

**EXAMINING THE FEDERAL ROLE TO WORK WITH  
COMMUNITIES TO PREVENT AND RESPOND TO  
GANG VIOLENCE: THE GANG ABATEMENT AND  
PREVENTION ACT OF 2007**

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**HEARING**

BEFORE THE

**COMMITTEE ON THE JUDICIARY**

**UNITED STATES SENATE**

**ONE HUNDRED TENTH CONGRESS**

FIRST SESSION

—————  
JUNE 5, 2007  
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**Serial No. J-110-40**

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Printed for the use of the Committee on the Judiciary



U.S. GOVERNMENT PRINTING OFFICE

43-451 PDF

WASHINGTON : 2008

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**EXAMINING THE FEDERAL ROLE TO WORK  
WITH COMMUNITIES TO PREVENT AND RE-  
SPOND TO GANG VIOLENCE: THE GANG  
ABATEMENT AND PREVENTION ACT OF 2007**

TUESDAY, JUNE 5, 2007

U.S. SENATE,  
COMMITTEE ON THE JUDICIARY,  
*Washington, D.C.*

The Committee met, Pursuant to notice, at 10:02 a.m., in room SD-226, Dirksen Senate Office Building, Hon. Dianne Feinstein, presiding.

Present: Senators Feinstein, Feingold, Durbin, Whitehouse, and Specter.

**OPENING STATEMENT OF HON. DIANNE FEINSTEIN, A U.S.  
SENATOR FROM THE STATE OF CALIFORNIA**

Senator FEINSTEIN. The meeting of the Judiciary Committee will come to order, and I am delighted to have Senator Specter here. And we have an all California panel, Senator: my colleague Senator Boxer; the very distinguished mayor from Los Angeles, Antonio Villaraigosa; and, I happen to think, an extraordinarily fine Chief of Police, Chief Bratton from L.A. What I would like to do is begin with a brief statement, ask if you would like to make one, then turn to Senator Boxer.

I want to begin by thanking Chairman Leahy for scheduling this hearing on S. 456, the Gang Abatement and Prevention Act of 2007. This problem—gang violence—is one that Senator Hatch and I have been trying to address with Federal legislation for over 10 years now. I did not realize it had been so long. We first submitted legislation in the 104th Congress, the 105th, the 106th, 107th, 108th, and 109th. So it looks like we are finally going to be able to address this problem in this bill, and I am very pleased.

Gang violence today is no longer just a big-city problem. Like a cancer, criminal street gangs have now spread throughout the United States, destroying neighborhoods, crippling families, and killing innocent people as they expand. Before 1990, the number of cities and counties affected by gangs had grown by less than 200 jurisdictions in both the 1970s and the 1980s. But gangs expanded by 675 cities and 458 counties from 1990 to 1995, just about when Senator Boxer and I came to the Senate. And today the FBI says gangs affect 2,500 jurisdictions in this country.

In 1991, the National Youth Information Center said there were 4,881 gangs in America. Today there are at least 30,000 different

street gangs. In 1991, the National Young Information Center said there were 250,000 gang members nationally. Today the FBI estimates there are at least 800,000 active gang members.

Let me put this 800,000 number in its proper perspective. Los Angeles City Attorney Rocky Delgadillo recently noted in his letter endorsing our bill that, "The Department of Justice tells us there are only 708,000 State and local police officers. We are outmanned, outgunned, and in the midst of a national crisis." In short, cities and States need our help. Our gang problem is large and growing—a national problem that requires a national solution.

Gang members do not simply commit violent crimes, but they also commit them more frequently. In two cities—Los Angeles and Chicago, arguably the most gang-populated cities in the United States—over half of the combined nearly 1,000 homicides a year were attributed to gangs in 2004. Of the remaining 171 cities, approximately one-fourth of all homicides are considered gang related. And across the United States, the number of gang homicides reported by cities with populations of 100,000 or more increased 34 percent from 1999 to 2003. And that was before the recent surge in violent crime that we have seen nationwide in the past 2 years.

A few weeks ago, at a hearing on violent crime before Chairman Biden's Subcommittee on Crime and Drugs, every witness present talked about gangs as a contributing factor in this violent crime upsurge. Several of the witnesses expressly endorsed our bill, and today, as we hold a specific hearing on the bill itself, I am pleased that several other witnesses will also call for its passage.

S. 456, the Gang Abatement and Prevention Act, is tough on violent gang crimes, but it is also tough on the root causes of that gang crime. Through a comprehensive approach that will combine suppression, prevention, and intervention efforts, the bill would adopt new Federal criminal laws and tougher penalties against those who commit gang-related and other violent crimes. It would authorize hundreds of millions of dollars for new gang-related prosecutions and to bolster witness protection in cases involving violence. And it would identify successful community programs and invest hundreds of millions of dollars in schools and civic and religious organizations to encourage young people to walk away from gangs and to provide positive alternative so they never join.

I am very pleased to see that the bill has received support from dozens of organizations: United States Conference of Mayors, Fraternal Order of Police, International Association of Chiefs of Police, National Sheriffs Association, and on and on. I have pages listed here, which I will not go into, but over the 10 years that we have been fighting for this bill, I think it has become much better known, and we have also negotiated with several members of this Committee and others. And so I think today we have a much better bill, Senator Specter, before the body of the Senate. So I look forward to rapid passage, hopefully, by this Subcommittee and Committee and on the floor of the Senate.

If I might turn it over to you, and thank you for your interest in this very, very much.

**STATEMENT OF HON. ARLEN SPECTER, A U.S. SENATOR FROM  
THE STATE OF PENNSYLVANIA**

Senator SPECTER. Well, thank you, Madam Chairman, for your leadership on this important issue. I have seen the problem of juvenile gangs since my days at district attorney of Philadelphia many years ago, and the problem has increased in intensity because there has been insufficient attention paid to it. I thank you for coming to Philadelphia last year for the hearing which we had there on the issue, and I sent for a copy of the Philadelphia Inquirer to demonstrate the problem which is in Pennsylvania's biggest city: "Philadelphia leads big cities in murder rate." I am sorry that we have that distinction, but that is the brutal fact of life.

It is very appropriate for the Federal Government to play a more active role in this issue, and the legislation which we are discussing here today is a big step along the way. I note that last week the Department of Justice initiated some action in New Orleans, a special problem because of the impact of Katrina. But it is an issue around the country. And what some of us have been searching for on an immediate answer, we talk about the underlying causes of crime; we talk about education and housing and job training. And it is a seemingly intractable problem, but we have to continue to battle it.

One thought is for a short-term answer would be to try to recruit mentors. We find so many of these gang members and other juvenile offenders come from broken homes—no father, a working mother, no parental guidance, no role models. And the thought has been that if we could identify the at-risk youth and pair them with an adult mentor to provide some immediate guidance, that might provide some answer.

And following the hearing with Senator Feinstein, Senator Biden, and Governor Rendell and I attended in Philadelphia last year, we have held similar hearings across the State, in Pittsburgh and Allentown and Lancaster and Harrisburg, trying to bring in the United States Attorneys, the Drug Enforcement Agency, Alcohol, Tobacco, and Firearms, FBI, in addition to the State police. But the Federal Government needs to play a role in this important subject, and I think that this legislation, Senator Feinstein, is a big step forward. So I am pleased to join you.

I am sorry to see that there are not more members of our Committee here today, but that is not atypical because there is so much activity in the Senate—really on any day, but today is an especially tough day. Senator Feinstein and I just came from a lengthy meeting on immigration, and we are trying to take some important steps on that subject today. That bears on this issue as well.

So I will stay as long as I can, Madam Chairwoman.

Senator FEINSTEIN. Thank you very much, Senator. I appreciate it and I appreciate your support and your concern. And I remember well and very much enjoyed my time in Philadelphia. It was a very good hearing.

Senator SPECTER. You will have to come back.

Senator FEINSTEIN. I would like to. Thank you.

Senator SPECTER. I was in Los Angeles last week.

Senator FEINSTEIN. Thank you very much. Reciprocity.

Now I would like to call on my friend and colleague and welcome her here, Senator Barbara Boxer.

**STATEMENT OF HON. BARBARA BOXER, A U.S. SENATOR FROM  
THE STATE OF CALIFORNIA**

Senator BOXER. Thank you, Madam Chair, for the privilege of participating in this important hearing, and I commend you for your hard work and leadership on this issue for so many years. And I am proud to join you as a cosponsor of your bill, and I am proud because I believe this bill is balanced. It combines toughness, prevention, punishment, help to beleaguered communities—all those elements that I think are so crucial. And I also want to join you in welcoming my friend Mayor Antonio Villaraigosa and my friend Chief William Bratton.

Both of these gentlemen, as you and I well know, worked tirelessly on the issue before us today—gang violence. They confront it every single day, and I want them to know how much we appreciate their efforts and how much we hope to be able to help you.

Those of us from California, Madam Chair, the mayor, the chief, and I, know all too well, unfortunately, the damage that gang violence has done to our communities and our families, particularly our children. And while I will put the balance of my statement into the record, I want to share with you a story that really catapulted me into this issue after my friend Senator Feinstein had shown such leadership, and this occurred in 2005.

On November 13, 2005, 11-year-old Mynisha Crenshaw sat down to have dinner with her 14-year-old sister and their family in their San Bernardino, California, apartment building. And I just want us to all think about that, sitting down with our families to have dinner. That was very unremarkable. A gang-related dispute broke out in the neighborhood, and gunfire sprayed the apartment building, killing young Mynisha, 11-year-old Mynisha, innocent, seriously wounding her 14-year-old sister who, thank goodness, has recovered. But imagine the fear and anguish the family and the community felt because of this tragedy. A young girl full of hope and promise sitting down for dinner as part of a family, dead because of this senseless violence.

When I went into the community, San Bernardino, after that fact, I saw something I had rarely seen before. The community was just up in arms together and saying, “This is it. This cannot happen again.” Well, 4 months later, it did happen again. Two innocent men were killed in gang-related crossfire in downtown San Bernardino.

Well, believe me, Senator Feinstein, you and I know exactly what happened in San Bernardino. It is a very high-intensity gang area right now, and I wrote a bill with you called “Mynisha’s Law.” And it is a very simple concept, and I am so happy it has been incorporated into your larger bill because I think it does add something. It is complementary, and I am so happy your staff worked so hard to get this done.

What we simply say is that there should be an interagency task force from the various areas of Government that provide help to these communities but do not ever talk to each other about it—the Department of Justice, Education, Labor, HHS, and HUD. And

they will coordinate and work with your coordinating committee that you have on the ground already in the bill to make sure that what is delivered to these communities, you know, is really the right medicine.

I will give you just one example, and then I will wind up.

