CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON PUBLIC SAFETY

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January 28, 2010 Start: 10:15 am Recess: 10:45 am

HELD AT: Council Chambers

City Hall

B E F O R E:

PETER F. VALLONE, JR.

Chairperson

COUNCIL MEMBERS:

Maria del Carmen Arroyo

Helen D. Foster
Daniel R. Garodnick
Daniel J. Halloran III

Eric A. Ulrich

A P P E A R A N C E S [CONTINUED)

Peter F. Vallone, Jr.
Opening Statement
Chairperson
Committee on Public Safety

Sherry Hyman
Deputy Criminal Justice Coordinator

Chelsea Chaffy Legislative Counsel

Maria del Carmen Arroyo Bill Sponsor New York City Council Member

Nancy Ginsberg Director Adolescent Intervention and Diversion Project Criminal Practice The Legal Aid Society

Written Statement from:
Mr. Frazier, Jr.
Executive Assistant
Manhattan District Attorney's Office

for the sponsor of this bill who's due here very soon. But I definitely want to welcome our two new members here, Dan Halloran and Eric Ulrich. I get wrong every time. Which one? Either one, okay [chuckling]. Maybe that's why I get it wrong every time.

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And today we're focusing our attention on a bill that would create the crime of criminal street gang initiation. We've already had a hearing on this bill so it may seem familiar

to some of you. But because of the Council rules, because it's a new term, we have to have a new hearing on each bill that we want to vote out. We won't be voting today but we will be voting on this very soon.

Not everyone who came last time could make it again today, and again, we didn't want them to come if the testimony would be exactly the same. So the content has not changed too much to this bill since the last time. We are making it an A misdemeanor to engage in criminal street gang initiation activity that puts another person at risk or fear of physical injury.

To recap briefly what was said last hearing, we heard some favorable testimony in support of the bill by the NYPD and representatives from the various District

Attorneys' Offices and some community groups. For example the bill was praised in part for providing new tools to the police and the DA's offices to use in their continuing and ever evolving fight against gangs. Specifically Mary Ellen Herring of the Queens' District Attorney's Officee said that the version of the bill discussed last session,

she said I like it because it gives us the ability to perhaps prosecute a case without the cooperation of a victim, also because the bill does not require proof of physical injury.

She said that for the most part in her experience, victims of initiation might not cooperate because they willingly entered the initiation process but this bill; with their cooperation—but with this bill their cooperation would not be necessary.

On the other hand Diana Rodriguez from the Brooklyn DA's office expressed concern that the person being initiated could be charged with this crime. She worried that the person who was being beaten up or initiated into the gang would become a defendant. Although it's true that that's possible, that's only possible in the case where that person himself, or him or herself, also threatened physical harm to another. So you couldn't just be initiated and be a defendant. You'd actually have to participate in that same initiation in threatening or hurting somebody else. So we wanted to make that clear.

We also heard from many groups--

well not many but several groups opposed to the bill. Some of them are also here again today.

We'll hear from them again. At the last hearing we heard supportive comments from the Police

Department. At this hearing we'll be hearing it from a different branch of the City, the Office of the Criminal Justice Coordinator.

make it clear, again, that this bill does not target those gang members who commit felonies but is aimed at dismantling gangs by eating away at gang activity and the gang culture that harms the community by encouraging acts of violence and by spreading fear and intimidation.

So we will turn it over now, since the bill sponsor is not here, to the Criminal Justice Coordinator's Office. We have Sherry Hyman who is the Deputy Coordinator and Chelsea Chaffy, the Legislative Counsel. Thank you both for joining us.

MS. SHERRY HYMAN: Thank you very much. Good morning Chairman Vallone, Council Members Halloran and Ulrich and Garodnick. My name is Sherry Hyman and I am Deputy Criminal

Justice Coordinator. I want to thank you for the opportunity today to express the Administration's support for the proposed legislation related to

criminal street gang initiation activity.

Administration has been committed to combating criminal street gangs and gang-related violence.

One of the most recent and promising initiatives that the Mayor has committed to doing is a pilot project to work with prosecutors and courts to use GPS technology in appropriate cases as a bail or sentence condition to keep gang members away from other gang members and gang affiliated locations. By preventing known gang members from affiliating with other members and locales we hope to break the bonds of gang membership and thereby decrease the pernicious hold criminal street gangs have on our communities.

