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MEMORANDUM

A BILL CREATING A COMMISSION
TO ESTABLISH AND ADMINISTER
GRANT FUNDS AND JOB BANKS
FOR GANG PREVENTION PROGRAMS

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PREPARED FOR:

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Massachusetts State Senate

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A Bill Creating A Commission To Establish
And Administer Grant Funds And Job Banks
For Gang Prevention Programs:

SUMMARY

Sponsor: Senator Bill Owens, Massachusetts State Senate

The Difficulty: Violent youth gangs harm Massachusetts in many ways. Gangs hurt and kill rival members and innocent people in the wake of their violence. They also hold many neighborhoods hostage. Lastly, gangs represent a financial burden to community taxpayers and law enforcement agencies.

Young blacks in economically depressed Massachusetts areas represent a majority of the state's gang members. Today, police estimate that 12 to 15 gangs exist in Boston, with approximately 400 members ranging from young teenagers to young adults.

Local programs in Massachusetts attempt to solve the problems of gangs. However, current programs lack sufficient funds to properly implement their programs. Start-up costs for new programs are prohibitive without grants or endowments. Additionally, all programs lack a central source for vocational opportunities for youth clients.

The Solution: The proposed legislation creates a commission called MASSGAP (Massachusetts Gang Prevention Commission) to establish and administer a grant fund for gang prevention programs in Massachusetts. Commission members from various departments will ensure expertise in the areas of youth problems, delinquency and education. The commission will study the effectiveness of gang prevention programs and annually report its findings and recommendations to the Governor and General Court.

Federal, state, private, public, and legislative grants and appropriations will sustain the grant fund. The grant fund in turn will sustain or supplement the resources of current and potential groups dealing with the difficulty of gangs in Massachusetts.

The proposed legislation also requires the commission to create and maintain a job bank so that current and potential gang prevention programs may offer employment alternatives to gang members and at-risk youths. The job bank provides an employment network for programs combating gangs.

Alternatives:

1. Maintain The Status Quo

In the absence of legislation, the gang problem will continue to escalate in Massachusetts. Current programs dealing with the gang problem will continue to lack sufficient funds to properly implement their programs. Proposed programs will not form because of anticipated funding problems. Also, gang prevention programs need a source of vocational opportunities for interested youths. Without a job bank, youth unemployment will continue to escalate.

2. Create A Committee To Study The Causes Of The Difficulty And Recommend Solutions

Many studies already exist to explain gang behavior. Most importantly, the gang prevention problem in Massachusetts requires immediate attention.

3. Create A New State Agency Or Bureau Within An Existing Agency To Implement Programs

Programs already exist in Massachusetts to address the problems and needs of youth gangs. A new government agency or bureau would not have the experience of existing programs and might receive resistance from them. Nor would such an entity know the community as intimately as the existing programs. A new state agency would also require start-up and overhead expenses. Massachusetts will make better use of its funds by using the expertise of existing programs and redirecting funds to these programs.

4. Increase Searches Of Suspected Gang Members

Increased searches of suspected gang members might result in the apprehension and conviction of more gang members. This would diminish the size of current gangs. However, this alternative does not ensure the eradication of youth gangs because it does not prevent the formation of future gangs.

SECTION BY SECTION ANALYSIS

- SECTION 1: The preamble provides rationale for the Act itself. It includes a description of the extent of the Massachusetts youth gang problem.
- SECTION 2: This section creates the Massachusetts Gang Prevention Commission (MASSGAP). It names specific MASSGAP members and outlines the length of their service. It also describes the process for filling vacancies and removal.
- SECTION 3: This section deliniates the powers and responsibilities of MASSGAP regarding the establishment and administration of a grant fund.
- SECTION 4: This section identifies federal, state, private, public, and legislative grants and appropriations as the sources of funding for the MASSGAP Grant Fund.
- SECTION 5: This section gives MASSGAP broad discretion to promulgate rules and regulations establishing criteria for determining program eligibility and disbursement amounts.
- SECTION 6: This section explains the application process for gang prevention programs to receive grant funding.
- SECTION 7: This section requires MASSGAP to annually evaluate the gang prevention programs and describes the method for evaluation. MASSGAP must produce an annual report for the Governor and General Court.
- SECTION 8: This section deliniates the powers and responsibilities of MASSGAP regarding the establishment and administration of a Job Bank. This section also requires MASSGAP to produce an annual report for the Governor and General Court.

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I. INTRODUCTION

Urban gangs in the 1980's dramatize the story of America's invisible society, the underclass. (Boston Globe, May 1, 1988, at 95, col. 1.) These gangs formed as a result of racial diversion, broken families, a lack of recreational facilities, and high unemployment. (Stover, 173 American School Board Journal 19 (Aug. 1986).) Economic, social, psychological and legal factors have contributed to the formation and increasing violence of youth gangs.

Local programs in Massachusetts addressing the problems and needs of youth gang members lack sufficient resources to meet their objectives. (Interview with Ernest Dodson, Boston Youth Development Project (Oct. 3, 1989); Telephone interview with Emmett Folgert, Dorchester Youth Collaborative (Oct. 11, 1989); Telephone interview with Charlie Rose, Boston Youth Outreach (Oct. 16, 1989); Telephone interview with Jane Leung, Boston Chinese Youth Essential Services (Chinatown YES) (Oct. 12, 1989).) Despite federal, state and private assistance, many programs still lack transportation for youths to reach the programs, office supplies, and funds for activities (Id.) Other programs fail to qualify for federal or state monies or do not have the resources to seek out private monies. In addition, the funding problem impedes the formation of additional gang prevention programs.

The proposed legislation addresses this problem by providing a funding mechanism for existing and future programs.

Another problem faced by current gang prevention programs involves the need for vocational opportunities. A survey of 700 Boston teenagers revealed the need for more peer leader jobs at higher pay. (Survey conducted by Youth Congress Organizing Committee (Mar. & Apr. 1989.) Local programs cannot obtain job opportunity information. (Telephone interview with Emmett Folgert, Dorchester Youth Collaborative (Oct. 11, 1989).) Currently, no state agency provides this information.

The proposed legislation addresses this problem by providing a job bank.

II. THE DIFFICULTY

Violent youth gangs harm Massachusetts in many ways. Gangs hurt and kill rival members and innocent people in the wake of their violence. Gangs also hold many neighborhoods hostage. (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).) Residents fear letting their children play in area parks because gangs use them to deal drugs. (Id.) Neighborhood businesses lose sales because residents do not leave their homes to shop. (Id.) Lastly, gangs represent a financial burden to community taxpayers and law enforcement agencies. (Id.) Costs include the loss of lives and property of victims as well as community subsidization of gang-related law enforcement. (15 Criminal Justice and Behavior 323 (Sept. 1988).) Perhaps the greatest costs involve the loss of gang members' potential value to society. (Id.)

Schools and courts also face escalating problems caused by gang members in Massachusetts. Gang rivalries have filtered into the schools from the streets. Recently, the principal of South Boston High School assigned two dominant gangs in his school their own corners in different cafeterias. (Boston Globe, Mar. 26, 1989, at 22, col. 2.) Several principals have prohibited the wearing of gang-related attire. (Id.) The Boston High School on Arlington Street stationed a full-time police officer at the school after gang-related robberies occurred on the premises in 1988. (Boston Globe, May 10, 1988, at 1, col. 2.) The Corbet Street gang frequently disrupted the Hyde Park High School in 1987. (Id.) The principal at Dorchester High School recently noted that hostilities between rival members of three gangs have created a very uneasy atmosphere in the school. (Boston Globe, Mar. 26, 1989, at 22, col. 2.) Recently, the Roxbury District Court became the site of gang violence as the Castlegate and Humboldt gangs fought with each other and police and court officers during a hearing. (Boston Globe, Apr. 12, 1989, at 19, col. 1.)