For example, the Department of Education runs the 21st Century Community Learning Centers, and Mayor Villaraigosa and I and, I know, Senator Feinstein, you have been strong supporters of after-school programs. They really do work. They keep these kids out of trouble. These high-intensity gang areas need more funds, so that would be part of the mix. Health and Human Services, they have the Healthy Start program, which gets in really early. These are just examples. Community development block grants come out of HUD, and Job Corps comes out of Labor.

So what we are going to do is not reinvent the wheel but have people who know what they are doing, and what I liked about your staff's and your recommendation to us is—originally we had the task force in Washington. You insisted, and I think rightly so, that they ought to be people on the ground from the community so we really have an onsite team working with the rest of the bill, as you have set it up.

So at the end of the day, I would ask unanimous consent to put the rest of my statement into the record. I just want to again say thank you. This is a good bill. I am going to work with Senator Reid to get this bill to the floor. We need this bill. It is a long time coming. It is going to make a difference. And I am so happy that Senator Specter is here. I know the numbers of things he has to do. I am so happy that Senator Whitehouse is here and that Senator Hatch is so supportive.

So, Madam Chair, you just call on me. Sometimes back home we say Senator Feinstein and I make a good team. She talks to the tall Senators, I talk to the short Senators. Whatever you need from me, I will be there for you on this very important legislation.

Thank you very much.

Senator FEINSTEIN. Thank you very much. I appreciate your comments. I appreciate your cosponsorship. I appreciate your friendship. Thank you so much.

[The prepared statement of Senator Boxer appears as a submission for the record.]

Senator FEINSTEIN. We will now move on, if we might. Senator Whitehouse has joined us, and I would like to introduce now, I think, one of the finest mayors in America. He runs a very big city—Los Angeles—Mayor Antonio Villaraigosa. He is the 41st mayor of the city. He was elected in 2005 after serving 2 years on the Los Angeles City Council. Before that, he served in the California State Assembly, where he was elected by his colleagues as the first Assembly Speaker from Los Angeles in 25 years. The reason is because, I think, San Francisco had a bit of a monopoly on the speakership, but you certainly—

Mr. VILLARAIGOSA. A century.

Senator FEINSTEIN. Yes, exactly.

He was raised in East Los Angeles, was the oldest of four children, raised by a single mother. He is the first Latino mayor of Los Angeles since 1872 and was named as one of America's 25 Most In-

fluent Latinos by Time Magazine. He also has been named one of America's best leaders by United States News & World Report.

Mr. Mayor, both Barbara and I know what it is like to go back and forth, the time loss. We thank you and Chief Bratton so much for coming back for this hearing. I know it is a bit of a hassle, but just know your visit is very much appreciated. Thank you for coming.

**STATEMENT OF HON. ANTONIO R. VILLARAIGOSA, MAYOR,  
CITY OF LOS ANGELES, LOS ANGELES, CALIFORNIA**

Mayor VILLARAIGOSA. Well, thank you, Senator Feinstein, for your leadership on this issue over the last decade that you have been working on this bill and for bringing this issue to the forefront. And, Ranking Member Specter, it is good to see you in good health and to see you again. We had an opportunity to talk last year about this issue, and we had talked about the idea of me coming to speak here, and I want to thank you for being here. And, Senator Whitehouse, although we have not been able to meet previously, it is good to have you here as well.

Thank you for holding this hearing on the issue of preventing and confronting gang violence. I too, along with Senator Boxer, who I was on the plane with last evening, have some chilling stories to share with you. One of them was on December 20th of last year. I received a call from my security detail informing me that there had been a shooting in Central Los Angeles. At about 8:30 that night, two gang members—one barely 20 years old—were seen driving down a quiet residential street, like many in the city of Los Angeles. Neighbors heard the sound of gunfire. Shots rang from the car toward a nearby house. The car sped off. But one stray bullet pierced the front window of a neighboring apartment. That bullet crossed the living room and penetrated a wall into the kitchen, where stood a lovely 9-year-old girl. Her name was Charupha Wongwisetsiri. The next day I met and grieved with Charupha's mother. She told me she had brought her daughter to Los Angeles, to America from Thailand, on the promise of a better education and a brighter future. Little Charupha died a few days later in the hospital.

This was just a week after 14-year-old Cheryl Green, a young girl with her whole future in front of her, was standing on a corner in her own neighborhood in the middle of the day with a group of youngsters around the same age, when gang members walked up to her, shot her in cold blood, for the simple fact that she was African American.

Honorable members, innocent people lose their lives to gang violence every day in every corner of this country. Gang violence affects neighborhoods from Phoenix to Boston, from Milwaukee to New York, from Columbia to Chicago, from Houston to San Diego and Philadelphia.

Since 2001, more than 4,000 people have lost their lives to gang violence in California alone. More than 4,000 people. Hear that for a moment. That is more American lives than we have lost in the war in Iraq. That is more American lives than we lost on September 11th. Gang violence is a problem of national scope, and it must be confronted on a national scale.

You are all too aware that crime is on the rise across the country. Homicides and robberies are up double digits since 2004. And street gangs are becoming increasingly responsible for violent crime in our urban centers.

In Los Angeles, violent gangs were responsible for a majority of the homicides, about 56 percent of all homicides; 70 percent of the gun violence in 2006 was perpetrated by gangs. In order to reduce the crime in our urban centers, we must confront this issue.

I am very fortunate, as both Senator Feinstein and Senator Boxer have mentioned, to have Chief Bratton. I believe Chief Bratton is one of the most experienced leaders on this issue of gang and gun violence. He knows full well that cities like ours have limited resources to achieve the maximum reduction in crime. We need to collaborate and work with the Federal Government to address this issue, and so your leadership on this issue is very important.

The chief also knows and is the first to tell you that we simply cannot arrest our way out of the problem of gang violence. Ranking Member Specter spoke of the issue of mentors. I can tell you, as a young boy growing up on the east side of Los Angeles, the fact that I had a mentor—and I was an at-risk individual. I grew up in a home with domestic violence and alcoholism. Many of the kids who are involved in gangs and gun violence come from broken homes, come from homes filled with drugs, and oftentimes do not have the support that we need. And so in order to reduce gang violence for the long term, we must, as Senator Boxer said, address this issue in a comprehensive way. That means a significant and sustained investment in prevention, intervention, and re-entry, in addition to enhanced suppression.

That is why I am here to voice my strong support for Senator Feinstein's legislation. The Gang Abatement and Prevention Act creates a collaborative and shared environment for law enforcement to work together on gang crime. It recognizes the wide consensus of gang experts and academics and local officials that the only sustainable and effective anti-gang strategy must include elements of gang prevention, intervention, suppression, and community-based re-entry.

To implement this approach, we need the necessary resources for a comprehensive strategy. I can tell you that we are growing our police department. We are the most under-policed big city in the United States of America, on a per capita basis the safest big city in the United States. The numbers of homicides are down in Los Angeles to levels that we have not seen since I was a 3-year-old boy in 1956. And yet last year gang crime was up, while in the last few months, because of a strategy that the chief and I have implemented, it has gone down. We still, in addition to police officers, need the funding that I just mentioned.

I have submitted for the record our gang reduction strategy. It is a strategy of working with the Federal Government, with a Justice Department grant, that in an area of the city where crime has gone up 30 percent, in this area, we are focusing on suppression, prevention, intervention, re-entry, family preservation, jobs, tattoo removal, a whole amalgam of programs, gang crime is down 40 percent. So we think this strategy works. We are here in support of

this legislation. We think it is important to be tough on crime, but equally tough on the root causes of crime as well. We think this legislation does that.

Thank you very much.

[The prepared statement of Mayor Villaraigosa appears as a submission for the record.]

Senator FEINSTEIN. Thank you very much, Mr. Mayor, and I want to thank you because you have taken a very active interest in this area. I think you have put forward your own programs. I know they are working, and I really think you are to be commended. So thank you for being here.

Senator BOXER. Senator Feinstein, may I be excused? I have another hearing.

Senator FEINSTEIN. Yes. Thank you again very much. Thank you, Barbara.

Since October 2002, William J. Bratton has served as the 54th Chief of the Los Angeles Police Department. That is the third largest police department in the United States. He manages 9,000 sworn officers. He is the only person ever to serve as chief executive of both LAPD and the New York Police Department. He has developed an international reputation for re-engineering police departments and bringing down crime.

As chief of the New York City Transit Police, Boston Police Commissioner, and then New York City Police Commissioner, he cut crime in all three posts, including the largest crime declines in New York City's history.

Chief, it is a great pleasure to welcome you here, and we look forward to hearing from you.

**STATEMENT OF WILLIAM J. BRATTON, CHIEF OF POLICE, LOS ANGELES POLICE DEPARTMENT, LOS ANGELES, CALIFORNIA**

Chief BRATTON. Thank you, Senator. It is a pleasure to be here with Mayor Villaraigosa to speak on this very important issue. I have previously submitted written testimony, and I will paraphrase some of that.

I am here in support of the Gang Abatement and Prevention Act of 2007. I thank you and your colleagues, Senator Whitehouse and Senator Specter, for the opportunity to appear here this morning with my mayor.

In the 1990s, we got it right in this country. The Congress of the United States supported the omnibus crime bill, and in the 1990s, we began to reduce crime dramatically after the peak year of 1990 when it reached its highest level ever. Overall, crime in the United States in those years went down by between 30 and 40 percent, including homicides.

But after the events of 9/11, the Federal Government, like a one-eyed Cyclops, basically focuses its attention now on terrorism, and in many ways abandoned the partnership with local communities and States in fighting local crime. Your bill—and I would expand on Senator Boxer's comment. This is not just a good bill. It is a great bill—a great bill not only in its content and its focus on suppression, intervention, and prevention—and you need all three, as Mayor Villaraigosa has indicated, that American police chiefs and mayors have known for a long time. You cannot arrest your way

out of this problem. Suppression is, in fact, the first and foremost ingredient, but you need to add to the mix prevention and intervention, and your bill certainly allocates resources to begin that process.

But after the events of 9/11, the Federal partnership was frayed. The additional officers that were hired in the 1990s by and large went away. The 8- to 10-percent reduction in the size of American police forces over the last 5 years has mirrored closely the increase in the 1990s. We have seen also that the new insidious element of crime that was evident in Los Angeles, Chicago, and some other cities in the 1990s gang crime has now spread throughout the United States and, in fact, Chicago and L.A., we are the source of much of that spread of gang crime, unfortunately, to the rest of the country.

But in our city, as the mayor has indicated, we believe that we know what to do about it, and what it takes is resources and it takes partnership—resources in terms of not only additional police officers appropriately focused, but partnership with our Federal agencies, and we believe the partnerships we have in Los Angeles serve as a national model—FBI, DEA, ATF, and that partnership has been expanded on to the war on terrorism as well as trying to deal with the gang crime problem in L.A.

As of this morning in Los Angeles, our overall homicides are down by 50 versus the same period of time last year. That is a 25-percent reduction. So we are having some success. But where we are still need to do more is in the area of prevention and intervention, because even as we make the city streets safer, to keep them that way we have to find alternatives for our young people. And the mayor's testimony, supported by mine, speaks to a number of the initiatives that we have underway in Los Angeles that are helping us out, and helping us out significantly.