The proposed legislation on today's agenda is another promising step forward in the fight against criminal street gangs and gang-related violence. As Susan Petito, Assistant Commissioner for Intergovernmental Affairs at the New York City Police Department testified at the

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December 3rd hearing on this topic, the Administration is pleased to have worked with the Council on this bill. And we again comment the 5 Council for seeking to strengthen the laws to 6 curtail the violent and dangerous activities

conducted by criminal street gangs.

This legislation provides another tool to law enforcement by enhancing punishment for hazing and menacing that occurs in the context of gang initiation activities. Under this new law conduct that is currently only a violation or B misdemeanor in the penal law will be elevated to an A misdemeanor.

This means that individuals who currently face only 15 days or 3 months in jail will now face a sentence of up to 1 year. Imposing these new penalties for this conduct sends a strong message that criminal street gangs and gang-related violence absolutely will not be tolerated in our City. Thank you again for the opportunity to express our support for this bill and for your continued commitment to this issue.

CHAIRPERSON VALLONE: Thank you for your support of this legislation. I ask most

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witnesses, would you have any suggestions for improvements or changes to the bill?

MS. HYMAN: At this point we've been working with the Council staff to get a version that we could all support and that addressed the concerns expressed by both the DAs and advocates at the December 3rd hearing. And we support the current vision as set before you today.

this is the second hearing on the bill I'm not going to belabor and go though the same questions that are on the record from last time. So I'm going to turn to some of my new members who may not have been here last time to see if anyone else has any questions. Council Member Ulrich, either/or.

COUNCIL MEMBER ULRICH: First I want to thank you for your very brief testimony. This is probably some of the best testimony that I've ever heard only because it was under two and a half minutes. Most of the time the panel goes on and on and on and then of course you lose focus. At any rate, I just had a question 'cause

2	I obviously wasn't on the Committee when the prior
3	hearing was conducted, regarding the
4	Administration. I'm wondering how the Mayor's
5	been working with the District Attorneys in each
6	of the various Boroughs to combat some of the gang
7	violence that's been happening in some of the
8	schools, in the high schools and the junior high
9	schools. Would you be able to speak to that?
10	MS. HYMAN: I cannot speak to that
11	today. We'd obviously be happy to have any
12	ongoing discussions with you about that topic
13	since it's obviously one of great concern.
14	COUNCIL MEMBER ULRICH: And so is
15	there anything that you can speak to in terms of
16	how the Mayor has been, you know, prior to the
17	introduction of this bill been working to reduce
18	or address gang violence throughout this City?
19	MS. HYMAN: As I pointed out in my

MS. HYMAN: As I pointed out in my brief testimony, one thing that we're working on now is this GPS project where we intend to pilot it with one District Attorney's Officee and fund that particular pilot. Staying away from gang locations or where gang members are known to congregate is something that often comes as a part

of sentencing or bail conditions set by the judge.

What the GPS monitoring system will allow everyone to do is to really do real time monitoring of where that defendant is going and whether the terms of the bail or sentence are being met via a GPS monitoring service who will be able to watch through an electronic bracelet.

COUNCIL MEMBER ULRICH: And you don't know which Borough that's going to be started at, right?

MS. HYMAN: Not yet.

Since we have three members here from Queens,
Vallone, Halloran and myself, no offense to Dan,
maybe we can explore the possibility of starting
that in Queens. Certainly every Borough has their
own problems but in Queens with the influx of
newly arriving immigrant families and of course
with the state of the economy I think that there
are a lot of youths, as we would say in Howard
Beach or youts that are at risk for being inducted
or initiated into gangs or getting involved in
gang violence. So I would urge you to--strongly
urge you to consider bringing it to Queens if you

The second question is I noticed in the definitions section, you've defined criminal

risk. And do you see any concerns there?

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street gang, you've defined penalties and you've defined criminal conduct however since this statute is specifically aimed at criminal street gang initiation activity, don't you think the bill would be more constitutionally sound if you had also defined street gang initiation. So that it removed any question with regards to—do you think that would help the bill if we were to add language about defining initiation within the statute to avoid any potential issue?

[Pause]

COUNCIL MEMBER HALLORAN: And that question comes in the context of you were asked a few moments ago if you felt there was anything that would improve the bill.

