CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON CONSUMER AFFAIRS

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HELD AT: Council Chambers

City Hall

B E F O R E:

LEROY G. COMRIE, JR.

Chairperson

COUNCIL MEMBERS:

Charles Barron James F. Gennaro G. Oliver Koppell

Albert Vann

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

John Fienblatt Criminal Justice Coordinator New York City

Jonathan Mintz Commissioner Department of Consumer Affairs

2 CHAIRPERSON COMRIE: Good

afternoon. My name is Leroy Comrie. I'm the Chair of the Committee on Consumer Affairs. Today we'll be holding our first hearing on proposed introductory bill 240-A, a local law which would amend the administrative code of the City of New York in relation to the penalties associated with the sale of toy guns.

Council Member Al Vann, who introduced this bill and he should be along shortly. There is little debate that the realistic looking toy guns pose a serious threat to the safety and welfare of police officers and New Yorkers as a whole. A person holding a fake gun can cause real harm if an officer believes that his or her life is in danger and discharges his or her firearm in response.

Sadly, violence resulting from toy guns has happened too many times in this city.

Just last week, a Bronx teenager was shot in the cheek after he waved a realistic looking fake gun during a confrontation with police. Thee months earlier, a Long Island man was shot dead by the police by pointing a fake oozie sub machine gun at

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police who happened to be in the area responding
to reports of gun fire. In 2007, a 27 year old
carrying a fake AK-47 machine gun set off a gun
fight with police in Brooklyn.

This has happened too many times over the years. The federal government requires that toy guns have an orange cap to distinguish them from real guns. New York State require that these guns also have a wide orange stripe on both sides of the barrel and come in non-metallic colors. New York City goes a step further than both state and federal requiring that toy guns sold within the five boroughs be painted in bright colors so as to distinguish them from actual firearms.

Despite the myriad laws regulating the sale of toy guns, they continue to flourish.

From 2002 to 2005 the Department of Consumer

Affairs sited over 90 stores for illegally selling realistic looking fake guns, resulting in the removal of over 5,600 toy guns and in fines totaling \$600,000. In 2008, the Department discovered that 11 Party City retail stores had sold more than 800 fake guns in violation of the

2 | law.

In January of this year, the
Brooklyn District Attorney's office seized over
2,000 illegal fake guns being housed in an East
Williamsburg warehouse. This past summer, State
Attorney General Andrew Cuomo sent cease and
desist orders to over 500 stores in New York State
that were inadequately marked to distinguish them
from real fire arms.

Proposed Intro 240-A seeks to increase penalties for those who violate the prohibition on realistic looking toy guns.

Current law imposes a \$1,000 fine per violation.

This bill would mandate that first time offenders be fined up to \$5,000 per violation with the fine increasing up to \$8,000 for a second offense within two years. In both situations, the sale or distribution of a single gun would count as a single offense.

Those found guilty of violating the law three or more times within three years could find their stores padlocked for up to five consecutive days. This bill is a very common sense solution to a very serious threat to our

2 public safety.

At this point we've been joined by two esteemed members of the Mayor's administration, Mr. John Fienblatt, the Criminal Justice Coordinator and Jonathan Mintz, the Commissioner of the Department of Consumer Affairs. Whoever would like to start, it's up to you gentlemen. Thank you for being here this afternoon.

much, Chairman. My name is John Fienblatt and I'm the city's Criminal Justice Coordinator. As you know, I'm joined by Jonathan Mintz the Commissioner of the Department of Consumer Affairs and we thank you for the opportunity to discuss Intro 240-A today.

All of us are proud of the fact that New York continues to be the safest big city in the country. Since 2001, crime in New York City has dropped 35%, murders are down 19%, a historic low and this year we are on the course for the fewest number of homicides I more than a decade. Certainly one of the key factors in the decline of crime has been the Bloomberg

administration's multi-level strategy to prevent
the flow of illegal guns on to our street.

enforcement and innovative litigation and the development of new city and state legislation.

Let me just give a few examples. The city's recent undercover investigation into illegal gun sales at seven gun shows in the three states across the country found that 74% of sellers at gun shows sold guns illegally to our undercover investigations, providing even further evidence of the desperate need to close the gun show loop hole in this country.

In the area of litigation, the city filed suit against 27 gun dealers in five states who were caught on camera making illegal sales.

And after settling with the majority of the dealers, researchers have found that the percent of crime guns from those dealers that we settled to has decreased by 75%.

On the legislative front, we successfully lobbied Albany to raise the mandatory minimum sentence for carrying a loaded illegal hand gun to three and a half years and finally

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have closed the loop hole that allowed judges to
sentence defendants to no jail time at all and
it's made a difference. In fact, the likelihood
of a sentence for criminal possession of an
illegal weapon has now increased by 71%.