As the mayor indicated, you cannot arrest your way out of this problem, but, in fact, that is where you need to begin in the sense of the suppression. To that end, the organization that I am proud to be President of, the Police Executive Research Forum—and I am also a very active member in the Major City Chiefs of Police—2 years ago we issued a report, "The Gathering Storm," that talked about our belief, based on what we were dealing with, that crime was coming back to the United States; the residual benefits of the investment in the 1990s was, in fact, wearing off; the fact that agencies like the FBI, which had focused most of their 13,000 agents on crime in the United States, were now focusing the vast majority of the resources on international terrorism; that that was going to have some impact on our abilities to fight crime. And it has.

The FBI yesterday reported that for the second straight year in a row crime is up in the United States. In eight of the ten largest cities of the United States, homicides are up. As indicated by Senator Specter, Philadelphia has the dubious distinction of now having the highest murder rate in the country.

We know what to do about this. We got it right in the 1990s. We can get it right again in the 21st century. But it is essential that the Federal Government re-engage in the partnership that brought about the successes in the 1990s. Your bill begins that process. It

is a necessary, essential, and critical first step. I applaud you and your colleagues for moving it forward, and I certainly wish you every success as you bring it to the full Congress.

Thank you.

[The prepared statement of Chief Bratton appears as a submission for the record.]

Senator FEINSTEIN. Thank you very much.

Senator SPECTER. Madam Chair?

Senator FEINSTEIN. Yes, Senator, would you—

Senator SPECTER. I would just like to submit a couple of questions for the record. I am going to have to excuse myself at this point. But I thank the witnesses who have come in, the mayor and the chief and the witnesses from San Mateo.

Senator FEINSTEIN. Thank you.

Senator SPECTER. Very important testimony, and we congratulate you on your success, and Philadelphia is going to follow you.

Thank you.

Senator FEINSTEIN. Thank you, and thank you for your cosponsorship. I appreciate it very much.

Senator SPECTER. Glad to do it.

Senator FEINSTEIN. Just a quick question before we move on. Most people do not know that the Federal Government does not run prevention programs. We fund grants which go to communities or organizations for these programs. In your view, since your initiative, Mr. Mayor, and, Chief, during your tenure—you heard Senator Specter speak about mentoring, which is, I think, a great idea. It is very hard because if you have 700,000, 800,000 gang members, it is hard to find that number of mentors. But which programs in Los Angeles have you found work the best?

I went to Lennox School, and I watched a gang program in that middle school. I was very impressed with it. And I thought it might be interesting if you could go into what you believe today in Los Angeles are the most successful models.

Mayor VILLARAIGOSA. We are in the process currently of reviewing our anti-gang programs. We hope to complete that assessment of their performance sometime later in the year. I can tell you that one program, a prevention program that you have been very, very supportive of and sponsored budget augmentations in support of this, is the L.A.'s Best after-school program, a great prevention program, an after-school enrichment program for kids that about 26,000 kids in Los Angeles are benefiting from, in a school district, however, with 780,000 kids. So a long way—

Senator FEINSTEIN. Explain how it works.

Mayor VILLARAIGOSA. It is essentially an after-school program of enrichment. It has academics, music, dance, you know, a cultural component as well as tutoring. Kids participate—not all the kids in the school because the program is not big enough, but a group of kids who qualify participate in this program. It has been very, very successful. There has actually been a longitudinal study by UCLA that has demonstrated the positive impacts of this program for graduation later on. And there are other programs, Homeboy Industries, Father Boyle, who I think you know, has done incredible work with kids. He says that nothing stops a bullet like a job,

working with kids on family preservation issues, on counseling, providing skills for jobs.

We are in the process of increasing—when I was elected mayor, we were doing only about 2,500 summer youth jobs. In my first year, we had a goal of 5,000. We passed that, got 7,500. This year the goal is 10,000 summer youth jobs. We are on our way to 13,000, we hope, by the end of the summer. Very important to keep kids off the streets. We have a program called “Learn and Earn” that focuses on the dropout rate and on the failure of young people to pass the high school exit exam. We train them with the Princeton Review in the morning to pass the exit exam, and in the afternoon we give them a job.

So those are some programs. There are others. Again, this GRIP program—I think it is called Gang Reduction Improvement Program—is a collaboration with the Justice Department, and those are some of the elements.

Senator FEINSTEIN. Thank you.

Chief, in your view, what community program works the best?

Chief BRATTON. I am certainly very supportive of Homeboy Industries, which is to my mind one of the most successful intervention programs; taking active gang members and trying to turn their lives around. Father Boyle has done a phenomenal job. But there are three programs within the Los Angeles Police Department that I would like to briefly reference.

First is our Jeopardy program, which is an intervention effort to take kids who are beginning to get recruited into gangs, and I applaud in your bill that there is a significant component that basically makes it a crime to recruit young people into gangs, because that is where we need to stop it as they are going in. But Jeopardy tends to deal with those young people who are into a gang but not so far in that we cannot help to pull them out. It requires parental involvement. The parents have to basically come to classes with their kids. Something that is so often missing and allows for the recruitment of young people into gangs is parental involvement.

The second program is the Explorer program. These are young cadets. We have about 750 of them in this program. We are going to double that, hopefully, over the next year. These are young people who for 12 Saturdays in a row come in and they are mentored and taught by our police officers. They wear uniforms. After graduation they can stay with the program until they turn 20 years of age. They give over 100,000 hours of voluntary service every year back to the community, and these are young people who have found an alternative to the gangs.

The third program is our Magnet Schools, in partnership with the Los Angeles Unified School District. We have five high schools in which we have approximately 1,500 young people who are in our program. The graduation rate of young people entering our high schools is about 50 percent. But in our Magnet School program, the graduation rate is 95 percent of people who enter, and the vast majority of them go on to college when they graduate. Last year, they received in excess of a million dollars in scholarships. We have police officers assigned to those schools full-time. They work with these kids every day. One day a week they wear their uniforms to school and mingle with their classmates. The bravery that takes in

the Los Angeles School System to wear a Magnet School police uniform among their classmates is laudable.

Those are just three of the efforts that are underway currently that would be expanded upon with the resources that your bill would provide.

Senator FEINSTEIN. Thank you very much.

Senator Whitehouse, any questions?

Senator WHITEHOUSE. Thank you.

First of all, welcome to you both. It is wonderful to have the mayor with us, and, Chief Bratton, in Providence, Rhode Island, we have Dean Esserman as our police chief.

Chief BRATTON. You have the best.

Senator WHITEHOUSE. He was an acolyte of yours and has brought a lot of the thinking that you brought to law enforcement to the city of Providence with great effect. So I will pass on your good regards to him. He is a close friend.

Like many other cities, we have a fair amount of gang activity in Providence. We see it starting very early, and I wanted to ask at what school level do you see the risk of gang participation and influence really becoming very acute.

Chief BRATTON. The mayor mentioned the L.A.'s Best program that he is so intimately involved with. He and I have actually had a fundraising event this past Sunday and raised almost \$1 million for that program. It is all privately funded. Those are elementary school kids.

We are finding, as we get more involved with this and the evolution of the gangs over the last 15 years, is that it is increasingly affecting younger people. You literally have to start trying to get them at the elementary school age, keep them engaged, off the streets, in an environment where there is mentoring, and then move right up the cycle. In Los Angeles, we have got truly a career ladder, if you will, for lack of a better term. Get them into L.A.'s Best, see if you can then move them into our Explorer programs, see if you can move them into the Magnet School programs.

The mayor, in very tight budget years the 2 years he has been mayor, has been very actively supportive of our student worker program so that when the kids graduate high school, these Magnet Schools, they can find employment in the police department or they can be funded to go on to college and then hopefully become police officers. Over 20 of our police officers have gone through that series of steps, if you will, where you provide a safe passage through those very troubling years from elementary school on up.

So elementary school, it is like so many other things, you cannot start early enough.

Senator WHITEHOUSE. Mr. Mayor?

Mayor VILLARAIGOSA. Let me just mention, Senator, that we hear from teachers that as young as 8 years old they start seeing some of the at-risk behavior in a lot of these kids. So the chief is right that the elementary school level is where you begin to see some of the manifestations of kids who are at risk and maybe moving into gangs.

Just to set the record straight, I said "GRIP." It is "grip," but it is G-R-P, Gang Reduction Program.

Senator WHITEHOUSE. Chief, the HIGAA program, High-Intensity Gang Activity Areas, that Senator Feinstein has proposed seemed to be modeled on the HIDTA, the High-Intensity Drug Trafficking Area programs that I helped administer as U.S. Attorney in Rhode Island. What was your experience from the police side with the HIDTA programs?

Chief BRATTON. HIDTA is a great initiative. It is a regional initiative, something we are certainly very familiar with, both from my experience in Boston, New York, and now in Los Angeles. The recommendation that the mayor has included in his testimony is that the new initiative that is proposed in the Senator's gang bill should be focused more specifically. HIDTA is a larger region. Our experience would be that you would want to keep it concentrated within a geographic jurisdiction, such as the city of Los Angeles.

So in the Mayor's testimony, written testimony, there is a proposal to more specifically, while taking many elements of HIDTA, the High-Intensity Drug Trafficking Area program that has been so successful throughout the country, as we deal with gangs you would want a more significant and focused concentration of how you would apply those resources.

Senator WHITEHOUSE. I cannot help but think about, if we speak about safety in our communities, the decision of the Bush administration to reduce funding for community policing and taking police officers off the streets and to fight against assault weapons restrictions and put more assault weapons on the streets. Do you see fewer police officers and more assault weapons as a sensible policy with respect to gang activity and violence in our cities?

Chief BRATTON. I was quite proud during my time as police commissioner of New York City to actively work with the then-President and the then-Congress to work on the omnibus crime bill. I was pleased to be in the Rose Garden when President Clinton announced the initiative and to also be there for its signing, and we saw the benefits of that coalition—the omnibus crime bill, some meaningful gun laws for the first time in the history of the country, and it worked, including the close to 100,000 additional police that were hired.

All of the elements of that program have pretty much been dissipated since the events of 9/11 other than the philosophy of community policing, which we embrace—partnership, problem solving, prevention. Unfortunately, the partnership with the Federal Government, the Federal Government contribution to that partnership has waned significantly. Director Mueller of the FBI would love to have his agents once again back working in close partnership with us on issues besides terrorism. What few agents he does have he allocates to traditional crime reduction efforts, and Los Angeles certainly gets its fair share of what is left.

But the point you make that in the 1990s we got it right. We must once again understand that we cannot just fight a war on terrorism. We need also to fight a war that is closer to home, that is taking 16,000 lives every year, and that death toll is now growing once again. We have the capability to fight both terrorism and traditional crime together.