[Pause]

MS. HYMAN: Just two things. First is that with respect to your first concern about the fact that the language deals closely with serious physical injury versus physical injury. The Law Department actually share some of the concerns that you're now expressing and in getting the language that's before you today together, the Law Department was comfortable with the language

that was drafted, that we worked on, to address

all the concerns expressed both at the December 3rd

hearing as well as the Law Department's concerns.

Secondly with respect to your concerns about initiation—defining initiation activity, again we've had these ongoing discussions with the Council and the Law Department and we are all comfortable that this bill is tailored to meet everyone's concerns and take—and encompass the kind of activity that we're looking to curtail without being overbroad.

indicated that you've basically run this through and the Law Department seems comfortable with the language. Did, in the course of your making those inquiries, did anyone express any opinions to the contrary about the language as it's constructed here? To your knowledge.

[Pause]

CHAIRPERSON VALLONE: I'm going to ask that question be withdrawn just for the privilege of your private conversations, being that you don't wish to reveal. So I mean if you have a comment on that fine but you're not force

when a community has to stop its everyday life, the way they know how to live it, because they

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fear for their safety and the safety of their families, it's a very serious issue for us and one that I think this legislation tries to get at the heart of. We want to be able to live our lives peacefully, safely and comfortably in our communities. And there are certain elements in our communities that sometimes throw up some action and circumstance that puts us at risk.

And that is why we're trying to accomplish with some bills that some of us feel very strongly about and others feel strongly on the opposite about. But something that I think makes sense and something that we ought to take very seriously. So I want to thank you Mr. Chair for your support, the Speaker for her commitment to this work. And I look forward to the ongoing conversation.

CHAIRPERSON VALLONE: Thank you for introducing this bill. As I said before, we originally had three bills on gang, the gang situation. Yours is the one that we were able to move forward on most quickly. The other two have issues that we're continuing to work on with the Mayor's Office and with the advocates.

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2	And one of them is mine regarding
3	gang recruitment as opposed to initiation. And
4	because of the complicated legal issues and civil
5	rights issues involved in all these bills we're
6	movingwe're continuing to move on those but

7 still working on those issues.

Yours we've been able to get moving. We didn't want to wait. So thank you for putting this in. And I believe we're done with questions for you guys. So thank you both and we're going to continue to work with you and get this bill passed as soon as we can.

MS. HYMAN: Thank you.

CHAIRPERSON VALLONE: Thanks. The next person to testify will be Nancy Ginsberg from the Legal Aid Society. If anyone else is waiting to testify we don't have any cards filled out so you will need to fill one out.

[Pause]

CHAIRPERSON VALLONE: Okay thank you for coming in again Ms. Ginsberg. I know that you were here last time. And so we do have all those concerns, they're still on the record. And we are more than happy that you're here again to

discuss the bill. I know you've handed us some information on programs that would help in this situation. Again, you have leeway to discuss those but this isn't a funding hearing. This is about this bill. So. The floor is yours.

MS. NANCY GINSBERG: Thank you.

Good morning. My name is Nancy Ginsberg. I'm the Director of The Legal Aid Society's Adolescent Intervention and Diversion Project in the Criminal Practice. It's a specialized unit dedicated to the representation of adolescents aged 13 to 18 who are prosecuted in the adult criminal courts.

I submit this testimony on behalf of The Legal Aid Society and thank Chairman

Vallone and the Committee on Public Safety for inviting our thoughts. I would also like to note that although the Bronx Defenders could not be here today they join in our comments.

Since we were here six weeks ago to discuss gang issues and street violence in New York City we have learned many things about a number of very successful programs used around the country to approach this very issue. These programs which have been studied and assessed by

reputable academic institutions such as Harvard and Northwestern Universities have been shown to bring about significant decreases in street violence caused by gangs.

The programs in other jurisdictions approach what I'm going to refer to as the problem of street violence, which includes established gangs and looser group affiliations engaging in criminal conduct. Almost all of the programs implemented elsewhere and most interestingly on the verge of being implemented in New York City do not rely on criminal suppression as the primary tool.

There seems to have been a recognition of what the research has demonstrated again and again. Traditional criminal justice deterrence methods do not effectively reach street gangs. In light of this recognition a number of programs have been developed and implements in large and small jurisdictions: Boston; Chicago; High Point, North Carolina; Cincinnati; Baltimore and Los Angeles among others. Some program use the name Ceasefire and some do not. Some have a large law enforcement component, others rely

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primarily on street and community outreach.