At the local level, we have worked with the Council to pass the gun offender registration act, a first of its kind law to help police tightly monitor people who have committed gun crimes. This law has already served as a model across the country and has been adopted in Baltimore and in Utica, New York. So far thanks to the efforts of the PD and for this new tool that they have, 98% of gun offenders are in compliance with the law.

So we've made a great deal of progress but we are not going to stop. We've heard from law enforcement loud and clear about the dangers posed by toy guns that look real and by real guns that are painted to look like toys. In fact, the ATF has said it's a serious problem. The ATF last year put out a bulletin highlighting the threat to the community.

Unfortunately, we don't just have

to rely on memorandum and bulletins. There are
cases where local law enforcement has already come
face to face with the consequences. In 2007, as
you know, a man used a realistic looking fake
pistol to rob eight taxi drivers in Manhattan.
And a 27 year old man pointed a fake AK-47 assault
rifle at NYPD officers in Brooklyn.

In the hands of children, realistic looking toy guns create the risk that police officers will mistake these toys for real guns and that's just what happened in 2006 when police shot and killed a 15 year old middle school student in Florida after he brandished a look alike gun who safety markings had been painted black. In 2007 police in Arkansas shot a 12 year old boy with a toy gun designed to look like a Smith and Wesson semi-automatic pistol.

And that's why we are so pleased to support Intro 240-A, which increases the penalties for retailers that sell toy guns that look dangerously real. We think it's the right next step, as was the step we took in 2006 with the Council to enact legislation to ban the sale of real guns that are painted to look like toys as

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2	l well	as	so-called	aun	colora	ation	kits.

Unfortunately despite the law, colored guns still make their way into the city, a point made all too clear last December when police recovered a shot gun in Staten Island during a gun buy back initiative that was painted pink.

As the holidays approach, many parents are cris-crossing the city to shop for gifts for their children. Today we are launching an ad campaign to educate the public, especially parents and children, about the dangers of toy guns that look real and real guns that are painted to look like toys. The ad demonstrates just how confusing it can be when toy guns look real and when real guns are painted to look like toys.

By way of an example, I'm holding up right now a toy gun that is made to look real. And as you can see in this poster, a red gun is actually the real gun while at first glance you would think just the opposite. Over the next two months the ad will appear on more than 5,400 buses, in all 468 subway stations and 2,100 subway cars. We ask the public to help us in our enforcement efforts by contacting 311 to report

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2	anyone	selling	or c	arryiı	ng the	se t	ypes	of	guns.	
3			Thanl	c you	again	for	the	opp	ortuni	ty

4 to talk. And now I would like to turn it over to

5 Commissioner Mintz for specific comments about the

6 importance of this legislation.

JONATHAN MINTZ: Good afternoon,

8 Chairman Comrie and other members of the

9 committee. Hello. I'm Jonathan Mintz,

Commissioner of the Department of Consumer Affairs

and I also welcome the opportunity to join here

12 today with the Mayor's Criminal Justice

thing as a toy in this context.

Coordinator to add DCA's support for Intro 240-A

and to urge the committee to support its passage

15 as well.

As you summarized, Mr. Chairman,
Intro 240-A significantly raises the bar against
businesses that are selling illegal imitation
firearms in three important ways. I have to say
at DCA we tell staff that we're going to find them
if they call them a toy gun. There's no such

As you indicated, the bill substantially ramps up the penalties for the first fine from \$1,000 to up to \$5,000 for the first

offenses. Increases penalties includes now a recidivist penalty structure, allowing for between \$3,000 and \$8,000 per imitation firearm that is offered for sale if it occurs within two years of the first offense. It also sends an incredibly strong message to those that really will not get the message and allows the Department to seal a facility that has been caught selling illegal imitation firearms three times within two years.

In addition, this legislation does something that's very helpful from the perspective of a licensing agency, which is its efforts to present business owners with prior fake gun sale violations from evading these new recidivist penalties by selling the business in sweetheart deals that really aren't at arm's length.

These proposed penalty enhancements are significant so, too, are the public safety dangers posed by the sale of illegally realistic fake guns to the public and to law enforcement officials alike, as has just been described. DCA shares the Council's sense of urgency on this issue. We have taken strong enforcement measures against sellers of fake guns since 1999 when the

Council revised the ban on the sale of imitation
guns by adding a civil penalty of up to \$1,000 and
by designating DCA as the enforcement agency with
the specific hearing authority, not the general
hearing authority, to adjudicate these violations.