Mayor VILLARAIGOSA. And, Senator Whitehouse, I am glad that you make the reference and the connection between gangs and gun

violence. I know that Senator Feinstein authored the assault weapons ban, and as she knows, I was, along with Senator Perata, the author of California's assault weapons ban when I was Speaker of the California State Assembly, and also the author of most of the most far-reaching, sensible gun legislation in California.

These gang members are not using bats and brass knuckles. They are using guns. They are using fire power that should be restricted to the battlefield and not the streets and neighborhoods and kitchens, as you heard from our testimony, of neighborhoods in Los Angeles and in cities across the Nation. We mayors—Mayor Bloomberg, myself, Mayor Daley—have led an effort to address this issue of micro-stamping and having the ability to trace weapons and ammunition so that we can get a handle on this issue.

Whenever I refer to gang violence, I always say “gang and gun violence,” because as I said, they are not using knives and bats and, you know, brass knuckles. They are using fire power that is very, very formidable.

Senator WHITEHOUSE. Thank you.

Senator FEINSTEIN. Thank you.

Let me just thank you for that effort because, having been a former mayor myself and active in the Conference of Mayors, I always thought that where the leadership would have to come with respect to guns is either from the mayors or from the women of America. There has to be an understanding of what the laxity with respect to being able to buy a gun on a street corner, from the back of a car, at a gun show, really does to the safety of the cities of America. And that has always been a very difficult point because the NRA comes right after you, and I see where they are going after Mayor Bloomberg. But I just want you to know I have the greatest respect. Thank you for what you are doing. Stand up tall. I am ready to go with legislation at any time. It is written. We have it. The problem is we do not have the votes for it. I just want to, you know, really say thank you.

I also want to make a point. A few years back, I went on a visit to various schools in L.A. You were not mayor then. I was speaking to a fourth-grade class, and I noticed a youngster came up and stood next to me. I thought, “This is strange.” And afterwards, I asked somebody, I said, “Who was that youngster that came up?” He was the gang leader. So he was coming up to assert his territory in the classroom while I was actually speaking to the class.

It sort of concentrated my attention, and I began to watch body language in other classes. And what I saw—and I do not know whether this is valid or not, but I saw it—was the difference between the third graders and the fourth, fifth, and sixth graders in the dullness of the eye that appeared, the apparent boredom, their body language in the chairs, and this sort of bright, eager third grader. By the time that third grader became a sixth grader, you saw the cynicism and the kind of pulling back that took place.

So I have always drawn the conclusion that you really have to be concerned from grades 4 on up. Do you think that is wrong?

Mayor VILLARAIGOSA. No, I do not. I think you are absolutely right. You know, the murder of Cheryl Green that I mentioned, the young boy or the young man who shot and killed her in cold blood was—they did a story on him on the front page of the L.A. Times,

and, you know, as a young boy he was a ball player, a church-going youngster, a good mom, a good family. And around the fourth or fifth grade, he began to exhibit, you know, aberrant behavior that then resulted in him joining gangs in middle school grades and then finally a life of destruction.

Senator FEINSTEIN. You mentioned Father Boyle and his programs, and the chief did as well, in terms of being able to turn around these youngsters.

One of the things that I have thought about is having some of these programs right in the school, almost part of the curriculum, in places where you really have troubled schools—and we know they do exist—and try to get at the heart of the gang movement right inside the schools. Do you think that makes any sense?

Mayor VILLARAIGOSA. It makes a lot of sense, Senator. In fact, as you know, I made a valiant effort—

Senator FEINSTEIN. Yes, you did.

Mayor VILLARAIGOSA.—to take over in a partnership L.A. city schools. That effort notwithstanding was judged unconstitutional, and then I supported a majority, helped to elect a majority of reform members. I am hoping and expect that I am going to get a cluster of schools, some 50,000 kids, and one of the things we want to work on is on this issue of gangs and at-risk kids and have a concentrated focus in the schools.

A woman who I supported for school board who is a neighborhood prosecutor, who works in the city attorney's office and works with gang members, says she has never met a gang member who was not first a truant or a dropout.

Senator FEINSTEIN. That is correct.

Mayor VILLARAIGOSA. And so focusing on this issue in the schools is one aspect of the partnership that I think cities and schools need to have to address the violence in schools and in neighborhoods.

Senator FEINSTEIN. Well, thank you very much. I do not want to take any more of your time. You might have to remind the commission occasionally of your support of them during the election. That is what I always found happened after a while. But I wish you the best of luck, and thank you for your help with this bill, and thank you both so much for being here. I appreciate it very, very much.

Mayor VILLARAIGOSA. Thank you, Senator Feinstein, Senator Whitehouse, for having us here.

Senator WHITEHOUSE. Good to be with you, Mayor, Chief.

Senator FEINSTEIN. We will move on to the next panel. We have a victim, Ms. Boni Gayle Driskill, from Modesto, California. And Mr. James Fox, District Attorney of San Mateo County. Mr. Fox is also the President-Elect of the National District Attorneys Association. We have Mr. Claude Robinson, Vice President of Youth Development Programs, Uhlich Children's Advantage Network, Chicago; Mr. Gregg Croteau, Executive Director, United Teen Equality Center; and Mr. Patrick Word, a detective from the Gaithersburg Police Department of Gaithersburg, Maryland, and he is also Chairman of the Mid-Atlantic Regional Gang Investigators Network.

It is wonderful to have you here. Boni, I believe we will begin with you. She is a resident of Modesto. She is the mother of Lacy Marie Ferguson, who has been an innocent victim of gang violence. Before Lacy was shot and killed at the age of 25, Ms. Driskill had

been a medical assistant. She then quit her job to help raise her granddaughter, Haleigh, who is now 6 years old. Ms. Driskill is a member of Wings of Protection, a group that provides counseling to the family members of victims of homicide and missing persons.

Welcome. We will ask you to confine your remarks to 5 minutes so we can hear from everybody. Thank you very much.

**STATEMENT OF BONI GAYLE DRISKILL, WINGS OF PROTECTION, MODESTO, CALIFORNIA**

Ms. DRISKILL. Thank you. First of all, I want to introduce you to my daughter and my granddaughter. I find it is much easier if you can see who I am speaking about. This is my daughter Lacy. She is 25. This is my granddaughter, Haleigh, who is now 6. Her mother was killed on her third birthday.

First off, I know by looking at me you would not think that I would be aware of what gang violence means or be an expert in it. I do not—

Senator FEINSTEIN. May I make a suggestion? Talk into the microphone, please, because it is all recorded.

Ms. DRISKILL. OK. First off, I know you would not think that I would be aware of what gangs are or anything else. I mean, my kids grew up—I am a Mom. My kids grew up. Of course, I saw gangs in our neighborhood, but I kept them away from them. We had lived in Los Angeles, and in 1982 I decided to move my small children to Modesto, California, which was a small town at the time and did not have a gang problem like Los Angeles. I thought that that would be the solution at the time.

Well, on August 24, 2003, my daughter, Lacy, who was not a gang member, who was not wearing the wrong colors, who—the closest thing to a gang was Girl Scouts and Sea Cadets—went to a corner market with her boyfriend. She was on a date with him, and she went in to get a pack of cigarettes, came out. One car pulled in front of her. It had gang members in it. Another car came in, looked at them, left, I guess to—I assume to load up their weapons, came back and opened fire on the first car.

My daughter's boyfriend was shot in the arm. The intended target, which was the other gang member from the other car, was shot twice in the buttocks. My daughter, on the other hand, was shot pointblank in the back of her head.

She was resuscitated at the scene. She was taken to the trauma unit. She was resuscitated again. And the wound itself was such that there was nothing they could do. It was a large-caliber hollow point, which did complete damage. It entered the back of her head, exited her forehead with part of her forehead and most of her brains. She was put on machines to keep her alive. We had to make the decision to let her go because there was nothing that could be done. We let her go that next day.

We took Haleigh into the ICU unit. We covered Lacy up and we took Haleigh in there. She was 3. She wanted her Mom to hold her. She couldn't. She asked why Mama had a big boo-boo on her head. We took her out of the room. That was her good-bye.

I want you to know now Haleigh gets as physically close to her mother as when we visit that graveyard. We do this. I personally go about four times a month. She gets to go probably about once

a month and on holidays. She hugs the stone. She kisses the picture good-bye. She asks questions now. "Why? Why are these people free?" Because it is unsolved still due to the fear that people have of gangs. There were 20 to 30 witnesses to the shooting. Nobody has stepped forward, which is hard for us. We have fought very hard for justice.

I appreciate and I thank you, Mrs. Feinstein, for this gang abatement bill. It means a lot to me and to numerous families that I deal with on an everyday basis who have the same sad life that we do. Their story may be a little different, but they do not have a loved one anymore. They visit graveyards. They get to talk about their feelings, and the gangs still exist. They are not only existing, but they are proliferating. They are spreading.

Los Angeles, as you heard, has a drop in crime. A lot of their gang members are moving to our area. The Central Valley is known for gangs. You cannot go to a J.C. Penney's, you cannot go to a diner, you cannot go to take your child to Chuck E. Cheese without seeing these people. They used to stay basically within their own realm. Now there are so many that they are everywhere that you go.

I appreciate Washington, D.C. It is so clean here. I have not seen anybody that even remotely looks like a gang member here, and for that I applaud you guys. We would like to see the same.

Senator FEINSTEIN. Well, do not rush to judgment.

[Laughter.]

Ms. DRISKILL. Well, so far. But, I mean, compared to what we are used to living with.

A couple days before Christmas Eve in 2005, I wrote a letter to the editor. It was addressed to the killers. Not so much what I wanted to see done with them. I am pro death penalty. I will be honest with you. But not so much what I wanted to see done with them, but for the fact that I wanted them to know what we have to live like since they did what they did. They did what they did and they scurried into the night. That is it. Nobody is uncovering who they are. They have that much intimidation.

When I wrote a letter to the killer and put it as a letter to the editor, they made a feature story out of it. A couple days later, I received my answer from the gangs. They found out where we lived. They drove into my driveway and shot off seven rounds with a 9-millimeter gun. This is at a house that consists of me and my husband—grandparents—and a 6-year-old child who no longer has her mother. We face the intimidation of these people every single day where we live, and as for police officers, there are not enough. The crime is just over-running them.

As for the gang units and stuff or prevention, we do not have it. We have a wake-up program that I came in contact with, and we have the after-school program. That is it.

Senator FEINSTEIN. Could you wrap up because of the time?

Ms. DRISKILL. OK. Thank you. Sorry. I tend to get on a roll with this.

Senator FEINSTEIN. Thank you very much. We appreciate it.

Ms. DRISKILL. But basically what I am asking you is two things. We really like this bill. Please, speaking as a victim's family—and

I speak for many—do not water this down. Pass this thing the way it is so people can live peacefully.

Thank you.

[The prepared statement of Ms. Driskill appears as a submission for the record.]

