summer months of 1996 the program had expanded to 100 Free Day Camp Scholarships and 100 Annual Memberships.

Youth Service Officers are also referring at risk youth to the **YMCA's High Flight Program.** This program is the Y's adventure-based counseling program for middle school youth who are referred to the Y by community agencies and police officers. Participants are involved in activities which develop self esteem and group leadership.

Conclusion

The Boston Police Department's strategy of intervention, enforcement, and prevention provides a community-wide, systematic approach to comprehensive prevention and community justice in Boston. The youth programs listed above are at the very heart of neighborhood policing. They illustrate the strong commitment to Boston's youth, not just by the police department - but by private businesses, social service agencies, other law enforcement agencies, and other area organizations and institutions. The decreases in youth crime are early evidence that the Boston Strategy works.

Under the community justice tent we are all working together to restore and maintain the quality of community life.

Office of the Police Commissioner, Boston Police Department
Office of Strategic Planning and Resource Development
For more information on the Boston Police Department's strategy, please call
Jim Jordan, Director
617-343-4507 // Fax at 617-343-5073

Boston
Juvenile Statistics

CHART 1
Juvenile[1] Homicides by Firearm
1992-1996[2]

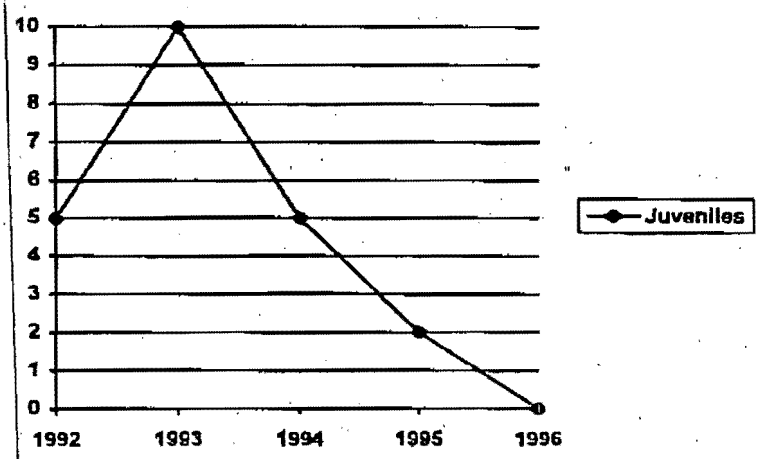

Table 1
Juvenile Homicides by Firearm

Year	16 and under
1992	5
1993	10
1994	5
1995	2
1996	0

[1] Juvenile is defined by Massachusetts General Law as not having attained the age of 17.
[2] 1996 figures are year to date as of 10/15/96

HARVARD UNIVERSITY
JOHN F. KENNEDY SCHOOL OF GOVERNMENT
PROGRAM IN CRIMINAL JUSTICE POLICY AND MANAGEMENT

79 John F. Kennedy Street
Cambridge, Massachusetts 02138
617/495-5188
FAX: 617/496-9053

David M. Kennedy
Anne M. Piehl
Anthony A. Braga

June 24, 1996

BOSTON GUN PROJECT: KEY FINDINGS

- Most youth (age 21 and under) gun and knife homicides occur in Roxbury, Dorchester, and Mattapan. Most gun and knife woundings also occur in these neighborhoods. Of 155[1] gun and knife homicides that occurred in the city over 1990-1994, 88% of victims were male; 12% female; 78% were black; 16% white; 2.6% were Asian; and 2.6% of other races. Firearms accounted for 84% of the victimizations, knives for 16%.

- Of the 1550 firearms recovered from those age 21 and under by the Boston Police Department between January 1991 and May 1995, 52.1% were semiautomatic pistols, 30.0% were revolvers, 8.5% were rifles, and 9.4% were shotguns.

- Bureau of Alcohol, Tobacco, and Firearms traces show that 34.0% of traceable firearms recovered from those age 21 and under by the Boston Police Department were first sold at retail in Massachusetts. No other state reaches double digits on a percentage basis; the next highest source state is Georgia, with 8.0%. All southern states combined -- Georgia, Florida, Virginia, Alabama, North Carolina, Mississippi, South Carolina, West Virginia, and Maryland -- add up to 31.5%.

- Of all traceable guns recovered from those age 21 and under, 26% were less than two years old when recovered by police. Of semiautomatic pistols, 41% were less than two years old. Of all traceable guns less than two years old, 84% were semiautomatic pistols. Preventing trafficking in guns of this sort should be easier than if they were, for example, older guns obtained through house burglaries.

---

[1] A small number of homicides of clearly unusual and distinctive character were excluded from this analysis.

- Nearly 20% of all guns recovered from those age 21 and under have obliterated serial numbers, suggesting that these guns are also relatively new "trafficked" guns rather than guns that have been, for instance, stolen from houses or cars.

- Guns recovered from those age 30 and older are less likely to be semiautomatic pistols; less likely to have obliterated serial numbers; more likely to have been first sold at retail in Massachusetts; and more likely to be older.

- Of the 155 youth gun and knife homicide victims, prior to their murders 75% had been arraigned for at least one offense in Massachusetts courts; 19% had been committed to DYS; 42% had been on probation; and 14% were on probation at the time of their murder.