DCA has repeatedly sent strong enforcement pulses to city retailers. Our sweeps in the first time, that is through 2005, identified and had removed over 5,600 fake guns and led to our imposing more than 600,000 in penalties against close to 100 stores.

For a while the message seemed to clearly be received. From fiscal '05 to today, the number of violations that we needed to issue annually dropped in half. And the number of illegal guns that we found and seized plunged dramatically as well. Fine amounts reflect a similar picture of compliance for some period of time, declining from over \$547,000 in fiscal '05 to only about \$185,000 in fiscal '08.

But in April of '08 DCA found it needed to send out a second strong pulse and we charged Party City with more than 800 counts of violating the imitation gun law and settled with

them last October with them agreeing to pay
\$500,000 in fines, which is the largest fine
settlement in this regard in our 40 year history.
We cracked down particularly hard on Party City
because of their recidivism. We had caught them
in 2003 and they had paid a settlement of
\$150,000, which apparently didn't get the message
across.

The administration agrees with this committee that we can not let up on the strong signals and enforcement efforts aimed at compliance with this critical public safety issue. Imitation firearms that look real are anything but toys, they are anything but party items to be wrapped up and given as gifts to children or adults.

We look forward to working with the Council to continue to send that strong and unequivocal message to the city's retailers who must do right by their customers and their communities and keep such dangerous items off their shelves forever. And so we urge the Committee and the Council to act favorably on Intro 240-A and the Criminal Justice Coordinator

2 and I are happy to take any questions.

CHAIRPERSON COMRIE: Thank you for your testimony. We've been joined by Council Member Charles Barron and Council Member, and drafter of the bill, Council Member Al Vann. Can we ask Council Member Vann if he has an opening statement? All right, sure. Great.

Question, how often in the last two years have toy guns been involved in street violence, to your knowledge. Do you have any of the general statistics on that?

MR. FIENBLATT: I don't have specific data on it. What we know is that it's certainly considered a serious threat and that's why the ATF has issued warnings, the FBI has issued warnings about it. And we have examples of cases where toy guns made to look real have resulted in tragic circumstances.

CHAIRPERSON COMRIE: Okay. If the state law is at one level and the federal law is at another level and the city law is at a higher level, what is the method for telling the city retailers what their disbanded should be? How are we giving them notification? Because as I'm

2	hearing from your testimony, there is recidivism
3	there, probably new retailers that have come in.
4	How does a retailer know what law to obey?
5	MR. MINTZ: Well, I'm glad you
6	asked that question, in several different ways.
7	The good old fashioned business education approach
8	that the Department takes. We developed a flyer
9	that we have distributed to retailers repeatedly
LO	over the years that makes clear the laws'
11	requirements. In addition, as you know and you've
12	helped us do this in the past, we do a specific
13	business education day where we put away our
L4	violation books and walk around and really try to
15	lower the anxiety level when an inspector walks
L6	into a store. And talk to them about what it is
L7	they might be offering on their shelves.
L8	Another good old fashioned way of
L9	getting the message across is by clubbing somebody
20	loudly over the head, as we did with Party City
21	back in October. The issuance of a \$500,000 fine
22	tends to get people's attention and that's an
23	important part of the message as well.
24	In addition, I think that today's

hearing and this bill and the ad campaign that the

2	Criminal Justice Coordinator had mentioned and we
3	brought an example of it here, will be spread
4	throughout the city. I think that people will get
5	this important message and I hope that those
6	retailers who might not, or who might think that
7	they're making a good calculation and maybe we
8	don't find them, that the public will alert the
9	city by calling 311 and letting us know that a
10	retailer isn't doing right by their community.
11	CHAIRPERSON COMRIE: How far can we
12	go to ban the sale of any gun, including those in
13	compliance with current federal, state and city
14	laws regarding their appearance? I'm just
15	thinking. I'm a retailer. I do know, I got the
16	flyer, I see the federal flyer, the state flyer.
17	Can we ban the sale of any guns that don't meet
18	the city's standard? I'm just trying to get the
19	MR. FIENBLATT: [interposing]
20	There's no question about it, with the City
21	Council's help we made it illegal to engage in
22	this practice of making real guns look like toys
23	and toy guns look like real. It is an A
24	misdemeanor to do either one in this city,

punishable by a year in jail. So in addition to

2	their being criminal penalties, there are also now
3	very strong, hopefully will be very strong
ŀ	disincentives in the law for people to sell it.

So I think the issue is not can we make it illegal. It is illegal. The question really is, I think, public awareness at this point and continued enforcement.

CHAIRPERSON COMRIE: Can we--

MR. MINTZ: [interposing] I would also--if I could just add to that?