Senator FEINSTEIN. Thank you. One of the big problems is witness protection and the intimidation that gangs practice, and you are obviously a victim of that, too, and I am so sorry. We will do everything we can.

James Fox is the President-Elect of the National District Attorneys Association, and he is a former President of the California District Attorneys Association. He is a graduate of the University of San Francisco, and he has served at the elected D.A. of San Mateo County for the past 25 years, where he has seen firsthand the rise of gang violence.

Welcome, Mr. Fox.

**STATEMENT OF JAMES P. FOX, DISTRICT ATTORNEY, SAN MATEO COUNTY, CALIFORNIA, AND PRESIDENT-ELECT, NATIONAL DISTRICT ATTORNEYS ASSOCIATION, REDWOOD CITY, CALIFORNIA**

Mr. FOX. Thank you very much, Madam Chair. It is a pleasure to be here, and I would like to thank you for the leadership role that you have taken in regard to this very important issue.

I have been involved in the criminal justice system in one role or another for the past 41 years. I started out with the juvenile probation department. I served as a deputy district attorney prosecuting crimes. I spent 9 years as a criminal defense attorney. And as you said, I have been the elected district attorney now for almost 25 years. So I do think I have a rather broad perspective of the issue of crime, and in particular gang violence.

Our county is somewhat unique, as you are certainly aware, Madam Chair. Many people do not realize that they have been in San Mateo County, but San Francisco International Airport is located in San Mateo County. So if you have been to San Francisco by flying, you have been in San Mateo County.

The views that I am expressing are the views of both the National District Attorneys Association as well as the California District Attorneys Association, which has endorsed your legislation.

You are well aware of the nature of the national gang problem. I will talk a little bit about the San Mateo County gang problem. But I want to also touch upon why I believe that it is important that there be Federal legislation to deal with this issue.

Complexity characterizes the gang issue in all of our communities, and the safety of our citizens is seriously jeopardized as a result. But the fact of the matter is this is not just a local community issue. It is a national epidemic requiring Federal assistance. With the relative ease with which gang members can today cross State lines and international borders and utilize ever emerging technologies to communicate and perpetrate their crimes, we believe that it is important that there be a cooperation and a partnership formed by the local prosecutors as well as the Federal authorities.

In 2005, the San Mateo County Board of Supervisors, recognizing the proliferation of the gang problem in our county, funded additional positions in the sheriff's office and in the probation department. We created a Gang Task Force, as well as a Gang Intelligence Unit, which is collaboratively cooperating with the Federal Government. The FBI is actively participating along with ATF. We believe that that could serve as a model for the partnership between the Federal Government and the local prosecutors.

San Mateo County's gang problem really does not reach the level where there are gang enterprises, criminal gang enterprises. The majority of our gangs, it is all about colors, turf, and respect. They are not engaged in for-profit operations, but they will engage in violent retaliation if somebody wearing the wrong color goes into their turf. So the current Federal laws are not capable of dealing with that on the Federal level because it does not rise to the level of a RICO. It is not an enterprise as such.

We believe that there are inadequate resources that have been devoted certainly to prevention—as I said, I have spent 41 years in the criminal justice system. We do not nor have we ever spent enough money at the front end to try to change people, modify their behavior. We certainly do not spend enough money in trying to educate and do the intervention for at-risk behavior. You know, I am familiar with Father Boyle. I think he has got a fabulous program. But the high school level is too late. The intervention has got to start at the elementary school—they cannot even start in the middle school—because that is where it is getting started, as you commented yourself Senator, having been in a fourth grade class and firsthand witnessing the behavior of people who are at risk.

We believe that the additional funding that might be available through this would authorize training. Training is absolutely critical for prosecutors to succeed in a courtroom. It is also critical for providing safety for our witnesses and our victims, and the National District Attorneys Association has a National Advocacy Center in Columbia, South Carolina, which we believe is a model of training for prosecutors and should be utilized in providing additional training to address the gang problem.

In closing, I appreciate your efforts, Senator, and the Committee's interest in this. I appreciate Chairman Leahy scheduling this hearing on a very, very important issue, and I believe that it is imperative that we finally be able to take action that you have been advocating now for the past 10 years.

Thank you very much for your efforts.

[The prepared statement of Mr. Fox appears as a submission for the record.]

Senator FEINSTEIN. Thank you, Mr. Fox.

We are now joined by Senator Durbin, and since the next witness is a distinguished Chicagoan, I believe that Senator Durbin should introduce him.

Senator DURBIN. Thank you, Madam Chair, and thank you for your leadership on this issue.

This hearing is the culmination of many years of effort by Senator Feinstein on this issue. I know of her determination and hard work to bring us to this point, and I thank her. We have worked to resolve some differences that we had, and I believe that we now

are very close to having a good piece of legislation to bring through the Committee and to the floor to deal with this national problem.

Madam Chair, my guest today is Claude Robinson. Claude is with an organization known as the Uhlich Children's Advantage Network. Uhlich goes back to the Civil War. It was started at a time when orphans of Civil War soldiers needed a place to go and be safe. It has survived all these years because it has been dedicated to young people and to the real problems that they face on a regular basis.

Madam Chair, there is a lot of criticism of Members of Congress for earmarks. I want to put it on the record that I am proud of the earmark that I put in legislation to help fund this program at Uhlich Children's Advantage Network because they have taken this money and reached out, just as Mr. Fox has noted, to children in the lower grades for gang prevention. If we are going to avoid the terribly tragedies that Ms. Driskill spoke of earlier, many of these children need to be reached at an early age. UCAN, Uhlich Children's Advantage Network, has done that.

And a word about Claude Robinson. Over 20 years of dedication to this effort, he was truly deserving when WGN-TV recently called him one of Chicago's "unsung heroes," so I am happy to welcome him to this Committee.

Mr. ROBINSON. Thanks. Thanks for having me, Senator.

Senator FEINSTEIN. Welcome, Mr. Robinson.

**STATEMENT OF CLAUDE A. ROBINSON, JR., VICE PRESIDENT OF YOUTH DEVELOPMENT PROGRAMS, UHLICH CHILDREN'S ADVANTAGE NETWORK, CHICAGO, ILLINOIS**

Mr. ROBINSON. Thank you, Senator Feinstein. I wanted to tell you that we really do appreciate the opportunity to speak with the Committee today and to provide what we hope are some viable solutions to the problems that young people experience and that we experience then as adults in this country.

Perhaps Chicago's most indelible mark currently for the 2006–2007 school year are the 28 young people who have lost their lives to guns and violence, in a timeframe spanning from September of 2006 through March 31, 2007. In my estimation, one life is too many, but 28 is unconscionable—28 young lives where their futures are unfulfilled, where their families are impacted, our communities are impacted, and then our Nation is impacted.

I had the opportunity to watch—and hopefully some of you did also—Anderson Cooper come to Chicago last week, and he spoke to the superintendent of the Chicago public schools, Mr. Arne Duncan, and asked him, "Why is this happening in Chicago? Is this specific to Chicago?" And what Arne said, which resonates with young people as they try and speak out to adults in this country, Arne said that young people have not enough love, their lives are not filled with enough meaning, and their lives are not filled with enough hope. And he said, "When you have hopelessness, lovelessness, and meaninglessness, what value can you have of yourself? How can you value your life? And then if you do not value your life, you will not value the lives of other people."

So I wanted to present to you over the past 3 years what we have done in Chicago to try and eradicate some of the violence,

Chicago being one of the most highly gang-infested and gun-infested cities in this country.

We have been able to go into the Chicago Public Schools through a partnership with Project Safe Neighborhoods, a public-private venture where law enforcement partners and partner providers were able to go into some of the toughest neighborhoods in the city of Chicago—Chicago Police Districts 7th, 9th, 10th, 11th, and 15th. And we were able to provide 720 hours of classroom-based violence interruption workshops to sixth through eighth graders at 40 different Chicago public schools. We were also able to train about 25 young—40 young people, actually, through our Young Leaders Development Institute. These are young people who we get involved in actual leadership activities, being involved working with our legislators, being involved working with our local, State, and national policymakers, being involved in their communities to challenge their peers to look at the behavior, look at the destructiveness that is going on, and then to actually try and affect policy and effect change.

During the past 5 years, we have noticed that young people have spoken about violence prevention programming and then, like a lot of the colleagues that came up before me, they recognized that not enough financial resources in prevention programs are going, to help them to lead more productive and less destructive lifestyles. So they see the hypocrisy that adults are saying that you are supposed to lead a certain lifestyle; however, you are not giving them the resources or helping them to build the capacity to deal with the issues they deal with on a daily basis in their neighborhoods.

UCAN's violence prevention programming has been able to steer 2,000 young people away from gangs, away from guns, and away from crime. These are not young people who romanticize violence. They are dedicated to learning how to reduce the violence and how to engage with policymakers to make sure that things are moving in a direction that would benefit them.

We have a national poll that we do each year where we have 1,000 young people from around the country give their ideas on what they think about guns and what they think about violence. Every year we learn pretty much the same thing. I was privileged to stand with Senator Durbin at the Cook County Medical Examiner's Office as we launched 1 year the Teen Gun Survey, and 84 percent of the young people that were surveyed said that we should have a Federal assault weapons ban, that we should renew it. And somehow the sunrise set on it. Young people are active and young people are seeing that they can make a difference, and they are looking for adults at all levels who are concerned and who are committed to trying to make their lives better.

UCAN firmly believes in the need for more resources, more diversion programs, and more opportunities like the youth-led programs that Senator Durbin has endorsed in Chicago.

There is a tremendous value in having all of the parties work together. As a member of Project Safe Neighborhoods, I have been able to sit in rooms with the U.S. Attorney's Office, ATF agents, DEA agents, the Cook County State's Attorney, and the Chicago Police Department to share information that will help to get young

people educated so that then they can make more informed choices in their lives.

These partnerships made it possible for students who were struggling through war zones to make better decisions for their lives. UCAN's model is based on the Boston model that started in 1993 that was recognized by OJJDP as a promising model. We continually try and work with national organizations and foundations to try and create partnerships that will keep funding going so we can keep doing the programs that we do.

We are excited about the \$125 million that would be made available under S. 456 for prevention and intervention services. This level of funding underscores the importance of prevention services and the commitment of our elected leaders to support proven, successful programs.

Additional funding will allow us to reach another 800 students in Chicago in only 2 years, and it will allow us to train 50 more young leaders under our Young Leadership Development Institute.

In closing, I want to just share what one of our young people who is a freshman in college right now said. We launch the results of our national poll each year in August or September before school is about to start, and we let it go until October 1 year. And he said, you know, "Adults think that Halloween is scary. And Halloween is not scary." He said, "What is scary is that 49 percent of my peers around the country want more violence prevention programs, but people keep cutting them." And he said, "It is also funny that they will not listen. Violence prevention should be part of the defense budget. Homeland security begins at home."