- Of the 125 cleared youth offenders associated with those homicides, 77% had been arraigned for at least one offense in Massachusetts courts; 26% had been committed to DYS; 54% had been on probation; and 26% were on probation at the time they committed their homicide.

- Of the 117 homicide victims with at least one arraignment, the average number of arraignments is 9.5, and 44% had ten or more arraignments. Of the 96 offenders with at least one arraignment, the average number of arraignments is 9.7, and 41% had ten or more arraignments. For both victims and offenders, arraignments for property offenses, armed violent offenses, and disorder offenses outnumber drug offenses. For offenders, unarmed violent offenses also outnumber drug offenses.

- Boston has roughly 1300 gang members in the high-risk neighborhoods of Roxbury, Dorchester, and Mattapan, plus surrounding areas. These gangs are responsible for at least 60% of Boston's youth homicides.

- Gang members are at extremely high risk for violent victimization. Statistically, if one assumes an average nine-year gang membership (over, for example, age 16-24), gang members have a 1/7 chance of dying by gunshot and an even higher chance of being wounded by gunshot. It is thus reasonable, and supported by interviews with youth in Boston, that fear and the desire for self-defense are fueling both gun acquisition and gang formation in the city. It is also reasonable to think that reducing the risk of violence would have a large impact on gun acquisition and other high-risk behavior.

Reported Part One Crime in the City of Boston

by Offense and by District/Area

January-August 1995 vs. January-August 1996

District	Homicide			Rape and Attempted			Robbery and Attempted			Aggravated Assault			Burglary and Attempted			Larceny and Attempted			Vehicle Theft and Attempted			Totals			
/ Area	95	96	Chg.	95	96	Chg.	95	96	Chg.	95	96	Chg.	95	96	Chg.	95	96	Chg.	95	96	Chg.	95	96	Chg.	% Chg.
A-1	2	3	1	13	13	0	284	243	-41	193	218	25	270	358	88	3,746	2,615	-1,131	550	405	-145	5,058	3,855	-1,203	-24%
A-7	1	1	0	7	20	13	88	87	-1	171	192	21	208	289	81	549	545	-4	414	369	-45	1,438	1,503	65	5%
A-15	2	0	-2	1	4	3	29	21	-8	62	53	-9	74	98	24	382	323	-59	219	170	-49	769	669	-100	-13%
Area A	5	4	-1	21	37	16	401	351	-50	426	463	37	552	745	193	4,677	3,483	-1,194	1,183	944	-239	7,265	6,027	-1,238	-17%
B-2	23	17	-6	62	63	1	558	506	-52	1,034	878	-156	748	497	-251	1,993	1,699	-294	884	906	22	5,302	4,566	-736	-14%
B-3	12	9	-3	40	44	4	239	334	95	611	554	-57	374	259	-115	971	982	11	487	528	41	2,734	2,710	-24	-1%
Area B	35	26	-9	102	107	5	797	840	43	1,645	1,432	-213	1,122	756	-366	2,964	2,681	-283	1,371	1,434	63	8,036	7,276	-760	-9%
C-6	1	1	0	7	12	5	60	68	8	211	223	12	185	263	78	998	871	-127	405	411	6	1,867	1,849	-18	-1%
C-11	3	8	5	41	43	2	282	341	59	493	487	-6	521	442	-79	1,415	1,372	-43	915	841	-74	3,670	3,534	-136	-4%
Area C	4	9	5	48	55	7	342	409	67	704	710	6	706	705	-1	2,413	2,243	-170	1,320	1,252	-68	5,537	5,383	-154	-3%
D-4	4	7	3	38	33	-5	438	412	-26	411	412	1	724	516	-208	4,240	3,384	-856	1,319	1,076	-243	7,174	5,840	-1,334	-19%
D-14	1	1	0	11	14	3	98	91	-7	150	160	10	494	383	-111	1,565	1,188	-377	608	534	-74	2,927	2,371	-556	-19%
Area D	5	8	3	49	47	-2	536	503	-33	561	572	11	1,218	899	-319	5,805	4,572	-1,233	1,927	1,610	-317	10,101	8,211	-1,890	-19%
E-5	0	1	1	24	26	2	155	186	31	294	283	-11	419	226	-193	1,299	997	-302	704	640	-64	2,895	2,359	-536	-19%
E-18	0	0	0	13	16	3	63	98	35	178	173	-5	241	178	-63	594	669	75	369	346	-23	1,458	1,480	22	2%
Area E	0	1	1	37	42	5	218	284	66	472	456	-16	660	404	-256	1,893	1,666	-227	1,073	986	-87	4,353	3,839	-514	-12%
Total	49	48	-1	257	288	31	2,294	2,387	93	3,808	3,633	-175	4,258	3,509	-749	17,752	14,645	-3,107	6,874	6,226	-648	35,292	30,736	-4,556	-13%

Note: These figures are tabulated according to the reporting criteria established by the F.B.I.'s U.C.R. program. Unfounded and prior unfounded incidents have been factored out of the final tally.