All of these programs recognize
that street violence cannot be addressed with
traditional law enforcement methods alone. The
jurisdictions which have implemented these methods
have seen significant decreases in street violence
attributed to gangs or group violence.

In 1997 the International
Association of Chiefs of Police issued a report
recognizing that research shows significant
overlap between youth at risk of being
perpetrators and those who become victims of gun
violence. Broad based partnerships with the
public health, medical, faith, education,
community groups, social service community and
philanthropic sectors should work to establish gun
violence prevention programs in a wide range of
settings where young people gather.

The outreach programs reach out to gangs or groups and focus on some or all of the following components: articulating powerful community norms against violence; offering a specific social service structure for those who want help getting out of the gangs; creating a

strong public education campaign to instill in people the message that shootings and violence are not acceptable; strengthening communities to build capacity to exercise informal social control and respond to issues that affect them; putting gangs on prior notice that serious violence by any gang member will result in law enforcement attention to all members of his gang; reliance on trained outreach workers, faith leaders and other community leaders to intervene in conflicts or potential conflicts and promoting alternatives to violence.

We recently learned that New York
City is exploring some of these initiatives. Last
spring the New York State Senate allocated \$1.5
million to Manhattan, Brooklyn and Queens to
implement a program called SNUG, modeled on
Chicago's Ceasefire program, which takes a public
health approach to reducing shootings and
killings. SNUG is also funded in Yonkers and Mt.
Vernon although not the Bronx.

In September of 2009 the Center for Court Innovation in Manhattan received nearly \$1 million in stimulus funds from the Department of

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Justice to implement the Chicago model of

Ceasefire as a demonstration project at the Crown

Heights Mediation Center. John Jay College houses

the National Network for Safe Communities which

focuses on this very issue of gang and street

violence.

These innovative programs are being funded at the same time that Mayor Bloomberg announced the merge of the City's Department of Juvenile Justice into its child welfare agency, signaling a more therapeutic approach toward juvenile delinquency. The Mayor himself recognized in his recent State of the City Address that we need to make greater efforts to incarcerate fewer youth and provide therapeutic services to children in need who come through the court system.

At a time when funding is being allocated to innovative crime fighting and violence prevention programs throughout the City and State, and the City has stated its commitment to maintaining more court involved youth in the community with services, it seems inconsistent to propose legislation with the goal of increasing

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the number of youth prosecuted and enhancing the sentencing penalties they will face.

You heard from the prosecutors of four of the City's five Boroughs testify in December about the difficulties they would face in proving the cases brought pursuant to the proposed bill. They described the difficulties they currently have in security the cooperation of witnesses in the prosecution of serious felonies related to gang violence. Such problems will only increase with lower level offenses similar to the proposed bill.

The Brooklyn District Attorney's Office describes its commitment to alternative to incarceration programs which help young people get out of the gangs and back in to school or a job on the theory that if you turn a gang member into "a positive person in this society then we just have taken care of a whole bunch of crimes that are never going to happen. What we've learned is that there has to be a very strong relationship between our program and communities. If we can get them to leave the gang, we can get them to go back to school, but there comes a point where they

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graduate our program, I want to make sure that they have a community to go back to that's going to support them and give them that support system that they need."

belief that the current penal law contains enough provisions to prosecute individuals involved in gang or street violence. We, both prosecutors and defense attorneys, have watched more and more young people pushed into the court system in New York City. Almost all of these youth are minorities. Almost all are functioning academically far below grade level. Almost all live in neighborhoods where positive life choices and role models are few. Many join gangs because it is easier than fighting them day in and day out.

Clearly there are New Yorkers who believe that a new approach must be implemented.

New programs to address street violence will begin this year in New York City. We have previously set forth our concerns to this bill. It is our strong belief that enforcement of this law will fall primarily on minority youth. We ask that you

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seriously consider those concerns in addition to the prior testimony of law enforcement advocates and community members much of which supported the issues we raised along with their own concerns about the bill.