Ladies and gentlemen, in my 20 years of working with and learning from young people, I know it is essential to have a youth-adult partnership where people are committed to a common cause, and this cause would be gang prevention, gang intervention, and then at the highest level where there are young people who just do not care, then prosecution would fit the bill.

I thank you for the time to speak, and I look forward to many great things.

[The prepared statement of Mr. Robinson appears as a submission for the record.]

Senator FEINSTEIN. Thank you very much, Mr. Robinson.

Our next witness is Gregg Croteau. I hope I am saying that reasonably well.

Mr. CROTEAU. Yes.

Senator FEINSTEIN. Mr. Croteau is the Executive Director of United Teen Equality Center in Lowell, Massachusetts. That is a youth-led agency that focuses on gang intervention and peacemaking. In June of 2006, he received the prestigious Robert Wood Johnson Community Health Leader Award for his leadership in gang peacemaking work. He has more than 13 years of youth work experience, and he has brought with him in our audience today Ricky Le, one of the youth members working with his organization. We welcome you as well.

Please go ahead.

**STATEMENT OF GREGG CROTEAU, EXECUTIVE DIRECTOR,  
UNITED TEEN EQUALITY CENTER, LOWELL, MASSACHUSETTS**

Mr. CROTEAU. Thank you, Senator Feinstein. It is great to be here, great to be here with the panel. I would like to thank all of the distinguished members of the panel for allowing me the opportunity to share some of our thoughts on this critically important issue. And I say “our” because, as you mentioned, I am here actually with three of our colleagues: Ricky Le, who is one of our team members; Sako Long, who is our streetworker supervisor; and Juan Carlos Rivera, who has been with UTEC from the very beginning as our streetworker director. And I want to thank them because they are out there every day making the difference on the streets of Lowell as well. So it is great to be with them.

I would like to begin by acknowledging that the Federal Government is absolutely on point in recognizing youth violence as a critical issue in our communities. We have had to attend far too many funerals in our days as youth workers. Funerals have become far too much like regular events in the lives of young people. In fact, when we were at one of our last funerals, walking toward the gravesite of this 19-year-old man who was shot, I accidentally stepped on another gravestone. And as I looked down, the gravestone was actually that of another young man who was shot only weeks before that we know. And looking up, I thought, “This is absolutely absurd. This is not normal, and we cannot continue to keep walking past these gravesites.”

So, yes, we truly appreciate the Committee’s initiative in prioritizing this critical issue in our communities and agree that a major statement—a major statement—must be made to best address the violence too often found in our streets.

For the past 7 years, I have had the honor of working as the first Executive Director for the United Teen Equality Center, better known as UTEC, which is a youth organization located in Lowell, Massachusetts. As a youth-led agency, we offer a range of services for young people ages 13 to 23, and our core values focus on peace, positivity, and empowerment.

Soon after our establishment, we created the Streetworker Program, and in short, basically the streetworkers are out there mediating disputes, mediating conflicts with young people on the streets. In particular, our staff implement a peacemaking process with rival youth gang leaders that ultimately leads to the facilitation of various peace summits between opposing gang sets. We have had success stories over the past years. One in particular was a summit where we were able to build relationships up with young people from different rival gang sets. The leaders of these gang sets, being to get a commitment from them to get in the same van together and then be able to go in the middle of an island in Maine, actually kayak out together to the island in the same kayaks, and by the fire that night they—not us or the staff—they were able to bridge a peace summit between these two groups that were previously shooting and stabbing each other.

These stories are not unique for us. A major statement must be made to truly reduce the violence in our streets. However, we respectfully express our concern that this major statement, this unique opportunity to significantly effect change—change that lasts

beyond the current moment—must include a balanced approach of enforcement along with intervention and prevention.

As many researchers have commented, we cannot just lock away the problem. At the recent House hearing for H.R. 1582, the Chief of Police from Kansas City echoed this in his testimony, saying that, “We cannot arrest and imprison our way out of this problem.”

As indicated in a letter from the National Juvenile Justice and Delinquency Prevention Coalition, this bill “contains 23 substantive sections; of those, 21 focus solely on creating new crimes, expanding culpability for the accused, and enhancing penalties for the convicted. Similarly, of the \$240.5 million in appropriations the bill requests, less than 20 percent is allowed for prevention and intervention.” Moreover, the proposed legislation actually only authorizes approximately \$25 million a year for gang violence prevention services for communities across the country such as Lowell that will probably not be designated as a High-intensity Interstate Gang Activity Area. I sometimes think that the term “gang problem” is too easily thrown around. Perhaps it is subconscious, but I think it becomes more palatable and easier to pinpoint the problem by doing so. No community simply has a gang problem. This is not some type of medical model where we can identify the specific disease—i.e., the gang—that is eating the life out of our communities.

All of the complex forces and rooted causes of gang-related violence will never be adequately portrayed when defining it with a singular name. The issues of poverty, racism, education, and other complex forces all impact the violence in our streets. There is no one fix, there is no one face, and there can be no one name that encompasses all of our concerns.

That being said, we do have concerns that this new legislation takes a very broad approach to solving problems that are often locally distinct and community centered. As Senator Kennedy mentioned in his statement on June 22, 2006, there is a “one-size-fits-all approach” to this legislation that is of considerable concern. From our experiences, it is incredibly clear that the gangs in Los Angeles are very different from the gangs in Lowell.

In Lowell, we have Bloods and Crips living right next door to each other, and teens are not fighting over drug trade and territory, but more often fighting over a perceived disrespect or differing colors. As such the approach to best address this problem must also allow for the opportunity to be radically different.

We know that intervention and prevention strategies can provide the hope that some young people have lost sight of. Without a balanced effort in these areas, the hopelessness that already surrounds too many young people will continue to grow that much stronger. There is no greater foe, no greater frustration, than the sense of young person who feels like nothing can change, who feels like their life is cornered into hopelessness.

There is a critical problem in our communities, and, yes, we need to make a major statement in our policies to best address it. However, we need to be very careful about getting too drawn into the sensationalism that too often surrounds gangs and believing that change is not possible by young people.

Senator FEINSTEIN. Could you summarize please?

Mr. CROTEAU. Yes, ma'am. We know too many young peacemakers that have successfully brokered peace between their rivals. Two of them are here today in Sako and Ricky. And if I could be very brief, Sako, who spent some years in prison, came out of prison and made a pact with his mother because he did not want to see his mother cry anymore, and now he talks with other young peace people with the theme of, "How would it feel to have one less enemy on the street?" And he does amazing work. And Ricky, who was moving in and out of foster care for years, found our center belonging in a gang. After years of finding now instant enemies, he made a decision—a decision that almost cost him his life—to leave a gang. He decided to get jumped out of the gang. And 3 years ago, in the process of being jumped out, he was beaten into a coma for 10 days. He has traumatic brain injury, but in his recovery, which has been beautiful over the past 3 years, he is now using his story, his opportunity to create change and send a message of peace to other young people.

Senator FEINSTEIN. If you could conclude, please. You are 2 minutes over.

Mr. CROTEAU. So we seriously caution against any new policies that inadvertently risk deleting the success stories of Ricky and Sako. We need more policies to help us strengthen hope.

We thank you for considering our testimony. We thank you for considering the concerns around the one-size-fits-all, our concerns around increasing more funding for prevention and intervention, and we truly look forward to working with you.

Thank you again.

[The prepared statement of Mr. Croteau appears as a submission for the record.]

Senator FEINSTEIN. Well, we do as well.

I want to correct one figure. You said \$25 million for prevention and intervention. It is \$250 million for prevention and intervention in this bill.

I will move right along now to Patrick Word, a 17-year police veteran and a detective in the Gaithersburg City Police Department. He currently serves as National Secretary and Executive Board member of the National Alliance of Gang Investigators and is President of the Mid-Atlantic Regional Gang Investigators Network. Since 1994, Detective Word has been assigned as Gaithersburg Police Department's Gang Investigator, working with other State and Federal agencies on investigation and intelligence gathering on criminal street gangs.

Welcome, Detective.

**STATEMENT OF PATRICK WORD, DETECTIVE, GAITHERSBURG POLICE DEPARTMENT, GAITHERSBURG, MARYLAND, AND CHAIRMAN, MID-ATLANTIC REGIONAL GANG INVESTIGATIONS NETWORK, GAITHERSBURG, MARYLAND**

Mr. WORD. Thank you, Madam Chair and members of the Committee. The pervasiveness of gangs throughout society is undeniable. They incite fear and violence within our communities. Gangs threaten our schools, our children, and our homes. Gangs today are more sophisticated and flagrant in their use of violence and intimidation tactics. As they migrate across the country, they bring with

them drugs, weapons, violence, and other criminal activity. The acknowledgment of the issue and joint community and law enforcement response is our best defense.

The National Alliance of Gang Investigators Associations is an alliance of 18 gang investigator associations across the United States and Canada. The combined alliance represents over 20,000 gang investigators, intelligence officers, gang prosecutors, corrections officers, and parole and probation agents at the Federal, State, local, and tribal levels.

The NAGIA is a unique alliance of criminal justice professionals dedicated to the promotion and coordination of national anti-gang strategies. The NAGIA also advocates the standardization of anti-gang training, the establishment of uniform gang definitions, the assistance for communities with emerging gang problems, and input to policymakers and program administrators. We are not meant to replace or duplicate services provided by any other entity. Rather, we facilitate and support regional gang investigators associations, the RISS projects, as well as Federal, State, and local anti-gang initiatives.

Since 1994, I have been a police detective working gangs in the suburban Washington, D.C., area. In that time, in my membership with the Mid-Atlantic Regional Gang Investigators Network and the NAGIA, we have partnered with the National Gang Intelligence Center in the FBI; we have partnered with the Global Intelligence Working Group and the National Youth Gang Center to coordinate the sharing of gang intelligence in order to foster information sharing among law enforcement investigators across the country.

To date, in 2002 and in 2005, the NAGIA and the Bureau of Justice Assistance conducted the most comprehensive and scientific study to date of gangs across the country. That threat assessment is available online and will be submitted as part of the testimony.

Senator FEINSTEIN. Thank you.

Mr. WORD. Local law enforcement is the front line in the war on gangs and gang violence. Eighty percent of all gangs, according to our association members, are local and homegrown groups engaged in daily criminal activity in large and small communities, urban and rural, and every type of neighborhood in between. These gangs range in size from the minimum accepted definitions of three subjects to as large as several hundred. They cross all cultural boundaries in the make-up of their membership, and the age ranges anywhere from age 9 to age 40 here in the Washington, D.C., area. Too often, the public has been confused linking the immigration issue as the major cause of the gang issue in this country. It is simply a cause, but not the cause of a gang problem.

Intelligence gaps still exist between law enforcement agencies, and this hampers our ability to investigate and apprehend violators as well as present cases for prosecution, both locally and in the Federal system. These gaps can be closed with the implementation of the national reporting and the national gang data base which this bill calls for, which already exists in the Violent Gang and Terrorist Organization File, VGTOF, there the NCIC.