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Saturday, April 11, 1998

Metro

A BEAT COP NOW SPEAKS FOR RANK, FILE POLICE-CITY IMPASSE CHALLENGES UNION HEAD

Daniel Vasquez, Globe Staff

PROFILE IN THE NEWS

In late September, Officer Thomas J. Nee, head of the Boston Police Patrolmen's Association, jumped in his weathered red Ford Bronco and headed downtown toward the Hynes Veterans Memorial Convention Center.

A regional criminal justice conference was underway there, and police Commissioner Paul Evans and other city leaders were about to get more attention for the city's plunging crime rate.

Nee, however, was heading to direct his union's first high-profile picket. A protracted 16-month contract dispute had stalled over drug testing, and he wanted to raise the stakes.

But Nee, the union's interim president for only nine months, wasn't sure anyone on his side would show up.

"I've got to tell you, I was nervous. I didn't know what would happen," he said in a recent interview. "But then I turned the corner and saw everybody, and we just went from there."

More than 1,000 BPPA members protested that day, jeering when Evans crossed the picket line shoulder-to-shoulder with Mayor Thomas M. Menino, a staunch union advocate.

After 21 months, negotiations remain at an impasse. The union, emboldened by its members' roles in driving the crime rate downward, won't yield to Menino's demand for random drug testing. They say it is a matter of principle.

And Nee -- a South Boston native and beat cop who has worn a badge for 16 years -- is the man in the middle.

His advocates contend that he packs enough clout and bargaining

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know-how to win the union and its 1,700 members a fair contract. But some critics grumble that, despite Nee's solid reputation, the drug testing issue is just another bargaining ploy to get the union a bigger raise.

"Everything comes down to love or money," said one BPPA member who did not want to be identified, referring to the union's standoff with the mayor. "And there's no love involved here."

Nee, who was the union's vice president, inherited the presidency after Richard Bradley left in the middle of his two-year term last January, and is on paid leave from his beats in Southie and Dorchester. He likes to say he comes from an old Boston family of strong work values: his mother washed floors, and his father is a custodian.

"My dad is Archie Bunker. He's an Irish-American with a limited education," Nee said. "He's 70 years old, and he still works. He says, 'Anybody who sits on his butt is not a good man.' "

Nee, a 1974 graduate of Boston Technical High, has blue-collar experience on his resume. As a youth, he worked several odd jobs, including one in which he salvaged items from burned-out buildings.

His first law enforcement job was as a police officer in Washington, D.C. After four years, he wanted to return to Boston, but the police department didn't hire him at first. Nee moved back anyway and took a job as a glassworker in the John Hancock Building downtown. It paid $6.50 an hour.

"I had babies to feed, and I was rolling pennies to buy diapers," Nee said. "I'll never forget those days."

When the Boston department finally offered him a job, Nee jumped at the opportunity. The job allowed him to patrol Southie, and he became active in the union, serving eight years as a shop steward.

To keep his presidency, Nee must run for a full term next year. While in office, he seems to have adopted his father's philosophy of hard work.

When negotiations with the city intensified, Nee quickly rallied the membership. He also helped reunite the BPPA with the AFL-CIO. The move made national headlines this week, nearly 79 years after the historic Boston police strike of 1919 over the officers' right to join the national union.

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"Tommy knows what he is doing. And people believe in him," said Robert Haynes, secretary and treasurer of the state chapter of the AFL-CIO.

So far, Nee's pickets have been tactical, lasting only a few hours each. He chose not to protest at the opening of the new police headquarters at One Schroeder Plaza, named for two brothers slain in the line of duty.

"I didn't think it would be right to embarrass the Schroeder family or the police officers caught in the middle of this fight," said Nee.

But city administration officials say Nee has no problem embarassing Menino. Union newsletters have mocked the mayor's speech patterns and called him antiunion. One included a fake full-page movie ad for Menino, titled "Liar, Liar."

Nee's approach "is laughable," said Jacque Goddard, the mayor's spokeswoman. "It seems very unrespectful and unprofessional."

Insiders say both sides tentatively agree on certain items in the contract, including increased use of bulletproof vests, a cap on the long-term number of hours officers may work, and a pay increase for bomb squad officers.

Sources say Menino has offered a 13 percent pay increase, but he is tying at least 4 percent of that to union agreement on random drug testing.

"We have a drug testing policy already, so this is just a slap in the face," Nee said. "The mayor is questioning my officers' integrity and he has no right to do that."

In 1996, the union agreed to a "reasonable suspicion" testing policy: Department supervisors can order officers to submit to urinalysis after signs of drug abuse, such as red eyes or slurred speech, or if a supervisor's suspicions are based on credible information. All officers in special units, such as the bomb squad, are tested voluntarily.

Joseph G. Sandulli, the police union's lawyer, said the department has asked only two officers to submit to the tests, and only one has tested positive for narcotics. "If there was a problem, we would have heard about it by now," he said.

But according to police sources, six of the 26 cases the

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department's in-house, anticorruption unit is investigating involve drugs. Between 1996 and 1997, sources said, 28 of 82 unit cases involved drugs.

"Even one case is too many when it comes to an officer taking, or God forbid, selling drugs," said Sergeant Detective Margot Hill, a police spokeswoman. Commissioner Evans, she said, maintains that residents have a right to expect a drug-free department, and officers need to know their colleagues are clean.