Although some Asian youth gangs exist in the Chinatown area of Boston (Telephone interview with Jane Leung, Boston Chinese Youth Essential Services (Chinatown YES) (Oct. 12, 1989)), most youth gang activity today occurs in Roxbury, Mattapan and Dorchester. (Boston Globe Magazine, May 14, 1989 at 29, col. 1; Boston Globe, Mar. 26, 1989, at 1, col. 2.) Blacks represent a large percentage of the population in these areas. Blacks account for 77.8% of the Roxbury population, 80.8% of the Mattapan population and 24.7% of the Dorchester population. (Note this last figure is low because it includes North and South Dorchester.) (U.S. Bureau of

Census, 1980; Boston Redevelopment Authority.) Low median incomes also prevail in these areas. The median family income in Roxbury amounts to \$10,773. It amounts to \$14,561 in Mattapan and \$16,124 in Dorchester (includes North and South Dorchester). (Id.) Thus, young blacks in these economically depressed areas represent a majority of Massachusetts gang members.

A Boston Globe article dated March 26, 1989 traced the origins of contemporary youth gangs in Boston. (Boston Globe, Mar. 26, 1989, at 1, col. 2.) Although black gangs like the Dukes and the Warlords prevailed in the 1950's and 1960's, gangs largely dropped out of sight in the 1970's. In the early 1980's, the Corbets surfaced in Dorchester. The Johnson family dominated the gang and began dealing drugs. Police believe that in 1987, reputed Corbet leader, Tony Johnson organized the largest gangs in Boston into a loose association. He wanted to keep the New York dealers from gaining a foothold in Boston. Gang members respected Johnson and his presence discouraged fighting. However, after Johnson was shot and killed in 1988 at the age of 21, the unity shattered.

Today, police estimate that 12 to 15 gangs exist in Boston, with approximately 400 members ranging from young teenagers to young adults. (South End News, Feb. 9-15, 1989, at 1.) Those from Roxbury, Mattapan and Dorchester name themselves after neighboring streets, areas or housing projects. The names include the Columbia Point Dogs, the Franklin Hill Giants, the Shawmut Avenue group, the Corbet Street gang, the Intervale gang, the Humboldt Raiders, the Greenwood gang, the Castlegate gang, the Franklin Field gang, the D-Boys, the Junior D-Boys, the Vamp Hill Posse, and the Erie Street Posse. (Telephone interview with Drop-A-Dime worker

(Sept. 21, 1989); Boston Globe Magazine, May 14, 1989, at 29, col. 1.) gang membership usually requires no initiation. "Hanging out" with a particular group implies membership. (Boston Globe, May 10, 1988, at 1, col. 2.) Gangs also wear uniforms of sorts, often consisting of baseball caps, a particular type of jacket and brand-name sneakers. (Id.)

Gangs pride themselves on protecting their "turf". Turf refers to a particular gang's territory and usually includes playgrounds, parks and streets. (Telephone interview with Drop-A-Dime worker (Sept. 21, 1989) Gangs fight and kill over turf disputes. (Id.) They mark off their turf by different means. Some gangs throw sneakers tied together with shoelaces into trees (called "sneaker trees") and over telephone wires to mark their turf. (Boston Globe, May 10, 1988, at 1, col. 2.) Gangs also spray paint their names on buildings to mark their turf. (Boston Globe, Mar. 26, 1989, at 1 col. 2.)

Local programs in Massachusetts attempt to solve the problems of gangs. However, current programs lack sufficient funds to properly implement their programs. (Interview with Ernest Dodson, Boston Youth Development Project (Oct. 3, 1989); Telephone interview with Emmett Folgert, Dorchester Youth Collaborative (Oct. 11, 1989); Telephone interview with Charlie Rose, Boston Youth Outreach (Oct. 16, 1989); Telephone interview with Jane Leung, Boston Chinese Youth Essential Services (Chinatown YES) (Oct. 12, 1989).) Start-up costs for new programs are prohibitive without grants or endowments. (Id.) Additionally, all programs lack a central source for vocational opportunities for youth clients. (Id.)

III. EXPLANATIONS FOR GANG BEHAVIOR

No single national explanation exists for gang behavior among youths. Youths join gangs for various reasons. Many theories and variables exist to explain why an individual joins a gang and why a gang engages in illegal and violent behavior. Generally, gang membership provides certain economic, social, and psychological functions not adequately fulfilled by the family, school, church or social services. The following sections contain some current theories on why youths join gangs. Most theories focus on the gang problem among black urban youths because this group accounts for a majority of the Massachusetts gang problem.

A. ECONOMIC EXPLANATIONS

The economic conditions of gang ridden areas create an environment ripe for their formation. Actual and perceived lack of opportunity, the prevalence of drugs and dwindling resources for inner city youths encourage gangs to form and engage in illegal behavior.

In 1973, 12% of black male high school dropouts in their early 20's reported earning no money at all. In 1985, the percentage climbed to 43%. (Boston Globe, May 1, 1988, at 95, col. 1.) A number of factors contributed to the formation of a lower class with few economic opportunities for young people. The upwardly mobile left depressed areas. As urban factories closed, the post-industrial job market required different skills. Few decent jobs remained for the urban unskilled.

those left behind in the ghetto inherited not "a culture of poverty but of social isolation." (Wilson, The political economy of race: reflections on the declining significance of race, 7 Black Law Journal 6 (1981).)

Economically depressed youths also perceive that they cannot use conventional channels to achieve middle-class status. (See Richard A. Cloward and Lloyd E. Ohlin, Delinquency and Opportunity: A Theory of Delinquent Gangs (Glencoe, Ill.: The Free Press, 1960).) They turn to gang behavior because of their frustration in obtaining wealth. (Id.) Youths become frustrated because they are exposed to the objects which symbolize wealth through the mass media and proximity to prosperity. (See F.R. Fyvel, The Troublemakers (New York: Schocken Books, 1961-62).)

Drugs represent both a cause and a symptom of the gang problem in Boston. (Boston Globe, Apr. 12, 1989, at 19, col. 1.) Gangs make money by dealing drugs. Drug dealing now funds most gang activity. (Boston Globe Magazine, May 14, 1989, at 29, col. 1.) An East Boston Detective claims that street dealers earn \$4,000 to \$5,000 a week dealing cocaine. (Id.) Boston detectives have described drug dealers knocking on the doors in housing projects and offering \$100 to tenants in various buildings. In return, the tenants keep their doors open to give dealers a place to hide. Drug dealers may also offer to sublet apartments for a few weeks for up to \$2,000 to deal drugs. (Boston Globe Magazine, May 14, 1989, at 29, col. 1; South End News, Feb. 9, 1989, at 18.) Nationwide drug pushers earned an estimated \$130 billion in 1987. (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).) Additionally, drugs like "crack" have changed the nature of gangs. (Boston Globe, Jun. 28, 1989, at 29, col. 4.) (Crack is a rock-like substance that forms from

cooked cocaine. Because users smoke crack, it enters the central nervous system faster than powdered cocaine and produces a more intense "high".) (Telephone interview with Drug Abuse Inquiry Hotline (Nov. 18, 1989).) Gang members who use crack tend to engage in more violent behavior. (Id.)

