CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON PUBLIC SAFETY

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February 11, 2010 Start: 11:42 am Recess: 12:05 pm

HELD AT: Council Chambers

City Hall

B E F O R E:

PETER F. VALLONE, JR.

Chairperson

COUNCIL MEMBERS:

Charles Barron

Maria del Carmen Arroyo

Sara M. Gonzalez
Helen D. Foster
James F. Gennaro
Vincent J. Gentile
Daniel R. Garodnick
Daniel J. Halloran

Eric Ulrich

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

Malia Lazu Political Strategist Harry Belafonte

Kyung Ji Rhee
Institute for Juvenile Justice Reform and Alternatives

Dawit Getachew Policy and Community Outreach Associate Bronx Defenders

Charisa Smith Strategies for Youth

Tshaka Barrows Haywood Burns Institute

Ruben Austria

CHAIRPERSON VALLONE: Okay.

Welcome everyone to this morning's Public Safety
Committee hearing. Today we're voting on Intro
number 1. Nice job, Maria. Intro number 1, a
bill that would create the crime of criminal
street gang initiation. We've had several
hearings on this bill already. One on a very
similar version also, Intro 941 on December 3rd of
last year, one on this bill on January 28th of
this year.

This bill provides a definition of criminal street gang and allows for a penalty of A misdemeanor for a person engaging in criminal street gang initiation activity that puts another person at risk or fear of physical injury.

Now I've been told that we have a number of people who have come down to testify today. As I said, we've had numerous hearings on this bill and taken all the testimony that I deemed appropriate and I'm informed that I have no obligation to allow testimony today, but because of the fact that you're here, what I'm going to do is this, each one of you, and I believe there may be 9 or 10, will get one minute, we'll set up some

2	panels, Sergeant-At-Arms, so we can get this done
3	as quickly as possible. And I'm not going to
4	allow for questions from Council Members after any
5	individual testimony.
6	If anyone decides they want to
7	break those rules, whether it be someone
8	testifying or one of the Council Members, I'll
9	just shut it down and take the vote, I have no
LO	problems with that.
11	So we've got a whole schedule
L2	[Off mic]
L3	CHAIRPERSON VALLONE: Yes, I'm not
L4	referring to you, Council Member Barron, I don't
15	know why you would think that, but it's
L6	[Off mic]
L7	MALE VOICE: Just give him the
18	gavel, come one.
L9	CHAIRPERSON VALLONE: I'll just be
20	standing like this if you But we have a long
21	schedule of hearings and work to do today.
22	So when it comes to this bill,
23	however, rest assured I have the letter that was
24	provided to me by the groups that are testifying
25	today. it lays out your objections. It's from

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2	Bronx Defenders, Center for Alternative
3	Sentencing, Center for Constitutional Rights, New
4	York Civil Liberties Union, [off mic] Justice
5	Center, Sisters and Brothers United, Youth
6	Ministry for Peace and Justice, I've handed this
7	out to every Council Member. This testimony we've
8	heard many, many times before at our hearings and
9	you should know that we agree with much of what
10	you said, no one understands the need for
11	alternatives in incarceration more than I do, I
12	was a prosecutor for six years and a defense
13	attorney for 10 years and that's why New York City
14	provides more alternatives than probably anywhere
15	in the world, almost all of those funded by the
16	New York City Council. So we're well aware of the
17	needs for alternatives and your testimony today
18	shouldn't be about the need for alternatives
19	because we will have hearings about that in the
20	future, it should be about this bill.
21	When it comes to combating crime,
22	though, it has to be a two-pronged approach: One,
23	providing alternatives and preventing the crime

from occurring and preventing our youth from being

a part of that culture; and number two, giving the

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city and the police the tools they need to combat
those who will not be deterred and will not be
prevented, and those have existed since the
beginning of time, they will be out there and
we've got to protect our citizens against them.
And that's what this is, this is another tool to
prosecute the gang members who will not be
deterred by the alternatives that we have provided
for them.

I would like to recognize the bill sponsor Maria del Carmen Arroyo and ask for a few words from her.