According to sources, the city has shifted a bit, offering to limit random drug testing to officers' birthdays.

"That's still random," Nee said. "The department wants to go on a fishing expedition with my officers, and I won't have it."

TABULAR OR GRAPHIC MATERIAL SET FORTH IN THIS DOCUMENT IS NOT DISPLAYABLE

PHOTO; Caption: THOMAS J. NEE Opposes random drug testing GLOBE STAFF PHOTO/ GEORGE RIZER

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BOSTON POLICE PATROLMEN'S ASSOCIATION CLAIMS VICTORY!

BOSTON POLICE PATROLMEN'S ASSOCIATION CLAIMS VICTORY!
UNITY PAYS OFF

STATE LEGISLATURE OVERRIDES GOVERNOR VETO OF COLLECTIVE BARGAINING BILL

January 20, 1998 - The Boston Police Patrolmen's Association (BPPA) was victorious in its efforts to pass State Senate Bill S. 1894, finally requiring that the same collective bargaining laws that govern Police Chiefs will also apply to Police Commissioners and Public Safety Directors in the Commonwealth of Massachusetts.

Because Boston has a "Police Commissioner" rather than a "Police Chief," Boston Police Commissioner Paul Evans claimed that he was exempt from Chapter 150E, Collective Bargaining Rights for All Public Employees which was passed by the State Legislature in the 1970s. Commissioner Evans instituted Chapter 322, or the bust approach, "to make all rules and regulations for the efficiency of the police department". Commissioner Evans considered himself exempt from collective bargaining agreements - even after he voluntarily entered into and signed the agreement.

The BPPA lobbied hard for the passage of S. 1894, and called on NAPO for our expertise. The BPPA also turned to NAPO's political media consultant, Hank Sheinkopf of Sheinkopf, LTD, who launched an effective radio and television campaign. The BPPA also used direct mail, made thousands of calls to legislators and worked with a coalition of police unions and associations from across the state called the Massachusetts Police Union Legislative League (M.A.S.S.P.U.LL). Massachusetts' organized labor also sprang into action for the cause.

"There is a great lesson that police unions and associations across this country can learn from the BPPA experience – unity pays off!," said Robert T. Scully, NAPO's executive director. "The BPPA retained the services of Sheinkopf, LTD to coordinate this campaign, and it worked," continued Scully.

Massachusetts Governor Paul Cellucci vetoed S. 1894 in 1997. When the state legislature reconvened in 1998, the Senate voted 37 to 0 and the House 136 to 7 to override the Governor's veto. This was a major defeat for Governor Cellucci, Mayor Menino and Police Commissioner Evans, repealing a law that has been on the books since 1906.

"During Police Commissioner Evans' refusal to recognize the collective bargaining agreement, the BPPA filed over 400 grievances and 25 unfair labor practices to protect our 1,600 members. The cost to BPPA members in legal fees has totaled well over $2 million and an increase in dues was required due to Evans' continuing violations," said Thomas J. Nee, President of the BPPA. "We commend the State Legislature for seeing through the fear campaign!," continued Nee.

The BPPA is a member of the National Association of Police Organizations (NAPO), a coalition of police unions and associations from across the United States that serves in Washington, DC to

advance the interests of America's law enforcement officers through legislative and legal advocacy, political action and education. Founded in 1978, NAPO now represents more than 4,000 police unions and associations, over 220,000 sworn law enforcement officers, 3,000 retired officers and more than 100,000 citizens who share a common dedication to fair and effective crime control and law enforcement

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Boston Herald
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Thursday, March 6, 1997

NEWS

T, court, schools gang up on youth violence at station

Laura Brown

In response to escalating student violence at the MBTA's Forest Hills station, T Police, court officers and school administrators have joined in an effort to quell the problem, officials said yesterday.

The MBTA is eyeing the effort as a pilot program that may be copied at other T stations across the city, T Police Major Roger Ford said.

The initiative is a daytime version of the successful night program that won accolades from President Clinton last month and the T's version of community policing, explained Major Thomas McCarthy.

Anthony Owens, chief of probation at West Roxbury District Court, spent several hours at Forest Hills yesterday afternoon with MBTA police and chatted with a few of the thousands of students who pass through the T station on their way home from school.

"Our mission is to be visible with the street workers and the police," Owens said. "We want the kids to use the system and not abuse it."

Michael Devlin, assistant probation chief at the Juvenile Court, added: "We all have information on kids we can share. We want to get out the message if you're on probation, you shouldn't be hanging around Forest Hills station."

Other students also should get the message that there is "a safe corridor to and from school," Owens said.

In addition to a police and probation presence at the T station, the pilot program incorporates a new partnership between the MBTA police, Boston police, the Boston School police and

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English High School - the largest of several surrounding schools that funnel students onto the Orange Line, McCarthy said.

Police officers will talk to English High students in an ongoing "give-and-take forum" and the school will establish a formal code of conduct for students riding on the MBTA, he added.

McCarthy hopes the forums will create "a better understanding" between the students and T Police, but warned that the police will enforce the rules.

"We're not going to let chronic troublemakers be chronic troublemakers on the T," McCarthy said.

Regular T rider D. Binns of Jamaica Plain said she has never had trouble with any young people at the station, but has seen a few violent incidents and appreciates the police presence.