Lastly, youth workers claim that the dwindling resources for inner city kids in the 1980's lead to gang formation. With the absence of recreational outlets, street corners have become the only place for kids to "hang out". (Boston Globe, Mar. 26, 1989, at 1, col. 2.)

B. SOCIAL EXPLANATIONS

Social conditions in economically depressed areas contribute to gang formation and violence. Societal and family breakdowns, media attention and the absence of organized crime encourage gang formation.

The general breakdown of standards in society represents the broad problem. Political corruption, white collar crime, and scandals provide a poor example, showing that even respected members of society engage in illegal activity to acquire wealth and power. (See Max Lerner, America as a Civilization (New York: Simon & Schuster, 1957).)

The breakdown in families represents an important component of the societal problem. Researchers often cite broken homes as a factor at the heart of youth gangs. Saul Bernstein believes that failures in family relationships during formative years and continuing family difficulties cause youths to skip certain stages of development and interfere with successful social functioning. (See Saul Bernstein, Youth on the Streets (New York: Association Press, 1964).) Many family difficulties focus on a lack of male role models for black youths in depressed urban areas.

Mothers head the household in a large percentage of these areas. A recent Census Bureau report found that of the nation's 4.6 million black families with children, 2.6 million were headed by a single woman. (Boston Globe, May 1, 1988, at 95, col. 1.) Many young black men live in prison. Young black men represent 6% of America's population and 40% of its prison population. (Boston Globe, Apr. 12, 1989, at 19, col. 1.) Many die at a young age. For black men between the ages of 15 and 25, the leading cause of death is homicide. (Id.) Thus youths with no male role models at home, find these role models in gangs.

Some believe that media attention and notoriety adds fuel to the fire. Many Boston police officers believe that the media romanticizes gang members and that naming youth gang members in the newspaper encourages them. (Boston Globe Magazine, May 14, 1989, at 29, col. 1; Boston Globe May 30, 1988, at 21, col. 2.) Evidence of this exists in other cities where police have found newspaper clippings in the pockets of arrested gang members. (South End News, Feb. 9-15, at 1.)

A crime committed on a gang's turf, even if not committed by that particular gang, enhances its status. (Boston Globe, May 10, 1988, at 1, col. 2.) A worker from Drop-A-Dime confirms this belief. She claims that a recent list of the worst gangs in Boston, aired by the media, caused the gangs to compete for top billing. (Telephone interview with Drop-A-Dime worker (Sept. 21, 1989).) Also, fictional television programs and news programs which depict violence may encourage such behavior. Many believe that a "pop culture" which glorifies and trivializes violence encourages gang behavior. (Boston Globe, Mar. 26, 1989, at 1, col. 2.)

Ironically, organized crime keeps the establishment and activities of gangs in check in some neighborhoods because gangs fear their wrath. Police officers cite the absence of organized crime in the black neighborhoods where most of the gangs are concentrated, as a reason for the proliferation of youth gangs in these areas. (Boston Globe, Mar. 26, 1989, at 1, col. 2.)

C. PSYCHOLOGICAL EXPLANATIONS

Gangs provide a type of psychological protection in a world where being alone leaves one easy prey for other roving gangs and violence. (Boston Globe, Mar. 26, 1989, at 1, col. 2.; Boston Globe, May 10, 1988, at 1, col. 2.) If a rival gang hurts a gang member, he knows that his gang will retaliate. Gang membership also provides the protection of unconditional love and support not found at home or at school. (Id.) The gang protects its members from total rejection by accepting them.

Some well-known theorists have developed with psychological explanations for gang membership and behavior. Albert Cohen, William Kvaraceus and Walter Miller propound a subculture theory. According to this theory, many lower-class neighborhoods have developed a relatively stable subculture in which the subculture accepts forms of criminal and delinquent values and behaviors as norms. The youths in these neighborhoods use the gang as a mode of reaction and adjustment. They rebel against a dominant middle-class society which discriminates against them because of their lower-class position. In the gang, members reverse the norms of the larger society so that "non-utilitarian" deviant behavior (especially violence) becomes a legitimized activity. Youths in these

neighborhoods feel pressure to conform to the subculture. (See Albert Cohen, Delinquent Boys: The Culture of the Gang (Glencoe, Ill.: The Free Press, 1955; see also William Kvaraceus and Walter Miller, Delinquent Behavior: Culture and the Individual (Washington, D.C.: National Education Association, 1959).)

Herbert Bloch and Arthur Niederhoffer propose a rites of passage theory to explain gang membership. According to this theory, the lower class youth experiences some aspects of adulthood, such as independence from parents and parenthood, earlier than middle class youths. However, the youth experiences confusion and uncertainty regarding other areas. Youths striving to move from adolescence to adulthood use the gang as a vehicle for achieving this objective. The gang gives individual members ego, support and a psychological sense of power and adulthood. (See Herbert Bloch and Arthur Niederhoffer, The Gang (New York: Philosophical Press, 1958).)

D. LEGAL EXPLANATIONS

Emmett Folgert of the Dorchester Youth Collaborative in Dorchester, Massachusetts defines today's youth gang as "a group of five or more kids; they've got a gun, a name; they're organized for criminal activity and social control of a place, even if it's only a block." (Boston Globe Magazine, May 14, 1989, at 29, col. 1.)

Although not a primary explanation for gang behavior, the poor enforcement of gun control laws contributes to the problems of violence among gangs. The use of guns by gang members changes the nature of the

violence. Ten years ago gang members solved their problems with fists. (Boston Globe, May 30, 1988, at 2, col. 1, quoting Sgt. Detective Kevin Mullen, Boston Police Department.) Today, gang members obtain guns relatively easily, (Boston Globe, Mar. 26, 1989, at 1, col. 2) and frequently settle personal differences by resorting to violence. (Boston Globe, May 30, 1988, at 2, col. 1, quoting Sgt. Detective Kevin Mullen, Boston Police Department.) Guns allow the violence to be quick and impersonal. (Boston Globe, Apr. 12, 1989, at 19, col. 1.)

In the past two years, two Boston Police officers have seized more than 150 guns, many from gang members. However, police see no fewer guns on the streets. (Boston Globe, Mar. 26, 1989, at 1, col. 2.)

IV. COMPARATIVE LAW

A. FEDERAL GANG LEGISLATION

Congress recently responded to the gang problem at the federal level with the enactment of two statutes. These statutes allow the Secretary of the Department of Health and Human Services and the Administrator of the Office of Juvenile Justice and Delinquency Prevention to make grants and enter into contracts to prevent gang membership and drug abuse. They provide a source of funding for current and potential entities dealing with the youth gang problem.

Unfortunately, many smaller programs cannot meet eligibility requirements. Others remain low on the priority list. However, a state commission proposing to attack the youth gang problem through a grant fund could funnel monies to these otherwise ineligible programs.

1. 42 U.S.C.A. Sections 11801 - 11805, Chapter 123, Subchapter I - Drug Education and Prevention Relating to Youth Gangs, (West Supp. 1989):

This federal law establishes a drug abuse education and prevention program relating to youth gangs.

The Legislature empowers the Secretary of Health and Human Services (through the Administration on Children, Youth, and Families) to make grants and enter into contracts with public and nonprofit entities to carry out gang prevention and drug abuse prevention projects.