We ask the City Council to join the academics who have studied this issue for over a decade, the US Department of Justice which endorses their findings, and the jurisdictions which have implemented the methods stemming from the research which have led to significant decreases in street violence. Deterrence through legislation has its limits. Everyone here spoke about constituents asking for help to keep their kids out of gangs. Passage of this bill will be no more effective or comforting to those parents than any of the current laws. The courts can only do so much. You cannot look to the court system to solve endemic social problems on the street. You must go to the streets to solve those problems.

The New York State legislature has recognized that. The Center for Court Innovation has recognized it. Now we should all recognize it

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and begin an inclusive process to examine the issue of street violence and address it in a way that will truly reduce the brutality in our neighborhoods.

New York City needs to address the negative effects of gang membership through intensive outreach and education, the provision of community based services and after school activities to provide viable alternatives to our young people, not through the enactment of additional criminal statutes.

The conditions that make gangs attractive should be attacked with the kind of investment in our young people that in the long run will bring a safer, more secure City for all of us. Thank you for the opportunity to speak about this important issue.

again. And as I said last time, the Council agrees completely that alternatives need to be offered to our youth and that's why we funded alternatives to incarceration in 2010 in the amount of \$4.5 million. So no one should question our commitment to any of the programs or most of

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2 the programs that you mentioned.

In addition we funded Council for Unity for \$205,000 but we happened to believe or here at least I do and most of the members on the Public Safety Committee that both sides of the equation are important, both prevention and the prosecution.

And laws to make the prosecution of gang members and gang activity more effective are the purview of this Committee. And that's what we do. That's what we're charged to do. And I'm not sure if you would agree but not all gang members will be turned away from gang activity because of government programs. And the ones that aren't need to be prosecuted and that's what this law is about. Are there any questions from Committee members? Council Member Arroyo.

COUNCIL MEMBER ARROYO: Thank you.

Just to thank Nancy for her passion and her

commitment to the work that she's so [blank tape].

The conversations are very important [blank tape]

and to improve anything that we do here.

And as the Chairman stated, our commitment to ensuring that we can provide the

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support services and community necessary for residents of this City to be able to have what they need in order to have a better quality of life is something that we're very, very seriously committed to. And I certainly am committed to looking at opportunities for creating more alternatives for our youth. And we had in the last couple of years tried to move funding for gang prevention activities and programs in community and we will continue to do that, to try to do exactly what you are asking us to do. To fund the alternatives and not provide for more opportunity for our youth to enter into the system, but some will.

And the laws need to be there to empower the process and those who are charged with bringing them to justice. And the balance is difficult to strike but we certainly are committed to working toward that. I could not stress that enough. But thank you and—for your work and the work of your colleagues who are ensuring that we don't miss any opportunity to make what we do better.

MS. GINSBERG: Thank you for your

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time.

CHAIRPERSON VALLONE: And I just want to also make the record clearer because you discussed the prior prosecutors testimony, while they did all say they had difficulties, absolutely, they also did say they welcome more tools to work with. And in fact I'd like to place on the record the fact that the Manhattan District Attorney's Office [blank tape] Frazier, Jr. the Executive Assistant has provided testimony which we're placing on the record because they could not be here which ends as follows: The District Attorney's Office supports laws that provide law enforcement with the tools needed to target gang crimes and empower communities to become and remain free of insidious gang influence.

So with that being said, again I'd like to thank you for taking the time to be here. Apparently you're the only one who has because we don't have any other people signed up. Again many people did testify last time. Their statement is on the record. And we do have that. And we look forward to continuing to work with you on this bill and the others—

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1	COMMITTEE ON PUBLIC SAFETY 30
2	MS. GINSBERG: [Interposing) Thank
3	you.
4	CHAIRPERSON VALLONE:and thank
5	you for coming down.
6	[Pause]
7	CHAIRPERSON VALLONE: All right.
8	Thank you again Council Member Arroyo for
9	introducing this bill. We're going to move
10	quickly on it. I know the Speaker supports it
11	wholeheartedly. And I look forward to working
12	with you on some additional gang bills that come
13	up. Rob Newman wants to testify. We are No one
14	else is testifying, correct? Okay. Thank you all
15	for coming. This meeting is adjourned.
16	[Gavel banging]
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I, Laura L. Springate certify that the foregoing transcript is a true and accurate record of the proceedings. I further certify that I am not related to any of the parties to this action by blood or marriage, and that I am in no way interested in the outcome of this matter.

Laura L. Springete

Signature Laura L. Springate

Date February 3, 2010