"It makes you feel more comfortable," she said.

State Rep. John McDonough (D-Jamaica Plain) said he is "grateful" the police, probation and schools are trying to address a problem that appears to be getting worse, but further measures may be needed.

"It may take something larger than this to get it under control," he said.

PHOTO CAPTION: PRESENCE: MBTA Police Major Roger Ford keeps an eye on the young people passing through Forest Hills station. Staff photo by Renee DeKona

---- INDEX REFERENCES ----

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Boston Police DEPARTMENT

"We dedicate ourselves to work in partnership with the community to fight crime, reduce fear and improve the quality of life in our neighborhoods. Our mission is Neighborhood Policing."

- Boston Police Commissioner Paul Evans

'BPD Update' **~ Mar. - Apr. 98 version.** Get the inside scoop. This bulletin is posted monthly within the department and contains information on current events and initiatives at the BPD.

Highlights of This Site:

Help us catch our most wanted criminals by viewing mug shots and case histories.

Check out the growing list of BPD neighborhood district stations that have their own site. You will find information about BPD involvement, and safety issues in your own community.

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Boston Police Academy

85 Williams Ave., Hyde Park, MA 02136
TEL: (617)343-4410 FAX: (617)343-5616

Welcome to the Boston Police Academy

You may be interested to learn that the doors to the Academy were first opened on November 16, 1931. The Governor at the time, Joseph B. Ely, and Police Commissioner E.C. Hultman founded the Police School (as it was known then) for the purpose of "promoting the efficiency of the Department and its services to the public." The enactment goes on to say:

"Instructors for the school are selected from the senior officers and practical subjects in everyday police work which are covered in great detail. The duties of police officers are numerous and complex as to demand almost continuous study in order that officers may be acquainted with court decisions, proper procedure, regulations and statues that they are called on to enforce."

For over fifty years the duties remained complex, and economic, political and social changes created new demands for police services. As the role of a police officer was changing in the new democratic society, the Boston Police Department needed officers to adapt and instituted a new academy.

In 1985, a former neighborhood school in Hyde Park was rededicated as the Deputy Superintendent William J. Hogan Law Enforcement Training Center. In this academic setting, the Boston Police Department provides basic courses for recruit officers, promotional classes for detectives and supervisors, and seminars for the Citizens Police Academy.

Today, the curriculum of the academy prepares officers with practical training in Patrol Procedures, CPR, Defensive Tactics, Defense Driving, and the Use of Force. It also enhances education about the expanding role of police with an array of Constitutional Law, Criminal Law, Ethics, Domestic Violence, Racism, Anti-Semitism, Prejudice, Civil Rights and Neighborhood Policing courses. The mission of the Boston Police Academy is to provide people with unique instruction merged with innovative teaching methods of Facing History and Ourselves, and to promote the knowledge, values and skill police officers need in the democracy they are called upon to preserve and protect.

Look here for BPD Academy entrance requirements.

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Boston Police

History & Facts

Recently Updated Facts From the 1997 Annual Report.

Organized: *1854*	**Sworn Officers:** *2135*
Civilian Personnel: *831*	**Budget:** *$167 million (FY98)*
Rank structure: Commissioner, Superintendent, Deputy Superintendent, Captain/Captain-Detective, Lieutenant/Lieutenant-Detective, Sergeant/Sergeant-Detective, Police Officer/Detective, Recruit Officer	**Bomb disposal vehicles:** *1* **Median age:** *35* **Mean years of service:** *18*
Facilities: *26*	**Marked Patrol Vehicles:** *482*
Unmarked Vehicles: *441*	**Motorcycles:** *50*
Bicycles: *43*	**Horses:** *16*
Boats: *5*	**Canines:** *16*
Total Dispatched Calls: *503,434*	

Coming Soon **- A brief history of the BPD.**

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Boston Police

Academy

Entrance Requirements for the BPD Academy

1. Be a U.S. citizen (birth or naturalized)
2. Be at least 19 years of age
3. Possess a High School Diploma or have a G.E.D. Certificate or served at least 3 years in the United States Armed Forces with an honorable discharge or release.
4. Posses a valid Massachusetts motor vehicle operator's license.
5. Be a Boston resident at least one (1) year prior to examination date

For appointment to the Boston Police Academy

You must:

1. Pass the written entrance for Police Officer
2. Pass character background investigation, medical and psychological and exams and physical agility test

Training

Six (6) months of extensive classroom training in:

1. Constitutional Law
2. Criminal Law
3. Crisis Intervention/Conflict Resolution
4. Physical Training
5. Patrol Procedures
6. Defensive Driving
7. Self Defense
8. Firearm Training
9. First Responders

Benefits

1. Base salary $40,000 after three (3) years
2. Thirteen (13) paid holidays per year
3. Excellent promotional opportunities
4. Full retirement plan
5. Educational incentives

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Most motorists told to sit tight on air bag use

By Janet L. Fix Knight Ridder Newspapers (KRT)

WASHINGTON Fearing death or injury by air bags, more than 2,500 people have asked the government for permission to have their bags disconnected by a mechanic.

But only 86 with medical problems have received the go-ahead to have their bags disabled, according to the National Highway Traffic Safety Administration.