The statute describes the application and approval processes for grants and contracts. The Secretary must give priority to projects:

1. in areas where youth gangs commit frequent and severe drug-related crimes and;
2. which have demonstrated support for community based organizations.

The Legislature requires the coordination with programs and activities carried out under the Juvenile Justice and Delinquency Prevention Act of 1974 and the Attorney General to avoid duplication.

The statute appropriates \$15,000,000 for fiscal year 1989 and necessary sums for each of fiscal years 1990 and 1991 to carry out this subchapter.

2. 42 U.S.C.A. Sections 5668 - 5669, Part D - Prevention and Treatment Programs Relating to Juvenile Gangs and Drug Abuse and Drug Trafficking, (West Supp. 1989):

This federal law gives the Administrator of the National Institute for Juvenile Justice and Delinquency Prevention authority to make grants and enter into contracts with public and private nonprofit entities. Through these grants and contracts, the Administrator must establish and support programs and activities: 1. involving families and communities and; 2. designed to prevent and treat juvenile gangs, drug abuse or drug trafficking.

The statute also sets forth the required contents of a grant or contract application. Certain applications receive priority.

B. STATE GANG LEGISLATION

Several state legislatures also recently promulgated gang prevention legislation. Most gang-related legislation focuses on imposing stricter criminal penalties for gang members. However, stricter criminal penalties will not eliminate the broader problem of eliminating gang membership and escalating violence. Thus, this section of the memorandum focuses on legislation enacted to proactively combat youth gang membership and violence. Effectiveness studies do not yet exist for these statutes.

The statutes described below address a particular state's gang-related problems. Massachusetts does not currently have any gang prevention legislation. Although gangs differ across the nation, Massachusetts may utilize aspects of other states' legislation in its effort against gangs.

1. CALIFORNIA

- a. CAL. WELF. AND INST. CODE Section 875 et seq. (West Supp. 1989):

In order to combat the growing influence of youth gangs and youth gang related activity, the California legislature enacted a pilot project called TEAM (Together Each Achieves More). The Office of Criminal Justice Planning administers the project. Chapter 3.5 of the Penal Code (See IV. B. 1. b.) funds the project. The project involves team sports. It also provides meaningful educational opportunities for juvenile wards, including drug counseling and rehabilitation.

The legislature found that youth gang members comprised a majority of wards in juvenile facilities (75% in Los Angeles County alone). Many of these juveniles sold or used controlled substances. The legislature further found that many wards have academic potential and good athletic ability. Team sports allow wards to contribute to a team goal, cooperate with others, develop a positive self-image and resist peer pressure.

Three years after TEAM camps receive funding, the Office of Criminal Justice Planning must submit an evaluation and recommendations to the Governor and Legislature.

b. CAL. PENAL CODE Sections 13826 et seq., Chapter 3.5. Gang Violence Suppression, (West 1982 & Supp. 1989):

This statute establishes the Gang Violence Suppression Program and funding thereunder.

It requires enhanced prosecution efforts on gang-related cases and provides for special training for prosecutors in the areas of gang violence. It requires enhanced law enforcement efforts. It requires county probation departments to strictly enforce court-ordered conditions of probation for gang members. It encourages community-based organizations to implement activities. It encourages school districts and county education offices to develop and implement a gang violence prevention curriculum. It further encourages these entities to provide gang violence prevention and intervention services.

2. FLORIDA

FLA. STAT Section 943.0572 (West Supp. 1989):

This statute creates a statewide youth and street gang data base. The legislature found it necessary to have reliable statewide data describing youth gang activity. This enables the state to develop policy, effectively identify the nature of the problem, target workable solutions, and implement prevention and intervention strategies.

The data base includes geographic location, population, age, organizational structure, demographic characteristics, degree of mobility, type of illegal activities, and dispositional nature.

3. ILLINOIS

- a. ILL. ANN. STAT. ch. 127 para. 55a-3 (Smith-Hurd Supp. 1989):

Paragraph 55a-3 (b) of this statute establishes the Office of Coordination of Gang Prevention in the Division of Criminal Investigation. The Office consults with units of local government and school districts to assist them in gang control activities. It administers grants to those units that demonstrate a workable plan to reduce gang activity in their area. The grants may not reimburse personnel. They also may not exceed 75% of the total request by any applicant. The Office must establish mobile units of trained personnel to respond to gang activities. It must consult with and use the services of religious leaders and celebrities to assist in gang control activities. Lastly, the Office must sponsor seminars, conferences or other educational activity to assist communities in their gang crime control activities.

Part (b) of this paragraph also grants the Department of State Police the authority to promulgate appropriate rules and regulations to administer this program.

b. ILL. ANN. STAT. ch. 127 para. 3301 et seq. (Smith-Hurd Supp. 1989):

This Act authorizes the Department of Commerce and Community Affairs to administer grants to community groups. The groups must propose to improve the quality of life in low and moderate income neighborhoods.

The Department sets the criteria for eligibility and certifies groups for grant eligibility. Any group denied certification may appeal to a review committee.

Any group seeking grant funds must submit an application to the Department. The application describes the group's potential contributors and the nature and benefit of the project. The application must also describe how it plans to meet criteria established by the Department.

Within 45 days of the receipt of an application, the Department must give notice to the applicant as to whether the application was approved or disapproved. If the Department disapproves an application, it must specify the reasons for this decision and allow 60 days for the applicant to make amendments.

The group must furnish an annual statement to the Department. The statement must include the financial status of any approved project and an audited financial statement of the project.

The Department may offer up to 2 grants per group during each fiscal year. The total amount of the grants awarded to any one group may not exceed \$50,000 per fiscal year.

3. WISCONSIN

WIS. STAT. Section 46.265 (West 1987):

This statute permits the Department of Social Services to enter into contracts with certain organizations. The contracts provide services in counties having a population of 500,000 or more for the diversion of youths from gang activities. Diversion tactics include placement in appropriate educational, recreational and employment programs.

C. NATIONWIDE GANG PREVENTION PROGRAMS

Various programs exist nationwide to deal with the problems of youth gangs. The subsections below highlight the types of programs utilized across the country. The names of specific programs follow each program type. Additionally, Exhibit I includes a detailed description of each program named. (See Exhibit I - Description of Nationwide Gang Prevention Programs.) Community activists initiate and run most of these programs. Police gang units also run some of these programs.

1. OUTREACH PROGRAMS

Outreach programs represent the most popular form of gang intervention. "Outreach", the key component, involves the employment of street workers who live in gang infested areas and remain on-call. They mediate during gang rivalries, direct juveniles towards more positive activities and share information with law enforcement personnel. Street workers use beepers, patrol neighborhoods in mobile vans and hotlines to keep abreast of gang-related activities. Many street workers formerly belonged to gangs themselves. Examples of outreach programs include

Community Youth Gang Services (CA), Gang Violence Reduction Project (CA), Broader Urban Involvement and Leadership Development (IL), Chicago Intervention Network (IL), Boston Youth Outreach Program (MA), Andrew Glover Youth Program (NY), and Crisis Intervention Network, Inc. (PA).

2. EMPLOYMENT PROGRAMS

Employment programs use interviewing workshops and training to develop good work habits. Others use job placement. Some match youths with mentors to help them learn about a particular career and plan their career. These programs often work closely with the state labor board and the local chamber of commerce. Examples of employment programs include Community Access Team (CA), Boston Youth Development Project, and Youth Development, Inc. (NM).