Mr. Chair, and your last statement pretty much sums it [pause]. There have been many interpretations of what this legislation would create in community. [Pause] Every single one that I've heard is not what this bill is intended to do. [Pause] Talk about how police behave in [pause] street, people of color and the overwhelming number of young people that are stopped and frisked in the streets every single day, this bill will not change that, will not add to that because that is a reality that we are

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experiencing already. What this bill seeks to do
is to aid in the prosecution of individuals
already engaging in criminal activity. Criminal
activity that influence the quality of life in
community [pause] every single day, it's really
that simple.

I urge my colleagues to support and vote in favor and [pause] thank you, Mr. Chairman and the Speaker for the support of this legislation and [pause] forward to voting it out today.

CHAIRPERSON VALLONE: Thank you.

And if other Council Members would like to make a one minute statement, I guess we'll do that after-oh, sorry, you know what we'll do, any Council Member that would like to make a one minute statement now before the testimony, they may; if they'd like to do it after the testimony, that's fine, but one statement each, please.

Council Member Gonzalez is Chair of the Juvenile Justice Committee who's been very helpful and had hearings on her own regarding this topic.

COUNCIL MEMBER GONZALEZ: Thank

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you, Chair. While I understand and I support this bill, I understand about enforcement and being proactive against gang activity, how important it is, but hopefully the goal of this bill, the way I see it, should be to serve as a deterrent, not merely just another tool to further marginalize an already vulnerable population.

As Chair of DJJ, I intend to have oversight hearings, I've spoken to the Speaker's office, and also to your committee and yourself, and also to Council Member Maria del Carmen Arroyo, and I definitely want to watch and stay vigilant on how it will impact juvenile justice and also how it will impact this population. like to see the outcome of this. And I understand that as a Council we have to strengthen enforcement pieces and this is what we're doing here, I do support that, but I hope that we will also continue, as you said earlier, though we're not going to discuss it here, is to look for alternatives to incarceration. Rehabilitation is the way to go with these young people and people to get involved, but strictly understanding that if you break the law, there's a penalty to be

1	COMMITTEE ON PUBLIC SAFETY
2	paid.
3	So I thank you for this [pause].
4	Thank you, Chair.
5	CHAIRPERSON VALLONE: Council
6	Member Barron.
7	COUNCIL MEMBER BARRON: You know
8	one of the things, I know what the intent
9	MALE VOICE: Time's up.
10	COUNCIL MEMBER BARRON:intent of
11	the bill is, but any bill that increases the
12	contact of law enforcement in our community is not
13	a good bill for our community. You may have
14	honorable intentions, and I do believe you do, but
15	we have to watch how we legislate the behavior of
16	law enforcement, as well as the behavior of youth
17	in our community, and you have to take into
18	consideration stop and frisk, you have to look at
19	how we're defining gang activity, three people or
20	more. These kinds of things are frightening to me
21	only in a sense, and I'm definitely concerned with
22	the gang related behavior and the initiations is
23	ridiculous and totally out of control and

something needs to happen, but there's too many

innocent youth in our districts right now that are

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subject to unconstitutional stops and frisk and all other kinds of behavior. Their ability to identify a gang member from just a brother or a sister that's into the hip-hop culture and not really into gang activity, I think it's just going to increase the contact. And the more increasing of the contact without guaranteeing some constitutional rights for our youth to move about peacefully in their neighborhoods when it's not connected to gang activity is a serious concern of mine, 'cause most of the law enforcement, things that we've engaged in now, it harms innocent people far more than the people that you're really out there to get.

So I don't think this bill does it and I want to encourage my colleagues to let's go back to the drawing board and do something that will bring less contact, less unnecessary contact, and could be prejudicial contact with the law enforcement agency and our black and Latino youth in particular.

CHAIRPERSON VALLONE: Thank you,
Council Member. And let me point out that your
concern about the definition of gang is also in

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the testimony or the letter that was provided to
us and it is necessarily an imprecise science.
But for this bill to take effect, you not only
have to be part of that gang, but also involved in
gang initiation activity, so no one will be
prosecuted just under that definition or because
they're involved in some sort of activity, both of
those things have to be in existence.

We have everyone who's going to testify that has provided one of these cards and, rather than me call out the names, why don't we just start with the young lady here on the end in the black and introduce yourself and then we'll go down that way and then through the next row.

Thank you for coming down today.

MALIA LAZU: Thank you, Councilman.