The rest are being told to sit tight and buckle up until final rules on deactivation of air bags can be completed. That won't be until after Feb. 5, when the chance for the public to comment on the proposed rules ends.

So far, 50 people, most of them short women or husbands of short women wanting air bags disconnected, have written to the safety agency about the proposed rule changes. Their letters are in addition to the 2,538 people who have written to the agency in recent months asking to have their air bags disconnected.

Air bags have been blamed for the deaths of 54 children and 20 adults, mostly women under 5 feet 4 inches.

Betty Beyer of Saginaw, Mich., in a letter dated Dec. 31, wrote: ``I am scared to death to drive my car.'' She wants her air bag disconnected immediately, and doesn't want to wait.

Shirley Small fears for his own life and his wife's life. ``I am 5 feet tall, and my wife is 5-foot-1,'' the Coral Gables, Fla., resident wrote. He wants his bag deactivated ``before it kills either one of us.''

Because air bags deploy at speeds up to 200 mph, the safety agency suggests children under 13 should be buckled in rear seats. Women should sit as far back from the steering wheel as possible.

Government tests require air bags to protect a 172-pound crash dummy that is unbuckled.

Automakers and some consumers aren't happy with the standard. Air bags are designed to ``protect irresponsible people who don't wear seat belts at the expense of more responsible people who wear their seat belts,'' wrote Amy Brakeman of Wellesley, Mass.

Generally, the early public comment from individuals is running in favor of rules proposed by the safety agency that would allow automakers to take some of the punch out of air bags, and allow mechanics to disable air bags. Neither the auto companies nor safety groups have submitted formal written comments. Currently, it is illegal for a mechanic to disconnect an air bag or any other safety device. Vehicle owners may disconnect their own bags, but it's not recommended, the safety agency says. Automakers and dealers oppose widespread deactivation, saying air bags have saved about 1,700 lives.

Three public hearings across the nation were held in 1984 before the existing air bags rules became law. No hearings are planned this time, so it is important than the public write with comments, said Diane Steed, a former NHTSA administrator.

``Obviously, no comment from an individual will carry a great deal of weight,'' Steed said. ``But the public's view does and should play a role.''

In the early returns, unqualified support for air bags appears to be the exception.

``Leave air bags alone. They work,'' wrote Robert O'Hara of Newport News, Va. ``Make seat belts and car seats mandatory and enforce it.''

Some people want air bags to be made optional.

Gail Rongey, a certified public accountant in Seattle, said, ``We should rethink the whole air bag concept and go back to the drawing board. ... Not everybody can sit in the back seat.''

Some motorists vow to make automakers feel it on the bottom line if they can't come up with safer air bags.

``Go ahead and penalize short people, babies and pregnant women if you must,'' wrote June Kristapovich. ``My good old Olds will have a home in my garage for the next 20 years if necessary. It will never be replaced by a dangerous car with these stupid, evil air bags.''

Boston has put a big dent in solving its violent crime problem among youth By Angie Cannon Knight Ridder Newspapers (KRT)

BOSTON It's another slow night for Sgt. Isaac Thomas, patrolling the streets of notorious Roxbury. Not so long ago, his shift might bring gunshots, sirens and screams. Tonight's big excitement: Some kids ran a stop sign.

After years of funerals for teen-agers, Boston has much to brag about. No one under 17 years of age has been killed by guns since July, 1995. Cities across the country are calling to find out the secrets to Boston's success.

``It's a little John Wayne, a little Clint Eastwood,'' says Bill Stewart, a 20-year probation officer. ``We told the kids: `You aren't going to do this. You are going along with the program or we are going to take you down.' We went eyeball to eyeball, and they started blinking.''

What happened was this: the city banded together and everyone got very serious about stopping kids from killing each other. For the police department, that meant trying to solve problems instead of just reacting to them. The police also ditched an us-versus-them mind set and overcame historic rivalries to form strong partnerships with federal law enforcement, state agencies, businesses and university researchers.

``Boston is one of a number of cities that is having great success in controlling their youth crime problem,'' says James Alan Fox, dean of Northeastern University's College of Criminal Justice, who is releasing a report on the issue next week.

``Boston has balanced prevention strategies with intervention and enforcement,'' he says. ``It is not a fluke.''

There was the day, for instance, Boston police chopped down ``The Sneaker Tree,'' where the vicious Intervale gang had thrown 100 sneakers in the branches to mark its turf.

There was the day a 24-year-old street tough, Freddy Cordoza, was sent to federal prison for nearly 20 years for possession of one bullet.

There was the day that police and probation officers started visiting the homes of youths on probation at night.

As a result, murders of Bostonians 24 and under have dropped 71 percent since 1990, and Police Commissioner Paul Evans says with a shrug of his shoulders: ``I've got cops complaining they are bored in our toughest neighborhoods. I say to them: `You have no one to blame but yourselves.' ''

Indeed, Lt. Gary French, head of Boston's 45-person Youth Violence Strike Force, holds up his pager and says with a smile: ``I keep checking my beeper to make sure it's working.''