3. RECREATIONAL PROGRAMS

Most gang intervention programs have some recreational components. Some programs focus on recreation as a means of diversion from youth gangs. These programs usually sponsor and monitor athletic events and musical performances. Examples of recreational programs include Say Yes, Incorporated (CA) and Dorchester Youth Collaborative (MA).

4. YOUTH EDUCATION PROGRAMS

Youth education programs attempt to discourage students from joining gangs by teaching them about gangs. Educators often present students with positive alternatives to youth gangs as part of the program. Presentations take place at elementary schools, junior high schools and high schools.

Some programs reach youths involved in gang activity who have failed in the public school system. Examples of youth education programs include Turning Point Family Services Program (CA) and Gangs Network Project (CA).

5. NEIGHBORHOOD PROGRAMS

Neighborhood programs educate the public about youth gangs. Members meet regularly to discuss proposals for eradicating youth gangs. Residents often form neighborhood watches. Examples of neighborhood programs include The Paramount Plan (CA) and Community Action Patrol (MA).

6. LAW ENFORCEMENT PROGRAMS

Some law enforcement programs focus on identifying and apprehending gang members. (Operation South Bureau CRASH (CA); Gang Awareness Resource Program (CA); Gang Crime Section (IL).) Others engage in more proactive activities. Officers in one program advise parents of at-risk youths about gang prevention programs. (Operation Jeopardy (CA).) Another program provides a variety of interventional programs. (Miami Police Department Gang Detail (FLA).) One program operates a hotline for gang information and works closely with police. (Drop-A-Dime (MA).)

7. ETHNIC PROGRAMS

Ethnic programs focus on the problems of youth gangs of a particular ethnic background. Conventional programs do not meet language and cultural differences. Examples of ethnic programs include Vietnamese Community of Orange County, Inc., Youth Counseling and Crime Prevention Program (CA), Boston Chinese Youth Essential Services (MA), Teen Troubleshooters (NY), and El Centro De La Comunidad Unida (WI).

8. SHELTER PROGRAMS

shelter programs provide a home for youths striving to break away from gangs. Youths live at the program location, removed from the gangs, where surrogate parents provide guidance. These programs often represent an alternative to juvenile institutionalization. The House of Umoja (PA) represents the most well-known shelter program.

V. ALTERNATIVE SOLUTIONS

A. MAINTAIN STATUS QUO

In the absence of legislation, the gang problem will continue to escalate in Massachusetts. Youth workers in Massachusetts note younger children join gangs today. Gang members will continue to kill each other and innocent people. Gang-related property damage will increase. Massachusetts will pay more money for gang-related law enforcement. Belated efforts in other cities have proved unsuccessful. Thus, Massachusetts must address gang violence in its initial stages.

Current programs dealing with the gang problem lack sufficient funds to properly implement their programs. With the current fiscal problems in Massachusetts, funding for existing programs will probably decrease. Proposed programs will not form because of anticipated funding problems. Also, gang prevention programs need a source of vocational opportunities for interested youths. Without a job bank, youth unemployment will continue to escalate.

The state cannot maintain the status quo without significant costs.

B. CREATE COMMITTEE TO STUDY CAUSES OF DIFFICULTY AND RECOMMEND SOLUTIONS

A committee to study the reasons why youths join gangs may require less money to implement than the proposed legislation. However, many studies already exist to explain gang behavior. Most importantly, the gang prevention problem in Massachusetts requires immediate attention.

The effectiveness of current programs merits study. However, a funding commission could easily accomplish this goal. The proposed legislation requires the commission to conduct such studies.

C. CREATE NEW STATE AGENCY OR BUREAU WITHIN AN EXISTING AGENCY TO IMPLEMENT PROGRAMS

Programs already exist in Massachusetts to address the problems and needs of youth gangs. Program directors know the reasons why youths join gangs. They have also experimented with various projects to determine those which most effectively prevent gang formation and violence. A new government agency or bureau would not have the experience of existing programs and might receive resistance from them. Nor would such an entity know the community as intimately as the existing programs.

(Telephone interview with Charlie Rose, Boston Youth Outreach (Oct. 16, 1989).)

A new state agency would require start-up and overhead expenses. Creating a bureau within an existing agency would save these expenses, not the implementation costs. Massachusetts would make better use of its funds by using the expertise of existing programs and redirecting funds to these programs.

D. INCREASE SEARCHES OF SUSPECTED GANG MEMBERS

Massachusetts could engage in a more reactive and less proactive response to the youth gang problem. Increased searches of suspected gang members might result in the apprehension and conviction of more gang members. This would diminish the size of current gangs.

The Boston Police Department has already adopted a "search on sight" practice. However, the media and courts have criticized the police for this practice because it implies prejudism and violates the Fourth Amendment which prohibits unreasonable searches and seizures. (Boston Herald, Sept. 6, 1989 at 34, col. 1; U.S. CONST. amend. IV.) Recent rulings by Judge Mathers of the Suffolk Superior Court, declaring this practice unconstitutional, have created much controversy. (Boston Globe, Sept. 15, 1989 at 19, col. 2.) But, since the rulings apply only to a single case, the police insist they will continue the stop-and-search policy. (Boston Globe, Sept. 6, 1989, at 18, col. 1.)

Further, this alternative does not ensure the eradication of youth gangs because it does not prevent the formation of future gangs.

VI. PROPOSED SOLUTION

A. PROPOSED LEGISLATION

The proposed legislation creates a commission to establish and administer a grant fund for gang prevention programs in Massachusetts.

The commission will consist of qualified members designated by the commissioner of youth services, the director of the office of children, the secretary of the executive office of human services, the commissioner of the department of social services, the commissioner of education, and three members to be appointed by the governor. Commission members from the designated departments will ensure expertise in the areas of youth problems, delinquency and education. The commission will also study the effectiveness of gang prevention programs and annually report its findings and recommendations to the Governor and General Court.

Federal, state, private, public, and legislative grants and appropriations will sustain the grant fund. The grant fund in turn will sustain or supplement the resources of current and potential groups dealing with the difficulty of gangs in Massachusetts. Programs that wish to receive grant funding under this legislation must meet any criteria established by the commission.

The proposed legislation also requires the commission to create and maintain a job bank so that current and potential gang prevention programs may offer employment alternatives to gang members and at-risk youths. The job bank will provide an employment network for programs combating gangs. The commission will determine how to structure the job bank. Maintaining the job bank will involve studying labor market areas and youth unemployment. It will also involve recommending industry training programs. The commission will annually report its findings and recommendations to the Governor and General Court.

The proposed legislation does not make access to the job bank contingent upon meeting any requirements or receiving grant funding. By allowing any program to utilize the job bank, the legislation encourages all programs to seek vocational alternatives for current and potential gang members. The job bank will open up new alternatives for youths interested in a particular industry.

B. COSTS AND BENEFITS OF PROPOSED LEGISLATION

The proposed legislation requires minimal costs. Commission members will serve at no additional cost. Also, commission members may have access to helpful studies from their respective departments. Additional costs involve salaries for staff, establishing and administering the grant fund, and creating and maintaining the job bank.

Salaries for all staff members employed by the commission may include salaries for new staff or overtime for existing staff members of the respective departments. Costs to establish and administer the grant fund include any monies necessary for receiving and disbursing federal, private and other fundings, and office supplies for the commission. The commission's choice of a network medium will determine the costs necessary to create and maintain the job bank. The commission will need monies for research regarding labor markets for youths.