My name is Malia Lazu and I'm the political

strategist for Harry Belafonte and I'm here today

and I will be very brief.

Because of our concerns, the moral implications that, not only this bill, but our understanding of how to deal with gangs and how to deal with young people shows. We are very concerned, not only are we concerned because we

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are the world's largest jailer, but to see our flagship city as New York take on such archaic type of laws to fight gangs worries us.

I will say to end that Mr. Belafonte has been working for the past eight years to stop juvenile incarceration, he has traveled the country, he has traveled internationally, and he started by watching a 5year-old girl get arrested, shackled, put into a police car. Her crime? That she was being unruly in class--thank God that's not illegal, so by the time she finally got to prison after being traumatized, she was released. It is these types of mistakes that happen with the best of intentions and we want to encourage us to agree on our intentions. And I think it was a wiser man than I who said the road to hell is paved with good intentions. Thank you.

[Long pause]

KYUNG JI RHEE: Okay. Hi, my name is Kyung Ji Rhee, I'm with the Institute for Juvenile Justice Reform and Alternatives, a project [off mic] for new leadership on urban solutions and Medgar Evers College.

I'm also here representing a broader base of educators, juvenile justice professionals, students, and advocates from various communities and Community Board members from various communities around the city called Raise the Age, Raise the Bar, Raise the Youth.

'Cause the bottom line here is how do we raise our youth, whether they are involved in delinquent behavior or they are doing well in their respective communities.

So I would like to address specifically the gang bill. The intent of the bill is twofold: to protect, right?--the communities from gang initiation activities and also to deter gang initiation activity, correct?

Now I'm here because I strongly believe and I assume that all of you know, especially the sponsors and Public Safety

Committee members know what I know and so if you do know what I know, it's here at this stage because of willful ignorance or political expediency. If you really want to do something about gang initiation, the three to five years that have passed just recently, that's National

of Justice.

Τ	COMMITTEE ON PUBLIC SAFETY 1
2	Institute of Justice, Department of Justice,
3	Princeton, Harvard, as well as the state and city
4	of New York have received money to pursue
5	CHAIRPERSON VALLONE: [Interposing]
6	You need to finish
7	[Crosstalk]
8	KYUNG JI RHEE:models that have
9	proven to work. Okay, I will justI want you to
LO	know right now, New York City has been funded to
11	implement models modeled after Cease Fire
12	demonstration project in Chicago and we have just
13	received funding for that last year which goes
L4	right at the heart of gang initiation. I would
15	hope that the Public Safety Committee would spend
L6	the time and energy and political will to let
L7	those programs
18	CHAIRPERSON VALLONE: Okay.
19	KYUNG JI RHEE:play out and see
20	the results of that, rather than putting in
21	criminal sanctions enhancement of that that have
22	proven not to work
23	CHAIRPERSON VALLONE: Okay.
24	KYUNG JI RHEE:by the Department

CHAIRPERSON VALLONE: --hearings on

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1	COMMITTEE ON PUBLIC SAFETY 16
2	gang activity, which is the exact same topic
3	we're
4	KYUNG JI RHEE: Right, but on this
5	bill
6	CHAIRPERSON VALLONE:discussing
7	today.
8	KYUNG JI RHEE:there was only
9	one hearing.
10	CHAIRPERSON VALLONE: Two, well
11	there was a prior version of this bill. The clock
12	is up there, so please pay attention to it. Thank
13	you.
14	DAWIT GETACHEW: Good morning, my
15	name is Dawit Getachew, I'm the Policy and
16	Community Outreach Associate at the Bronx
17	Defenders and we submit these comments today to
18	reiterate our serious concerns regarding this
19	proposed legislation.
20	We recognize the committee's
21	efforts to find ways to keep young people from
22	entering lives of crime and violence, however, we
23	strongly believe that this legislation will
24	neither deter gang activity, nor protect our
25	youth. We share the concerns with many

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organizations and community members and Council
Members that this law, if adopted, will be
enforced against black and Latino youth and
disproportionately imposed on young people from
neighborhoods like Harlem, South Bronx, and East
New York.

We'd also like to remind the

Council of the wide range of life altering

consequences that the convictions for these

offenses would have on young people. The same

people that this bill is designed to protect.