CHAIRPERSON COMRIE: Go ahead.

MR. MINTZ: I would also underscore, as you noted in your introductory comments, unlike the state legislation and unlike the federal legislation, the city legislation leaves no room for doubt about the difference between a gun that is an imitation and a gun that is real. The requirement that the entire gun be very brightly colored leaves very little room for confusion on the part of retailers. To the extent that there is ever any confusion, they often in fact come to the Department and they bring their imitation firearms and ask us to be clear about that.

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2	Some retailers, I'm told, have said
3	that they don't want to go anywhere near this and
4	have voluntarily said this is not the kind of
5	product that we're going to be offering to our
6	customers, which, on a personal level, I applaud.
7	CHAIRPERSON COMRIE: Can we get to
8	the point where we ban the sale of toy guns period
9	or is there
10	MR. FIENBLATT: [interposing] As I
11	mentioned earlier, I'm told by my general counsel
12	if I ever mention the word pre-emption, I'm in
13	trouble. We may have a preemption concern here
14	and obviously the law department would want to
15	take a look.
16	CHAIRPERSON COMRIE: But both of
17	you, Commissioner Fienblatt, you had eluded to the
18	fact that the ATF is now concerned about the
19	proliferation of fake guns because they look so
20	real. I was wondering maybe we could do a
21	resolution or something to ban the sale of fake
22	guns altogether because of the proliferation of

There's a real concern about

the one in the picture, is real.

guns that are fake or supposedly fake but, like

whether or not any gun that's being pointed at a
police officer would give them cause for concern
if there's a proliferation of people that are now
coloring guns to confuse people. I'm kind of
leaning to a total ban myself, if we could do that
or if we could at least start the impetus or start
the raising the bar on a national level as we
often do. We've been joined by Council Member Jim
Gennaro

What prompted them to go into or back into a situation where they had to pay another \$500,000 fine. Don't you think they would have grown up or gotten the message the first \$150,000. Or is it that many sales that they're generating from this stuff?

MR. MINTZ: I think that's the question that has us here today, which is what is the proper signal to send to really end the practice of selling those imitation firearms.

Apparently \$150,000 just five years earlier didn't stick to their memories or didn't send a strong enough message to their purchasing oversight compliance people.

Once we discovered that they had a

couple on the shelves, we subpoenaed their records
and saw that they had another 800 out there that
were waiting to be put on the shelves. So clearly
that message did not get across and that's why we
hammer them home so hard.

CHAIRPERSON COMRIE: Just one final question before I turn it over. In other noose and abatement cases in which the premises are sealed, how long does the proceeding typically take to seal a premise or to go through the process to shut a business down?

MR. MINTZ: In those cases where a particular penalty rings the bell that would allow for the sealing, in this case, a third violation that was adjudicated within two years. The judge would, in the course of his or her opinion not only call for the fine that was appropriate but would call for the sealing within that opinion. At which point the Department would be empowered to move forward and seal the premises. It's not a separate proceeding. It is part of the proceeding on the triggering penalty.

CHAIRPERSON COMRIE: How long does it generally take, three months, two months, 60

right. Great. Council Member Vann.

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COUNCIL MEMBER VANN: Thank you, Chairman. Actually I was following your line of

questioning pretty closely. Actually the reason why we are somewhat reduced to sort of piece meal and then follow up approaches is because of the preeminent question. When I first got involved I found out that we could not prohibit the sale so then we had to look for other things that we could do that would be effective to try and save the life and to take all this glory off of guns.

So you're right on point, Mr.

Chairman, what we have done was while we can't

prohibit so what else can we do to try and reduce,

curtail the sale of toy guns. This is what we've

arrived at. As you indicated early on, originally

it was effective and then we find that we had to

do more to make it effective. I'm prepared to do

whatever we can do with the power we have in the

City Council because we know that this saves

lives.

I had the occasion, I guess it was four or five years ago, when a young man in my community was in fact shot by police because he had a toy gun. Originally, it was unheralded and uncalled for police action but on further investigation we found out that he did have a gun.

It was a toy gun. Why he was carrying a toy gun,
no one knows. At that point in time was when I
got involved in this issue and have passed
previous legislation and sponsoring this as well.

So it's not a panacea, it's not going to solve all of our problems with toy guns.

But I think it's another weapon, if you will, in the arsenal that can be used. And it will save a life; it may save the life of a young man, it may save the life of a cop. And it will save a life and it's worthy of the support of the City Council based on that.

Excellent, to add to that. I think that the consciousness, the awareness is very important, this time of year in particular but any time of year. Because guns have really become very glorified in our community. In the absence of a lot of mediation, sometimes it goes from argument to shooting. So anything we can do to take guns out in any way, I support it because of the violent nature of our society and the impact on my community.