The proposed legislation presents an immediate solution to the Massachusetts problem of youth gangs at a minimal cost. It ensures that current and potential programs involved in youth gang prevention will receive adequate funding to successfully implement objectives. Further, it provides a vocational resource center for programs wishing to offer job opportunities to youths.

The proposed legislation also lowers the direct and indirect costs of crime and rehabilitation for gang members.

C. SECTION BY SECTION ANALYSIS

SECTION 1: The preamble provides rationale for the Act itself. It includes a description of the extent of the Massachusetts youth gang problem.

SECTION 2: This section creates the Massachusetts Gang Prevention Commission (MASSGAP). It names specific MASSGAP members and outlines the length of their service. It also describes the process for filling vacancies and removal.

SECTION 3: This section delineates the powers and responsibilities of MASSGAP regarding the establishment and administration of a grant fund.

- SECTION 4: This section identifies federal, state, private, public, and legislative grants and appropriations as the sources of funding for the MASSGAP Grant Fund.
- SECTION 5: This section gives MASSGAP broad discretion to promulgate rules and regulations establishing criteria for determining program eligibility and disbursement amounts.
- SECTION 6: This section explains the application process for gang prevention programs to receive grant funding.
- SECTION 7: This section requires MASSGAP to annually evaluate the gang prevention programs and describes the method for evaluation. MASSGAP must produce an annual report for the Governor and General Court.
- SECTION 8: This section delineates the powers and responsibilities of MASSGAP regarding the establishment and administration of a Job Bank. This section also requires MASSGAP to produce an annual report for the Governor and General Court.

VII. CONCLUSION

The size, levels of violence and organization of Massachusetts gangs has not yet reached those of gangs in Chicago, Los Angeles, Miami or New York. Chicago has approximately 125 gangs with 15,000 members. (City of Chicago, "An Effective Juvenile Delinquency Prevention Model", Statements of Robert Martin, Director of Chicago Intervention Network before the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention, Jun. 22, 1988.) Los Angeles has approximately 557 gangs with 50,000 members. (Boston Globe, May 1, 1988, at 95, col. 1.) However, gangs exist in Massachusetts and membership continues to rise. (Boston Globe, Mar. 26, 1989, at 1, col. 2; Boston Globe, May 10, 1988, at 1, col. 2.) Patrol officers and youth workers have also noted that the youth gangs in Boston have become larger and more violent. (Boston Globe, Mar. 26, 1989, at 1, col. 2.) Also younger children join gangs today. (Id.) Head Deputy District Attorney of the Los Angeles Hardcore Gang Division, Michael Genelin, warns other jurisdictions: "We waited too long; we didn't focus adequate resources soon enough. Don't let your city get in that position." (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).)

With gang violence on the rise in Massachusetts, the state cannot afford to let existing programs remain underfunded and unable to meet gang prevention objectives. A grant fund for existing and potential gang prevention programs and the creation of a job bank will reduce gang membership and gang-related violence in Massachusetts. Making grant fund eligibility contingent on meeting certain requirements would guarantee coordination and research.

A gang's most precious asset is its membership. (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).) Thus, Massachusetts communities must provide and support effective prevention efforts to keep youths from joining gangs. The proposed legislation will ensure that such efforts receive proper funding and study.

AN ACT TO PREVENT YOUTH AND GANG VIOLENCE

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. The legislature hereby finds and declares that:

There exists in the commonwealth a state of crisis caused by interpersonal violence. Peer violence is a leading cause of death among 15-24 year old males in Massachusetts.

There exist in cities of the commonwealth violent youth gangs responsible for the increasing incidence of violence. Youth gang members commit a multitude of crimes against each other and peaceful citizens in their neighborhoods. These crimes both individually and collectively present a clear and present danger to public order and safety and are not constitutionally protected.

There exist in the commonwealth approximately 400 gang members. Gang membership and the number of gang-related crimes continues to rise. Younger children join gangs today.

There exist in the commonwealth model programs for the prevention of youth violence and certain local gang prevention

programs, the success of which depend upon their ability to address the underlying causes of violence. Local programs currently experience funding problems.

Therefore, the public interest of the commonwealth demands that the legislature promote, support, and expand current and future youth violence and gang prevention programs.

SECTION 2. The legislature hereby establishes the Massachusetts Youth Violence and Gang Prevention Commission, hereinafter called MASSGAP. MASSGAP shall consist of the commissioner of youth services, the director of the office of children, the commissioner of public health, the commissioner of the department of social services, the commissioner of education, the secretary of public safety, two members of the house of representatives, one member of the senate and five members to be appointed by the governor, or their designees. Five members shall constitute a quorum to do business. The commissioner of youth services shall serve as chairman. Members shall serve for terms of three years.

SECTION 3. The legislature hereby empowers and charges MASSGAP with the following:

- a. to establish the MASSGAP Trust Fund;
- b. to receive, administer, and disburse federal, state, and private funds;
- c. to receive applications from programs to study and address the problems of current and potentially violent youth and youth gang members, with preference given to

- qualifications of program employees;
- f. a proposed budget for expenditure of the grant.

Within forty-five days of the receipt of an application, MASSGAP shall notify the applicant as to acceptance or rejection. If MASSGAP rejects the application, it shall specify the reasons for its decision and allow sixty days for the applicant to amend a proposal and appeal the decision of MASSGAP.

SECTION 7. MASSGAP shall annually evaluate the violence and gang prevention programs receiving grant funding under this section pursuant to the following criteria:

- a. success in obtaining goals stated in proposal;
- b. reduction in youth violence or gang membership and gang violence in geographic area stated in proposal;
- c. development of techniques for early identification of at-risk youths;
- d. empirical data and statistics compiled regarding the youth violence or youth gang problem.

MASSGAP shall annually report its recommendations and findings to the governor and the General Court. The secretary of the commonwealth shall make them available to the general public.

SECTION 8. The legislature hereby empowers and charges MASSGAP with the following:

- a. to establish and maintain the MASSGAP Job Bank;
- b. to develop a network of information on jobs and

those programs that address the underlying problems of poverty and racism;

- d. to award grants to qualified community and school-based programs which teach and promote alternatives to violence; provide incentives for youths to avoid gangs and stay in school; to create opportunities for high risk youth to build positive self-esteem, non-violent communication skills and job skills.)

SECTION 4. Public and private contributions shall fund the MASSGAP Trust Fund.

SECTION 5. MASSGAP shall promulgate rules and regulations establishing the criteria for determining program eligibility and disbursement amounts. MASSGAP shall publish and prioritize any grant fund eligibility requirements.

SECTION 6. Applications for funding under this section shall include at a minimum the following:

- a. a description of how the program will affect youth violence or gang formation and behavior;
- b. a description of the program goals, activities, services and curriculum;
- c. a description of the geographic area affected by the program;
- d. a demonstration of support for the program from local business and community organizations;
- e. a description of the experience, expertise and

training programs available in private industries, municipalities, school districts and regional and community based organizations;

- c. to determine the degree and extent of unemployment among the youth of the commonwealth;
- d. to make recommendations concerning what industries should have training programs for youths.

MASSGAP shall establish in regulations a date to annually report its recommendations and findings to the governor and the General Court. The secretary of the commonwealth shall make them available to the general public.

MASSGAP shall work with the department of manpower development, the division of employment security, and the department of commerce and development in fulfilling its duties under this section.