What makes Boston's story important is that nationally, juvenile violence has been climbing. For 10 years, murders committed by kids soared nearly 170 percent. Although the national juvenile murder rate has dropped in the last few years, it still is markedly higher than it was in 1986. And the problem is spreading: while city rates are declining, murder arrests in suburban counties are growing.

Some cities still face large numbers of both youthful offenders and victims. In Detroit, 122 juveniles were arrested for murder in 1995. In Philadelphia, 38 were arrested for murder last year.

Criminologists cite Boston's approach as a model for other cities. The city's effort has drawn praise from Attorney General Janet Reno and queries from nearly 40 other cities, including Detroit, Miami, Philadelphia and Tallahassee.

``Boston has involved a wide number of parties from the academic world, the corporate world, the public and private sectors to try to deal with the problem of alienated and underprivileged youth,'' said Fox, the Northeastern dean.

It wasn't always this quiet in Boston. As crack cocaine and gangs intensified in the late 1980s, Boston experienced a surge in homicides in 1990, 152 people were killed, including 10 under age 17 by guns.

One of the first and most successful steps began after a simple courtroom conversation between police officer Bobby Fratalia and the probation officer, Stewart, who had 68 youths on his probation case load shot to death from 1990 to 1994. Frustrated by what was happening on the streets, they wanted to make probation more meaningful and to keep probationers from committing crimes again.

The youths involved in the killings, either as victims, shooters or witnesses, already had been in trouble with the law. Many were on probation, but didn't take it seriously because the limitations nighttime curfews or boundary restrictions weren't enforced by the cops. Yet the kids saw their probation officer as someone with tremendous power to send them to jail.

One night, Stewart joined Fratalia in his cruiser. That very night, a youth who had just been released from prison someone Stewart knew

was shot and killed. Typically, those hanging around clam up after a

shooting and won't tell the officers what they saw. But the kids who weren't supposed to be there were shocked to see Stewart in their neighborhood at night and not behind his desk in the daytime. They opened up and provided information, fearing they might be sent back to jail for breaking curfew.

"We said you guys should ride with us more often," Fratalia said.

Thus was born "Operation Nightlight" in 1992, which pairs probation and police officers to make unannounced nighttime visits to juveniles' homes to enforce curfews and restrictions imposed by the courts. Police say it has increased probation compliance from 20 percent to 60 percent. Stewart says three youths on his case load have died since 1995.

"It's not perfect, but it's better," Stewart says. "This is a card house, and it could end tomorrow. We have to come back every day and keep working at it."

The project radically changed the nature of probation, which had been viewed as a desk job, by showing youths that probation officers were serious about their mission.

"Before, probation was a 9 to 5 job," Fratalia says. "Kids thought their probation officers went home at 5 p.m."

Later research by Harvard University's Kennedy School of Government showed that strengthening probation was a smart approach: Three-quarters of both youth victims and offenders had been arraigned in court at least once before. One-quarter were on probation when they committed a murder.

Another important part of Boston's success has been a program known as "Operation Ceasefire," under which the Boston police's Youth Violence Strike Force responds quickly and forcefully when gun violence occurs. Besides meeting with community members, police officers met with gang toughs and told them the cops would be in their faces if the violence didn't stop.

"We told them to stop," said David Kennedy, a senior researcher at Harvard University who has been working with the Boston Police Department. "At its root, it was that simple. We said: 'Anybody hurts anybody, and we will stop the gang that did the hurting. Go home and tell your friends this is the way business will get done.'"

It wasn't a bluff: last August, the law enforcement agencies arrested 23 members of the Intervale gang, one of the city's worst groups, on federal charges.

And that is another part of "Operation Ceasefire": threatening young criminals with federal prosecutions for gun trafficking or repeat offenses.

The federal system with no parole and faraway prisons was not part of the world of street hoods. When Cardoza was convicted as a career criminal for brazenly tossing one round of ammunition, he was sentenced to 20 years in a federal prison in Otisville, N.Y. The word spread fast. As one teen put it: "Twenty years for one bullet! People should be scared. That's your whole life!"

The police also started going after the source of guns for Boston teens. With new computer systems, Boston police could feed information on seized guns to the federal Bureau of Alcohol, Tobacco and Firearms, enabling each gun to be traced to the original seller through serial numbers and records. Guns are marked with a serial number and are sold initially to federally licensed gun dealers. After a gun is traced, law enforcement then can go after the people who illegally sold it to the juveniles.

President Clinton has announced that 15 other cities in addition to Boston and New York will participate in a similar gun-tracing project.

"It puts the gun traffickers out of business," Kennedy said. "It is harder for kids to find guns."

Commissioner Evans and others stress that the department has created strong partnerships with many other state and federal agencies, which historically have been rivals.

In addition, Evans says he has decentralized an elite citywide drug unit to work directly in troubled neighborhoods, making them accountable to district police commanders. Boston also has created a wide array of prevention programs, including basketball camps, youth choirs and mentoring programs. The police department also has adopted "neighborhood policing" the popular practice of making police officers closer to the neighborhoods they patrol.

All that appears to be making a difference.

"It has quieted down a little," said Steve, 22, who lives in Roxbury and asked that his last name not be used because he fears gang reprisals. "In the neighborhood, guys used to be out on the street 24 hours a day, seven days a week. Now, you never see anybody. The police come by all the time. "People before were so scared to come outside. Now, they feel a lot safer to come out."