Thank you, Mr. Chairman. It's an

2	action that is well worth taking. I know our
3	committee will be supportive and I'm sure the
4	Council, when we get to them they'll also be
5	supportive of this very important legislation.
6	CHAIRPERSON COMRIE: I'm very
7	supportive. I'm sure the committee is supportive.
8	Can we mandate that all guns look like the big
9	Nerf guns? Why are they still creating guns that
10	look so similar to real guns? Can we mandate?
11	Can we do that much or is that part of the gray
12	area that we can't move into? Can we mandate all
13	guns look like the big, plastic water gun type of
14	style?
15	MR. MINTZ: I'm looking forward to
16	your Staff's research. I think you've given them
17	something to do tonight.
18	CHAIRPERSON COMRIE: Okay, sounds
19	like something we can do. Council Member Barron
20	has been itching to ask a couple of question.
21	COUNCIL MEMBER BARRON: Thank you
22	very much.
23	CHAIRPERSON COMRIE: We've been
24	joined by Council Member Koppell, I though.
25	COUNCIL MEMBER BARRON: Thank you

But we are at this level at this time. I do think that this is a life saving piece of legislation because we've had community criminals who would use these kinds of weapons for anti-social things, to say the least. And we've had police officers, we've gotten shot for having brushes, 3 Musketeer bars, combs, wallets, so certainly any form of weapon can put any child or

any body in danger. This is a life saving kind ofbill.

I wanted to ask you does anybody do any research on the amount of money that's made off of these toy guns? It just might be, if I'm making \$2 million off of it, I'll give you \$500,000 very time you catch me. Maybe that's what some of these businesses might be thinking, that the trade works for them.

MR. MINTZ: This legislation, the penalty structure that we talked about, \$1,000 to \$5,000 for the first offense, is per gun, per gun not per incident. So for those stores that have even just a few, we can really send a very strong message and it will add up very quickly.

COUNCIL MEMBER BARRON: Okay, thank you very much, Mr. Chairman. Oh, just a second piece. Any research on how much money this industry is making? Or anybody have any statistics on that?

MR. MINTZ: I don't have that information. I am confident, however, that this penalty structure must out strip, particularly if we're vigilant in continuing to catch it while

2	it's out there. This penalty structure must out
3	strip their profit margin but I don't have more
4	information than that.

COUNCIL MEMBER BARRON: Okay. Just one final question on Party City, if they had stayed--would you have moved against all their stores or was it just one particular store that you moved against?

MR. MINTZ: We found an illegal gun in one of their stores and we used our subpoena power to find out what they had in all 11 of their locations in the city and then upgraded our initial violation to cover every gun that they had in stock.

CHAIRPERSON COMRIE: Okay. I want to thank you both for being here today. I don't know if Council Member Vann has any more questions. He had a strong opening statement.

I'm not going to take up a lot of your time. I think this is a great bill; it's important that we continue to do everything we can to ensure that we push back the seeming desire to have these illegal guns or manufacture these fake guns. I would hope that we get to the point where we can convince the

nation that even the manufacturer of any type of
gun that looks similar to a real gun should be
illegal. In the meantime, we'll do as much as we
can at this level and continue to find other
creative means to push back.

I am concerned about what I did
hear Commissioner Fienblatt said, not people
painting guns to continue to fool people. It just
makes me want to drive to eliminate the
manufacturer of similar guns, even if they're
fake, altogether. I know that children or
whatever is driving people to continue to want to
develop a fake gun or to utilize a fake gun, even
in a play situation. We need to work on that part
of the psyche as well.

With that, I want to--I will ask if there's anyone here that would want to testify, just to make sure I do my democratic process. If anyone would like to testify. Council Member Gennaro wants to make a statement.

COUNCIL MEMBER GENNARO: Sure.

Thank you, Mr. Chairman. I just wanted to thank
you for your leadership, for bringing this to a
hearing, for putting your name as the sponsor. I

	am happy to be a sponsor of this bill myself. I
	wish to thank Council Member Vann in a special way
	for his leadership in drafting this. I'm happy to
	support it in any way I can. Thank you, Mr.
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6 Chairman.

Anything else you wanted to add? we covered everything? I want to thank you all for being here. I look forward to a quick resolution on this matter and then hopefully we can talk about some of the other pressing needs before the end of the year for the committee. Thank you very much. With that, I'll declare the consumer affairs hearing for today, December 8th, closed. Thank you.

I, Amber Gibson, 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.

Signature	_Ar	N/A	11	
Date	_			