EXHIBIT I - DESCRIPTION OF NATIONWIDE GANG PREVENTION PROGRAMS

1. TURNING POINT FAMILY SERVICES PROGRAM, Garden Grove, CA

A private, non-profit organization, Turning Point provides counseling and educational services to youths (ages 13 to 26) in Orange County, California. Programs include family and individual counseling, diversion counseling, drug and alcohol abuse counseling and classes, parenting classes and special youth activities. It focuses on early prevention and intervention programs to combat gang involvement. Staff members present an eight-week educational curriculum designed to discourage students from joining gangs and provide positive alternatives to youth gangs. They conduct the program in local elementary and junior high schools. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

2. COMMUNITY ACCESS TEAM, Hayward, CA

This program strives to obtain employment and develop educational programs for 25 young gang members a year. Youths participate in job and educational counseling and training to help them develop good work habits. The program also encourages them to participate in employment and educational programs as well as community service projects. The program functions as a liaison between youth gangs and the Hayward Police Department, the state labor board and the local Chamber of Commerce. (Id.)

3. COMMUNITY YOUTH GANG SERVICES, Los Angeles, CA

Established in 1981, this youth servicing agency works to halt gang violence in Los Angeles by providing prevention programs. Teams of gang counselors work neighborhood streets. Sixty trained gang counselors staff the program's fourteen street teams. At least half of the counselors are former gang members. Counselors negotiate peace treaties and nonaggression pacts between gangs. (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).)

4. GANG VIOLENCE REDUCTION PROJECT, Los Angeles, CA

This project tries to redirect the energies of youth gang members towards more positive activities. Project workers strive to end gang feuding and to reduce local gang violence. The project hires gang consultants who live in gang neighborhoods and promote the project. It uses mediation as its principal strategy to resolve long-standing disputes. Gang members may participate in organized recreational and social events, including fishing and camping trips, picnics, handball tournaments and trips to amusement parks. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing the Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 18 Harrison Avenue NEB112, Boston, MA, 02118).)

5. OPERATION JEOPARDY, Los Angeles, CA

In this Los Angeles Police program, uniformed police officers contact the parents of juveniles whom the police have identified as "wanna bees" (youths who want to be gang members). Officers advise parents and provide counseling and information about programs available to help prevent their children from joining gangs. (Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).)

6. OPERATION SOUTH BUREAU CRASH (COMMUNITY RESOURCES AGAINST STREET HOODLUMS), Los Angeles, CA

CRASH tries to reduce gang-related violence. Officers in the CRASH unit identify and apprehend violent gang members and help other criminal justice and governmental agencies in their gang-reduction programs. They also gather and coordinate gang-related intelligence. CRASH members frequently speak to community groups and schools to keep abreast of gang activity and discourage youngsters from joining gangs. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing the Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

7. SAY YES, INCORPORATED, Los Angeles, CA

This program offers crisis intervention, field monitoring and workshops for school staffs. The workshops teach staff about the gangs operating in the neighborhood and describe gang characteristics and problems. Say Yes teams monitor selected athletic events to stop violence in its formative stages. The teams supplement regular school, security and law enforcement personnel. The staff monitors elementary, junior and senior high schools, provides rap sessions and sponsors Neighborhood Watch, athletic and summer job programs. (Id.)

8. GANGS NETWORK PROJECT, National City, CA

This program develops college options for youths involved in gang and other criminal activity and others who failed in the public school system. It arranges for financial assistance and provides counseling, support services and educational programs. The program also strives to educate the public and members of government and non-government agencies about youth gangs. It accomplishes this through training sessions, council discussion meetings, public forums and support for programs to benefit youth. It also helps coordinate activities of the city's other social service organizations. (Id.)

9. THE PARAMOUNT PLAN: ALTERNATIVE TO GANG MEMBERSHIP,
Paramount, CA

The Paramount Plan stresses disapproval of gang membership and works to eliminate future gang membership to diminish gang influence. The program sponsors neighborhood meetings and provides anti-gang curricula and posters on request. Bilingual leaders lead community meetings which take place in neighborhoods identified by the sheriff's office as "under gang influence." The meetings are aimed at parents and preteens. (Id.)

10. VIETNAMESE COMMUNITY OF ORANGE COUNTY, INC., YOUTH COUNSELING
AND CRIME PREVENTION PROGRAM, Santa Ana, CA

The Youth Counseling and Crime Prevention Program works in conjunction with prosecutors, educators, probation officers and law enforcement officers to prevent Vietnamese youth from joining gangs. Trung Le, a youth counselor, visits area schools regularly. He regularly talks to students and guidance counselors. He also encourages parents to become more involved in their programs. (Id.)

11. GANG AWARENESS RESOURCE PROGRAM, Whittier, CA

A grant from California's Office of Criminal Justice Planning allows one deputy sheriff to work full-time in the Los Angeles County School District. The sheriff responds to requests for information and orientation on gangs. He does not patrol, although arrests have taken place as a result of his presence on campus. (Id.)

12. MIAMI POLICE DEPARTMENT GANG DETAIL, Miami, FLA

The Gang Detail works closely with the Dade County School Board and the Miami Countywide Gang Task Force on a variety of interventional programs. A "drop-in" program exists for gang members who want to re-enter school. Rival gang members and potential gang members encourage positive school behavior, such as getting to class on time and avoiding gang activities, in the "Respect Patrol" program. "Respect Patrol" members meet daily with a school advisor for special assignments. They also lead weekly rap sessions and produce program reports. (Id.)

13. BUILD (BROADER URBAN INVOLVEMENT AND LEADERSHIP DEVELOPMENT), Chicago, IL

Nonprofit BUILD works with gang members on the streets. It tries to involve gang members in athletic or social events and encourage them to participate in education and job training programs. Many of the street-workers formerly belonged to street gangs which were helped by the organization. BUILD also runs a prevention program for 28 junior high school students identified by school and police authorities as at-risk for joining gangs. The program includes a weekly class session and after-school activities. These components teach kids about the dangers of joining gangs and offers positive alternative activities. Chicago's social, civic and corporate sectors support the project. (Id.)

14. CHICAGO INTERVENTION NETWORK (CIN), Chicago, IL

Established in 1985, CIN involves a city-wide coordinated approach to youth crime prevention. It bases its program on strong neighborhood participation and extensive networking among social service agencies and law enforcement agents. It operates nine field offices in low-income, high crime areas of Chicago. The program targets four main areas of intervention: alternative youth programming, parental and family support, victim assistance, and neighborhood empowerment programs, including neighborhood watches and parent patrols. CIN also operates a 24-hour telephone hot line that can dispatch a team of mobile social workers to deal with crises. Nineteen mobile units constantly deal directly with gang members. They negotiate, calm heated situations, direct juveniles to more positive activities and share information with police. (Id.; Speirs, U.S. Department of Justice, Juvenile Justice Bulletin (Sept. 1988).)

15. GANG CRIME SECTION, Chicago, IL

Begun in the late 1960's as an intelligence gathering organization, the Gang Crime Section has expanded to include investigations and training for officers assigned to gang-related incidents. Through the related Gang Target Program, gang crime specialists identify active street gang members. When police arrest a targeted member, a police computer alerts the Gang Crime Section and other appropriate agencies. The staff also analyzes data on gang-related crime to determine what areas need special gang missions. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing the Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

16. DORCHESTER YOUTH COLLABORATIVE, TIES, Dorchester, MA

This program steers youths into structured, goal-oriented activities with a special focus on community organizing. The Common Ground prevention club brings Boston youths together to work on a variety of projects and performances. Community service teams shovel snow and clean garages for community residents. They become involved in youth leadership programs. Common Ground groups have given song/rap performances in six states. They have become very visible locally through their anti-drug audio and video public service media announcements. (Telephone interview with Emmett Folgert, Dorchester Youth Collaborative (Oct. 11, 1989); Dorchester Youth Collaborative Newsletter (Winter, 1988).)