Criminal gangs have stepped up their recruiting efforts over the years, and few States have addressed the issue through legislative

means. The NAGIA endorses those sections of the bill that allow for the prosecution of gang recruitment. Earlier Chief Bratton mentioned that we have currently 700,000 police officers and 800,000 gang members. Those numbers are increasing every day.

Here in the Washington, D.C., area, U.S. Attorney Rod Rosenstein for the District of Maryland is currently prosecuting a large RICO case involving the MS13 gang, the violent Salvadoran gang found here in the United States, and also we are currently investigating a large Crip set in Maryland—53 members arrested at the State level and Federal prosecution is coming. And there is a press conference today, I believe, on further indictments on the MS13 case.

Witness intimidation is a major problem in that case. Witness intimidation is a problem for local law enforcement. Many violent gang cases are dropped or lost in local courts because witnesses do not or cannot come forward. Most local jurisdictions do not have the resources necessary to fund witness protection programs. The NAGIA supports and endorses the portions of the bill which assist law enforcement in this capacity.

Obviously prevention alone does not solve the gang problem, inventory alone. We have heard that from other members of the panels. But this is a remarkably progressive bill. It is a crime bill, but it funds prevention and intervention and other social type programs, which is unprecedented, at least in recent memory, in law enforcement where a crime bill or a large portion of this crime bill funds intervention programs. So we support and endorse the funding of those programs as well.

Law enforcement plays only one of three roles needed for communities to deal with the issue of gang violence. We are the suppression arm of the comprehensive approach, and the NAGIA has partnered with the National Youth Gang Center and their support with Federal funding of the GREAT program and endorses those prevention and intervention efforts across the country. We support and endorse local nonprofits and faith-based groups and other police departments who have worked with these groups.

This bill is part of the suppression arm, and we welcome and endorse its passage. My thanks to the Committee and its members for inviting me to speak on this very important matter, and I am available to answer any questions that you may have.

[The prepared statement of Mr. Word appears as a submission for the record.]

Senator FEINSTEIN. Thank you very much, and let me thank all of the witnesses. I really appreciate your being here and appreciate your testimony.

What we have tried to do is put together a bill that is bipartisan in nature, and that has not been always very easy. If you have Republican support, you sometimes do not get Democratic support, and vice versa.

I think we have achieved it. The bill has been last session pre-conferenced with the House. My staff has been wonderful about working with any member that has a concern or an amendment or something they want in a bill to try to see if we can keep our bipartisan group together, but at the same time where there are good ideas add them to the bill.

Detective, I am very pleased by what you said. We have over the 10 years greatly increased the prevention and intervention part from where it started, to be very candid with you. One of my concerns is to try as we move along to really be able to get a more adequate compendium on intervention and prevention programs that exist in the United States and that are working so that the money that is in this bill is not wasted but it goes to the groups and organizations and cities and counties that can produce a change in young people.

As I mentioned to Mayor Villaraigosa, I am particularly interested in seeing if we cannot do more actually in schools and maybe, like with L.A. Best, bridge that gap between the school time and the after-school time to really begin to get at the heart of it.

I must tell you, I am very concerned with the brutality of these gangs, and we have a living witness here as to what happened. Not only was her daughter shot and killed, but when she went out and asked for additional police help, her house got seven bullets. And that is the kind of thing that has to be stopped and for which there should be no sympathy whatsoever.

The use of hollow-point bullets, again, is another indication of just you do not have a chance, and I think and hope we have struck a balance in this bill because that is what we have tried to do.

I really have no additional questions. If anyone would like to make a closing comment or two, the floor is yours.

[No response.]

Senator FEINSTEIN. No? OK, then. Well, thank you all very much for being here. This bill is on the calendar for Thursday's markup. We anticipate that it will be held over a week.

[Pause.]

Senator FEINSTEIN. My understanding is that Senator Feingold is on his way. He should be here in 2 minutes. So in the meantime, I have a statement by Senator Kennedy to add to the record and one by Senator Leahy to add to the record, and I will do that.

I would like to ask the two law enforcement people here a question. The High-Intensity Gang Areas, which are really modeled after the HIDTA areas, are trying to put together these task forces that extend out, where necessary, into a region to bring together people in law enforcement to really go after some of these gangs, those that kill, those that practice witness intimidation, those that kill witnesses. I mean, that is—do you see that working well? We will start with the DA, if I might.

Mr. FOX. Madam Chair, I know that in the San Francisco Bay Area, at least, the HIDTA has been incredibly successful, and Captain Brooks, whom I know you are familiar with, has been very, very effective.

One potential concern is the potential of overlapping because there may be some gangs that are engaged in drug activities. And so I would hope there would not be a duplication of effort or creation of a new bureaucracy if, in fact, there exists a current structure which could address the problem.

The HIDTA has been effective and can focus in on a particular area. It is not just a broad—

Senator FEINSTEIN. Well, let me ask you, do you think what we should do is merge the two?

Mr. FOX. I think that that is something that should certainly be given consideration, because my concern is if you are going to create a new bureaucracy with the High-Intensity Gang Area and you already have an existing structure, which basically has the capability of providing the same coordination and resource distribution, I would think that that is something that should be considered, yes, Madam Chair.

Senator FEINSTEIN. Thank you, Mr. Fox.

Detective, would you like to comment?

Mr. WORD. Senator, I think that it has to be looked at on a case-by-case basis. I think HIDTAs in certain areas of the country are more effective than they are in other parts of the country. I think the HIDTA concept is extremely effective.

Senator FEINSTEIN. Do you have one back here?

Mr. WORD. We do have one. The Baltimore-Washington HIDTA extends from Northern Virginia up through the Baltimore-Washington corridor, up the 95 corridor. Tom Carr is the director of the HIDTA in this area, and they have been very effective in their drug work. They have actually gotten involved in some of the computer work involving gang data bases here, at least in the State of Maryland, and that is a data base that will be extended to the HIDTA.

But a case in point would be the small town in rural North Carolina, in Fayetteville, North Carolina, just outside of Fayetteville. A town of 900 had a gang infiltrate the town in recent months where they have 25 gang members in a town of 900. There are four police officers in that town. If that does not tax resources, if that is not an area in need of a HIGAA or a HIDTA extension and a role for a task force, I do not know where there would be one.

Certainly we want to concentrate those in the larger areas where we have more gang problems, but the gangs have moved out into the rural and the suburban communities. Western Maryland, West Virginia—these areas would be more attuned to having task force concepts as opposed to the larger agencies and the municipalities in the metropolitan areas. They already work in a number of task force areas in the Project Safe Neighborhoods, through each of the U.S. Attorney's districts. If we could concentrate on working the HIDTAs or the HIGAAAs in cooperation with the Project Safe Neighborhoods program and the Operation Safe Streets, I think that these would be a more effective use of both manpower and of the funding.

Senator FEINSTEIN. We will look into that. Thank you very much.

I notice we are joined by Senator Feingold. Welcome, Senator. You are the closing hitter, so please go ahead.

Senator FEINGOLD. All right. I thank the Chair for keeping the hearing going, and I thank you, Senator Feinstein, for chairing this important hearing.

I would like to also thank all the witnesses for attending today and extend my sincere condolences to Ms. Driskill. It is always heartbreaking to lose a loved one, but particularly when that loss is so violent and senseless.

Wisconsin has had to suffer its share of heartbreaking losses as well. While we all hear about the rising crime rates in cities across

America, one of those cities hardest hit has been Milwaukee. In a case that is far too similar to that of Ms. Driskill's, on Monday, May 14th, 4-year-old Jasmine Owens was shot and killed by a driveby shooter. She had been skipping rope in her front yard. We simply must find a way to curb the violence that is wreaking such havoc on our communities.

When I talk to law enforcement officials in Wisconsin about combating gangs, they tell me something very interesting. They tell me that the problem in California is extraordinarily serious. They also say that the scope of the problem varies across the Nation and that a solution tailored to California's experience may not be the best way to deal with the problem in other areas of the country.

Accordingly, they suggest that what is needed is a targeted and substantial influx of funds from the Federal Government to areas with serious gang problems to ensure sufficient numbers of officers to patrol neighborhoods and to ensure sufficient resources in the penal system to incarcerate gang offenders once they are sentenced.

Basically, they are telling me that this is a problem of resources more than a problem of law. And they are also very insistent that prevention and intervention must play a very significant role in strategies to combat gang crimes.

I want to be certain that we respond to the growing gang problem in the smartest and most responsible way possible, and I look forward to working with Senator Feinstein and others to ensure that any legislation we consider to address the rising gang problem is as effective as possible for both her State and mine, and the other States as well.

Mr. Fox, do you think it would be a good practice for Federal prosecutors who are considering a Federal gang prosecution to consult with their local counterparts before making a final decision?

Mr. FOX. Absolutely, Senator, and I think that one of the models that could be used is the current Safe Streets Task Force concept where there is a collaboration, and, frankly, the local prosecutor, in conjunction with the U.S. Attorney, should determine where that case could best be handled. There are certainly some areas where the Federal laws may be far more effective in providing public safety than the local laws, in which event those should be handled by the U.S. Attorney.

So I strongly encourage collaboration and coming to an agreement as to where the matter could best be handled.

Senator FEINGOLD. Thank you, Mr. Fox.

Mr. Croteau, do you have any concerns about Federal prosecutors deciding to bring gang charges without consulting with local officials?

Mr. CROTEAU. I think from my experience I would say we come from the intervention and prevention side, so we are not enforcement experts. But we have a really good partnership with our Middlesex District Authority's office, and we actually meet monthly with them and with the chief of police. We have now a whole advisory task force. And I think that having that local connection there, which really has a feel for what is going on on the ground, really makes the most sense for us. So I think having the Federal prosecution come in that would have concerns, again, we do not know

that much about it yet. But I know what works right now is working with local enforcement and the district attorney.

Senator FEINGOLD. Then do either of you think that requiring Federal prosecutors to consult with local prosecutors before bringing Federal charges would be a good addition to the gang bill that the Committee will be considering in the coming weeks?

Mr. FOX. I certainly feel that it would be appropriate to require at least to consult. It is not necessarily limiting or inhibiting the ability of the U.S. Attorney to move forward in appropriate cases. But there certainly should be a level of openness and communication.

Senator FEINGOLD. Mr. Croteau?

Mr. CROTEAU. And I would say maybe the one thing that I—and I just have been doing some research. It seems clear that at least in—I think it was D.A. Paul Logli's testimony before the House, he indeed said that, you know, it is not that they need more laws. They do not need more sanctions. They need more programs. And I think his testimony kind of echoed some things, and that there necessarily -maybe there is not necessarily a need to have additional Federal prosecutors. But as you said, it is not necessarily an issue of laws but maybe an issue of resources.