Rather than create new avenues for youth to escape

gang activity and life, the proposed laws create

yet another path for them to get involved with the

criminal justice system—system that has often

more than often fallen short in helping them get

back on the right track.

Their efforts to being done in this city currently, as KJ mentioned, that have gotten funding from federal and local from state governments to find new ways, evidence-based practices that have been shown to work--

CHAIRPERSON VALLONE: [Interposing]
Okay. Finish up--

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[Crosstalk]

DAWIT GETACHEW:so we are asking
the Council to look at these initiatives and go
back to, as the Council Members say, go back to
the drawing board and see what works and try to
address those issues that currently exist in the
community.

CHAIRPERSON VALLONE: Thank you.

Next.

CHARISA SMITH: Good afternoon, my name is Charisa [phonetic] Smith and I'm with Strategies for Youth, a non-profit that works on issues of juvenile justice and law enforcement.

I'm here today to say that Intro 1 2010 is neither smart on crime, nor mindful in this time of budget crisis. Forty-seven percent of youth in DJJ detention have actually reoffended after one or three years. It costs \$226,000 per year per youth for detention. This bill will make violations and Class B misdemeanors Class A misdemeanors with a year in jail. Can we really afford to pay \$226,000 for a 47% recidivism rate?

To be mindful in a budget crisis, we must realize that alternatives cost as low as

In closing, I have spoken recently

are penalized.

2 | 10 to \$15,000 with recidivism rates like 15%.

Additionally, racial disparities in the juvenile justice system are unacceptable. This bill will exacerbate that problem. Ninety-seven percent of youth in detention right now in this city are youth of color—this is unacceptable. Youth commit similar levels of a crime and report similar levels of crime, yet the youth of color

Conversations for Change, which is sponsored by

New York Faith and Justice and other

organizations. These NYPD members significantly

ask for alternatives to arrest, but already think

that policies in law enforcement penalize them and

penalize youth too much. Right now, the policies

of the NYPD crack down on young people for minor

offenses and when there are gang-related problems,

they don't address the root of the cause: lack of

opportunities, lack of family involvement, lack of

positive recreation. And the bill is not smart on

crime, its not effective, and it's not going to

solve that problem. I'm really sad to say that I

would like to see more courage to actually enact a law that will work. Thank you.

CHAIRPERSON VALLONE: Thank you.

Next. Thanks.

TSHAKA BARROWS: Hello, my name is
Tshaka Barrows, I actually live in California. I
came out here today, I work with a place called
the Haywood Burns Institute, we deal with juvenile
justice issues. Specifically, I've worked in
about 50 jurisdictions around the country
addressing racial and ethnic disparities.

One of the main problems with this bill is that criminal activity, if it's occurring, you already have the authority to prosecute and hold people accountable for it. What you're doing is expanding to a pool of young people who, but for this bill, would not be able to be prosecuted. So if they're already involved in some form of criminal activity, you already have the right and have all full authority to go after them. What you're doing is widening the net to a set of young people that, but for this bill, you wouldn't be able to prosecute. So if they're already involved in criminal activity, you should already have the

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means to go after them for whatever it is that
they have done. What you're doing with this bill
is the dangerous practice because it widens the
net to a specific population of young people who,
but for this bill, would not be brought into
prosecution

And I'll just close with saying what we know in California is that suppression further entrenches these gang culture and policy—
I mean in practice in the neighborhoods, and so really that's an important aspect to think about in terms of raising the punishment to a year in jail.

In California, what we see is a rites of passage.

TSHAKA BARROWS: So just understand the cultural impact as well.

CHAIRPERSON VALLONE:

Let me--

CHAIRPERSON VALLONE: I understand, let me very quickly say that it doesn't widen the net at all. You're right that all the activity under this can be prosecuted basically already, which is why the D.A.'s offices came down, most were in favor, they didn't love it, they didn't