17. BOSTON YOUTH DEVELOPMENT PROJECT, Dorchester, MA

The Boston Youth Development Project consists of a youth motivational and leadership development program. It helps Boston's highest risk youths ages 12 through 22 to set and achieve life goals. The program operates year-round with evening and weekend supports. It offers support services in the areas of education, employment, counseling, recreation, computer literacy, tutorials, pregnancy and parenting, job training, careers and more. Case managers or "service brokers" assist program participants and assess the needs of the youths. Program services include Substance Abuse Counseling, Violence Prevention Project, Peer Leadership and Mentor Programs, and Teen Employment. As a collaborative program, Boston Youth Development Project uses the services of other area service centers. (Interview with Ernest Dodson, Boston Youth Development Project (Oct. 3, 1989); Brochure forwarded by the Boston Youth Development Project (available by writing Boston Youth Development Project, 466 Blue Hill Avenue, Dorchester, MA, 02121).)

18. BOSTON YOUTH OUTREACH PROGRAM, Boston, MA

This program provides services to approximately 6,000 children and helps youngsters stay out of gangs or get out of gangs. In addition to counselors, the program employs 80 teenage peer leaders. Peer leaders counsel youths on topics ranging from teen pregnancy and AIDS to staying in school and out of gangs. The Boston Outreach Program gives the teenagers a strong voice in how the program is run. It calls this unusual aspect of its program "teen empowerment". Each year, the program holds a youth congress in which youths from around the city draft a list of their concerns and present it to city officials. Charlie Rose founded the program in 1985. (Telephone interview with Charlie Rose, Boston Youth Outreach (Oct. 16, 1989).)

19. BOSTON CHINESE YOUTH ESSENTIAL SERVICES (CHINATOWN YES)

Boston, MA

This program attempts to reach "high-risk" Asian youths who have limited access to bilingual and bicultural services. It uses a case management method of servicing youths as well as an extensive outreach program. Programs include Counseling, Employment and Training, Education, Support Services and Goodies, a bakery/gift shop created by a group of youths with entrepreneurial ambitions and managed and operated by youth employees and volunteers. (Telephone interview with Jane Leung, executive director of Boston Chinese Youth Essential Services (Chinatown YES) (Oct. 12, 1989).); Brochure forwarded by the Boston Chinese Youth Essential Services (available by writing Boston Chinese Youth Essential Services, 199 Harrison Avenue, Boston, MA, 02111).)

20. DROP-A-DIME, Roxbury, MA

Drop-A-Dime runs a telephone hot line. It encourages people to call police with information on drug and gang activity in the Boston area. Community Youth Services from Los Angeles, California trains Drop-A-Dime employees in how gangs operate. Community activist, Georgette Watson founded the program. (Telephone interview with Drop-A-Dime worker (Sept. 21, 1989).)

21. COMMUNITY ACTION PATROL, Roxbury/Dorchester/Mattapan, MA

This controversial watch patrol establishes a presence of concerned citizens in Roxbury, Dorchester and Mattapan. The group patrols the buildings at Mandela and Grant Manor. It recently began a program in which landlords pay local kids to clean up the housing projects. Community activist Ed Brooks began the patrol after a gang-shooting crossfire killed 11-year-old Tiffany Moore in August 1988. (Interview with Ed Brooks, Community Action Patrol (Oct. 11, 1989); Bostonia Magazine, Jul./Aug. 1989, at 49; Boston Phoenix, Apr. 28, 1989, at Section One.)

22. YOUTH DEVELOPMENT, INC., Albuquerque, NM

This program offers gang members and leaders a safe way out of the gang and guidance into more positive activities. The staff also works with warring gangs to mediate conflicts. The Mentor Project matches youths interested in a particular profession with mentors who help them learn about the field and assist them with career planning. An after-school recreation program offers sports and other activities. Other projects include graffiti removal, river restoration, landscaping projects and a youth employment and drop-in counseling center. Interns compete for \$20,000 college internships offered by the American Express Company. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing the Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

23. ANDREW GLOVER YOUTH PROGRAM, New York, NY

A privately funded organization, the Andrew Glover Youth Program works to protect neighborhoods in New York's Lower East Side from crime. The program seeks to steer youths away from negative and illegal activities. It serves a large number of Black and Hispanic young people. The staff works with police, courts, youth services and social services to provide counseling, gang mediation, family counseling and housing assistance. Youth workers live in the community and are available for assistance 24 hours a day. (Brochures forwarded by Andrew Glover Youth Program, Inc. (available by writing the Andrew Glover Youth Program, Inc., 100 Centre Street, New York, NY 10013).)

24. TEEN TROUBLESHOOTERS, New York, NY

Immigrants from the Dominican Republic between the ages of 12 and 19 make up the majority of this program's membership. The program diverts these youths from gang activity by allowing them to participate in a number of community service activities. In the past two years, they have fixed up a local park and decorated it with a mural, made a presentation about lead paint poisoning to classes in their junior high school and distributed flyers about the topic in the neighborhood, written a safety newsletter for entering junior high school students, and escorted elderly residents through the neighborhood to protect them. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing the Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

25. CRISIS INTERVENTION NETWORK, INC. (CIN), Philadelphia, PA

CIN was launched in 1974 and strives to meet goals similar to those of the Chicago Intervention Network. The program deals with the rising number of gang fatalities and injuries. It mediates neighborhood and interracial youth disputes and tries to control gang leadership through the probation unit. CIN's network of specialists works to improve Philadelphia's neighborhoods. Five crisis teams work throughout the city to help prevent trouble and respond to emergency calls on its 24-hour hot line. The program also serves as a resource center for community services. In this capacity, it offers a speaker's bureau, workshops, seminars, counseling, training and referrals. (Id.)

26. HOUSE OF UMOJA (UNITY), Philadelphia, PA

Known as the first urban "Boy's Town", the House has taken in more than 700 youths since it began in 1969. With limited city funds, the House provides between 15 and 25 boys with food, shelter, \$10 per week, surrogate parenting and employment opportunities. For many, the House represents an alternative to juvenile institutionalization. The House provides young black gang youths with a set of altruistic extended family values based on African culture. The House negotiated a 1974 pact to end gang warfare in Philadelphia. After an arranged meeting attended by 100 members of 32 gangs, gang-related deaths in the city dropped from 43 in 1973, to 32 in 1974, to one in 1977. (Id.)

27. EL CENTRO DE LA COMUNIDAD UNIDA, Milwaukee, WI

El Centro offers high-risk Hispanic young people alternatives to anti-social behavior through education, employment and recreation. The staff works to assist youths who are having trouble in school or in the community. They offer individual, family and group counseling as well as referral and follow-up. They also provide gang mediation and job placement. (List entitled Gang Prevention School and Community Programs, forwarded by the Violence Prevention Project (available by writing Department of Health and Hospitals, Health Promotion Program for Urban Youths, Violence Prevention Project, 818 Harrison Avenue NEB112, Boston, MA, 02118).)