Airspeed a focus in crash; if wings were iced, plane may have gone too slowly By David Ashenfelter and Beth Krodel Knight Ridder Newspapers (KRT)

DETROIT A pilot who flies Embraer 120s like the one that crashed last week in Monroe County said Wednesday the pilots were flying too slowly if they approached Detroit Metro Airport at 145 knots with ice on their wings.

Gary Overbaugh, chief pilot and director of operations for Utah based Skywest Airlines, said, "145 knots was probably too slow if they had ice accumulation on the plane and without at least some of the landing flaps extended." That speed is about 168 m.p.h.

He made his comments after listening to a summary of flight data from the final moments of Comair Flight 3272, which crashed during a snowstorm in Monroe County on Jan. 9, killing all 29 people aboard.

Overbaugh, whose airline operates nearly 50 of the Brazilian-made commuter planes, said 164 knots the speed of the Comair flight when it leveled off at 4,000 feet, banked to the east to land and slowed to 145 knots should have been more than enough airspeed to keep the plane aloft even with ice on its control surfaces.

"I don't have a problem with 164 knots at all it's not a problem in either case ice or no ice," Overbaugh said, adding that it was more than enough airspeed to complete the turn.

Still unclear is why the pilots allowed the plane to slow to 145 knots during the left bank. The plane apparently stalled at that point. Pilots and aviation experts suggest pilot error might be a factor in the crash.

Other planes in the area reported light to moderate icing conditions at the time.

The National Transportation Safety Board (NTSB) released information from the plane's flight data recorder this week indicating that something during the turn caused the plane to roll over and dive to earth.

The NTSB, which has released only a small fraction of the information it gleaned from the flight data recorder, probably won't disseminate more details soon, spokesman Paul Schlaam said Wednesday.

The recorder monitored more than 100 factors equipment settings, instrument readings and other information.

"It's just not our practice here of giving daily releases on this stuff," Schlaam said.

Pilot Mike Pangia said, "It's still too soon to tell what caused the crash, but the question of pilot error is certainly starting to loom."

Pangia, a former Federal Aviation Administration lawyer and Washington attorney who has represented families of victims in major airliner crashes, said that based on information released so far by the NTSB, the pilots may have been confronting several problems.

The pilots, operating deicing equipment, may have encountered a real or perceived problem with the right engine or propeller, investigators surmised from lever and switch settings found in the wreckage.

If the pilots activated the controls, they were feathering the right propeller and shutting down the engine and activating a fire extinguisher. Investigators said there was no evidence the engine was on fire.

The engines and propeller blades were found intact. Two of the four fatal U.S. crashes of Embraer 120s were caused by propeller problems.

It's unclear whether icing played a role in the accident.

The plane's owner and manufacturer declined to speculate Wednesday on possible causes of the crash. They said the NTSB hadn't released enough information from flight data recorders to draw any meaningful conclusions.

"Anyone who is making judgments on the stall speed is engaging in pure speculation," said Michael Gearhart, marketing manager of Embraer Aircraft Corp. of Ft. Lauderdale. "We have an engineer working with the NTSB in Washington trying to establish this very thing. There hasn't been enough info released from NTSB that would identify for us what the actual stall speed should be."

Added Comair spokeswoman Meghan Glynn: "At this point, any theory is pure speculation and we're not commenting on speculation."

Meanwhile, at the crash scene Wednesday, Schlaam said crews had just about finished moving wreckage to an exhibit building at the county fairgounds where it will be scrutinized.

He declined to comment on reports that the plane was flying too slowly.

Also Wednesday at a hangar at Monroe's Custer Airport, a team of 125 forensics workers and others headed by Monroe County Medical Examiner Dr. David Lieberman completed identifying the 29 crash victims.

Massachusetts Aims New Safety Rules To Hit Handgun Sales in the Pocket

By Pierre Thomas
Washington Post Staff Writer

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Prozac Cleared for Treatment of Bulimia

Antidepressant Is Only Drug Approved for the Eating Disorder

Associated Press

Prozac, the world's largest selling antidepressant, has won Food and Drug Administration approval to also treat the eating disorder bulimia.

Many psychiatrists already prescribe Prozac—and other antidepressants—for bulimia. But the FDA's approval last week makes Prozac the only drug specifically approved for the mental disorder and allows manufacturer Eli Lilly & Co. to advertise the use.

Bulimia strikes about 1 million Americans a year, almost exclusively young women. Believing they are overweight, bulimics binge on food and then induce vomiting to purge themselves. The vicious cycle can lead to dangerous complications, even death.

Prozac already was approved to treat depression and obsessive-compulsive disorder. It allows the body to keep adequate levels of serotonin, a brain chemical that helps regulate mood.

Prozac doesn't help all bulimics. But in clinical trials, women who took 60 milligrams of Prozac a day for eight weeks experienced on average a 67 percent decrease in binge eating and a 56 percent decrease in vomiting episodes, Lilly said.

The most common side effects were insomnia, nausea and anxiety.

Psychotherapy already is standard treatment for bulimia. One remaining question is whether Prozac is best used with psychotherapy or as an alternative.

The Washington Post

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