1	COMMITTEE ON PUBLIC SAFETY 23
2	TSHAKA BARROWS:and you fill
3	your system with kids who are not
4	CHAIRPERSON VALLONE: Nothing
5	thank you.
6	TSHAKA BARROWS:the most
7	significant threat.
8	RUBEN AUSTRIA: Good morning, my
9	name is Ruben Austria, I am a resident of the
10	South Bronx, also an associate pastor of a church
11	in the South Bronx and also the executive director
12	of a non-profit that works with young people in
13	the justice system.
14	I've seen these types of laws play
15	out, the intent is in response always to a
16	sensational incident, such as the one we had last
17	fall where a young man shot a gun in a gang
18	situation, an innocent bystander was hit. But
19	we've seen this throughout history, especially
20	over the last 30 years, there's a knee-jerk
21	reaction to pass something that looks good and it
22	has the exact opposite effect. What happens, and
23	I believe it will happen with this bill, is that
24	it will give the police and prosecutors a lot more

ammunition to pick up young people for things

where there's two or three kids who tell a new kid on the block, if you want to be down with us, you got to go into this store and swipe this packet of gum and they do that and they could be prosecuted under this type of activity, then they wind up going into facilities where the gang culture is strong, where they wouldn't have gone anyway. My community gets more dangerous because young people who had not have been arrested and prosecuted and arrested, come back. They go into the system, they find out later on the charges are too weak, but in that time in detention and in lock up, they've learned to become even deeper entrenched in a criminal activity.

And that's why I urge the Public
Safety Committee to realize that this is going to
play out in a very bad way and to take the
responsibility to do what works instead of what is
politically expedient.

CHAIRPERSON VALLONE: Thank you all, look forward to hearing from you at greater length at future hearings on these very same topics.

We're going to call for the vote

now.

1	COMMITTEE ON PUBLIC SAFETY 25
2	[Off mic]
3	[Pause]
4	CHAIRPERSON VALLONE: So we're
5	going toClerk, would you please call the vote?
6	WILLIAM MARTIN: William Martin,
7	Committee Clerk, roll call on the Committee on
8	Public Safety, Introduction number 1. Council
9	Member Vallone.
10	COUNCIL MEMBER VALLONE: I vote
11	aye.
12	WILLIAM MARTIN: Foster.
13	COUNCIL MEMBER FOSTER: [No
14	response].
15	WILLIAM MARTIN: Gennaro.
16	COUNCIL MEMBER GENNARO: [No
17	response].
18	WILLIAM MARTIN: Gentile.
19	COUNCIL MEMBER GENTILE: I vote
20	aye.
21	WILLIAM MARTIN: Garodnick.
22	COUNCIL MEMBER GARODNICK: Aye.
23	WILLIAM MARTIN: Halloran.

COUNCIL MEMBER HALLORAN: Can I be

excused to explain my vote?

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CHAIRPERSON VALLONE: Yes, sir.

COUNCIL MEMBER HALLORAN: I have

listened to the testimony of the individuals here

and I appreciate their concern, I share some of

those concerns as a former defense attorney and as

a former prosecutor.

I believe that it's naïve for us to say that there will be no financial impact to this bill. A violation can be prosecuted by the issuance of a desk appearance ticket which costs minimal amount of money, does not require an individual to go through the system. Putting a person through the system in one day generally costs between 800 to \$1,200 a person as court costs, and in addition to that another 4 to \$600 in policing costs. A violation requires only 15 days incarceration and a maximum misdemeanor one year.

Our prisons upstate, actually the jails upstate, because they're not prisons, it's less than a year, cost us far more and we are underutilizing them. It's much more efficient for us to keep kids locally to give them treatment downstate.

2	There's a constitutional dimension
3	which concerns me about preemption. These mirror
4	menacing three and hazing two in the state penal
5	law, there may be defense attorneys who make an
6	unequal application argument based on the fact
7	that the same set of facts and circumstances may
8	be prosecuted differently based on this gang
9	association. I worry about the long-term social
10	impacts, children who are sent upstate 9 out of 10
11	times will return to a life of crime versus
12	children who receive treatment programs downstate
13	where the recidivism rate is approximately 1 in
14	10.
15	We're also, as I indicated, paying
16	for beds upstate regardless of whether we're
17	utilizing them and that drains resources out of
18	the system.
19	CHAIRPERSON VALLONE: [Interposing]
20	Can we stick to the bill, please?
21	[Crosstalk]
22	COUNCIL MEMBER HALLORAN: Yeah.
23	CHAIRPERSON VALLONE: Which one way
24	or the other.
25	COUNCIL MEMBER HALLORAN: Veg I'm

topic. This hearing is--oh. 2

I, Tammy Wittman, 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 Tammolattman

Date __February 18, 2010_