Senator FEINGOLD. You do not think it would be a negative thing to have this requirement of consultation?

Mr. CROTEAU. To have a consultation? I do not—

Senator FEINGOLD. A requirement that they have the consultation.

Mr. CROTEAU. To have the Federal prosecutors required—if the Federal prosecutor will be involved, then, yes, I would definitely think they should be required at the local.

Senator FEINGOLD. What about you, Detective Word? Would you have a problem with this kind of requirement?

Mr. WORD. Senator, I do not. I have a U.S. Attorney in Maryland who is very engaging and works closely with each of the 24—at least in the State of Maryland, each of the 24 Maryland State's attorneys. I do not have a problem with a requirement. I do think that recommendations should be made through the bill that this—that it be strongly worded that it be highly recommended that the U.S. Attorneys do, if not required. I do not have a problem. We do have, like I said, a very engaging U.S. Attorney in Mr. Rosenstein, and we have not had those problems nor seen those problems. A very close working relationship with our U.S. Attorney's Office.

Senator FEINGOLD. Very good. Thanks.

Mr. Robinson and Mr. Croteau, your organizations both work directly with young people, so you may be able to provide the best perspective on this question. I would like to talk to you about the implications of sentencing a minor to life in prison in the Federal system where there is no opportunity for parole. The Supreme Court has acknowledged that an adolescent's culpability or blameworthiness may be "diminished to a substantial degree by reason of youth or immaturity." That statement was made in the context of whether it was cruel and unusual punishment to execute individuals who have committed a capital crime while adolescents, but it seems to me that the same principle could apply more broadly.

Do you think it is advisable to sentence individuals under the age of 18 to life without the possibility of parole? Mr. Robinson.

Mr. ROBINSON. Senator Feingold, with my expertise in working with young people, the age of 18 would be too high to sentence somebody for life. I would have it go a lot lower. If we are going to—18 and over, maybe 20, because I think that certain young people who have committed certain crimes potentially should go, but then there is also, I think, a case-by-case piece that we should go by around that. And if I am considered an expert in youth development, my primary expertise is in prevention and having young people not get anywhere near that type of situation that you brought to my attention. So I would probably not be the—I am not a prosecutor, so I would not be the best person to ask that question.

Senator FEINGOLD. Mr. Croteau?

Mr. CROTEAU. In my experiences working with young people, absolutely I would be opposed to it. I think there is too much potential in young people. Obviously, there is an absolute role for enforcement and prosecution to the fullest. But I think when that happens blanketly, if it is a blanket, across-the-board prosecution, then we lose the possibility of having young people who have had experiences, whether it be gang involvement—and, again, it depends on the crime because I think my concerns were also around the broad array of crimes that now fell into this new crime bill. And potentially you can go away for certain crimes that you would go away for life that you would not have thought of before. And if that is the case, you risk losing people, whether it be, like—people that we know on the street that are doing amazing work now, having come out of prison after being there for 7 years and who can now be really the ones who are relating to young people on the streets, and they are brokering peace and they are creating change. And you lose that no matter what. Blanketly, you lose that opportunity.

Senator FEINGOLD. Thank you. Thank you all for your answers. I thank the Chairwoman.

Senator FEINSTEIN. Thank you very much.

I just wanted to address one question as Senator Feingold is leaving. The problem with consultation is the Department of Justice, who has never agreed to a statutory consultation amendment. I have no problem with it. I think there should be. Whether we lose some of our Republican colleagues, I mean, we have worked so hard and so long to get a bill that can cross the aisle on both sides that it is difficult. But this, I understand, is the problem with a statutory requirement for consultation, that it is precedent setting.

Senator FEINGOLD. Well, I understand the desire, obviously, Madam Chair, to pass a bill, but it strikes me as odd that that would be a concern of the other party to not have consultation with local officials about something like this. You know, those are strong answers from these folks. You obviously recognize—

Senator FEINSTEIN. Well, they are the locals, and the Feds like to keep their biceps flexed. But I am happy to look further into it.

I wanted to just suggest one thing by way of ending this. On page 27 of the bill begins the High-Intensity Gang Areas, and it goes on for about 10 pages. It is a relatively easy read. By that I mean it does not refer to other statutes. What I would like to ask

everybody to do, if you would, is take a look at it and see how the two might be better integrated. I agree with you, Detective, we do not want to reinvent the wheel. Let us use the wheel that is there as effectively as we possibly can. So I would be interested from you, from Mr. Fox, from anybody, in some additional suggestions.

With that, let me thank you all, particularly those of you who have come from a distance. It is really appreciated. And to our victim, let me just once again extend our heartfelt sympathy, and I hope you will get some satisfaction when we can pass this bill. So thank you very much.

We will keep the hearing record open for the purpose of written questions for 1 week.

The hearing is adjourned.

[Whereupon, at 11:50 a.m., the Committee was adjourned.]

[Questions and answers and submissions for the record follow.]

## QUESTIONS AND ANSWERS

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**Response to Senator Dick Durbin's Questions**

Senator Durbin:

Thank you again for the opportunity to testify at the recent hearing on S. 456. I very much enjoyed the opportunity to present our experiences and opinions, and I also appreciate the time you have taken in drafting up a question related to my concerns about a one-size fits all approach.

I do believe that increased funding toward intervention and prevention will absolutely strengthen the overall Act, and I realize that there is now 35 million dollars (annually from 2008 through 2112) authorized for appropriation for "gang prevention grants" as outlined in Section 302.

However, the currently recommended appropriation levels are not reflective of the balance that this bill aims to accomplish. Throughout various testimonies, experts reiterate that the most successful strategies for gang violence reduction must take a balanced approach incorporating suppression, prevention, and intervention. In fact, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model clearly confirms the importance of this balanced approach. In our opinion, this Act provides two main opportunities for funding a broad spectrum of prevention and intervention work through direct grants to localities and/or non-profit organizations. The primary vehicle is the "gang prevention grants" (Section 302, with a recommended total appropriation of 175 million) and the "demonstration grants to encourage creative approaches to gang activity and after-school programs" (Section 307, with a recommended total appropriation of 25 million). Unfortunately, out of a total recommended appropriation level of approximately 1.145 billion dollars, these two funding streams only represent **14% of the total allocation** (200 million in total, only 40 million each year).

The "findings" section of this Act states that "these disturbing rises in violent crimes are attributable in part to the spread of criminal street gangs..." However, in a very interconnected manner, we also argue that any rises in crime (and any increases in criminal street gangs) can also be attributed to the dramatic decrease in funding for prevention and intervention (i.e. OJJDP was decreased from 6.8 million in 2002 to 0.7 million in 2007). In fact, the Administration has proposed a single, new "Child Safety

and Juvenile Justice" block grant at a level that is 25% lower than the total FY '07 funding for the programs eliminated.

The other primary vehicle for prevention grants are those opportunities described in Section 301. This section recommends appropriating 375 million in total. Minus funding to be used for the operation of criminal street gang enforcement teams (recommended appropriation of 187.5 million dollars) and funding for the operation of the National Gang Research, Evaluation, and Policy Institute (between 2.25 million and 3.75 million), there is a minimum of 183.75 million dollars also allocated for programs that "provide at-risk youth with positive alternatives to gangs..." This does sound very appealing and would substantially improve the overall funding levels for prevention and intervention programming, *however*, according to the language of this Act, these grants will only be available for those agencies that are based in a High Intensity Interstate Gang Activity Area. As mentioned in my testimony, the gangs in Lowell are very different from the gangs in Los Angeles. Although the issues driving gang violence are different (i.e. drug trade or territory is not a factor in Lowell as it may be in LA), there is still a critical need for assistance in addressing local problems that drive violent gang-related incidents. However, as Lowell will probably not be categorized as a HIIGA, like many other communities across the country that still face formidable challenges with respect to gang violence, we will also not be eligible for much needed prevention and intervention funding.

A major source of funding within the Act is targeted and geared toward HIIGA. In fact, 187.5 million dollars is recommended for appropriation for the operation of criminal street gang enforcement teams. Again, this funding stream seems to be based upon the concept that those communities with the most significant gang concerns are those that fit within the characteristics of a HIIGA. Unfortunately, we think this is very limiting and expends a significant amount of funding in an area that many communities will never see. With HIIGA being the center of much funding, it even takes away from what we would see as a much needed and favorable component of this Act, i.e. the development of Gang Intervention Academies. These key training academies could prove to be very helpful in best increasing the "professionalism of gang intervention workers while also improving officer training for working with gang intervention workers." However, again, the agencies who could apply to develop such an Academy are also limited to those within a HIIGA.

Moreover, Section 302 ("gang prevention grants") still contains language related to law enforcement strategies. For example, in the "use of grant amounts" section, one of the allowable uses (#6) is to develop and identify "investigative programs designed to deter gang recruitment, involvement, and activities through effective intelligence gathering." If this is truly going to be seen as the primary prevention funding vehicle, I would encourage it to be entirely focused on prevention and intervention criteria.

Lastly, one of our major concerns with this Act has been its overly broad definitions of "gangs" and "gang crimes." In essence, there is no one particular type of gang and we would advocate that there cannot be a "one-size fits all" approach to defining gangs and

gang membership. In Lowell, there are approximately 25-30 active gang sets, however, the level of structure, organization, and activity within these gangs *varies widely*. This Act defines “criminal street gangs as a formal or informal group, organization, or association of 5 or more individuals.” **Yet, the question remains as to who and how one defines an informal or formal group.** As emphasized in a letter by the National Juvenile Justice and Delinquency Prevention Coalition, we seriously worry that these overly inclusive definitions may “dramatically increase federal prosecution of children and youth, especially low-income youth and youth of color.”

Similarly, research shows that documented racial disparities begin with pre-arrest contact. As such, we still have concerns centered around the development of a new “national gang activity database.” As stated by the National Juvenile Justice and Delinquency Prevention Coalition:

“The proposed bill also provides for a National Gang Activity Database (Sec. 301(b) 5(d)). We are very concerned that this database will lead to racial profiling. The bill fails to provide any due process requirements governing the process by which an individual is entered into the database or may challenge entry into the database. There are also no specified procedures for being expunged from the database. In addition, the legislation does not provide any limit on how the information in the database may be used. Without these specifications, the proposed legislation, as written, raises critical due process, Fourth Amendment, and privacy concerns.”

Given such concerns, it is even more troublesome to know that 50 million dollars is recommended for appropriation to carry out the work of this database, funding that could once again be redirected for much needed prevention and intervention strategies.

The Act also states that “gangs often recruit and utilize minors to engage in acts of violence ... out of a belief that the criminal justice systems are more lenient on juvenile offenders.” However, once again, we do not find this to be the case in our local community. It seems that some of these new laws are aimed to make a young person “think twice.” Yet, having worked with young people for over 13 years, it is a rare occasion when a young person will stop themselves from engaging in any criminal activity because they “think twice” due to new and stricter prosecution laws. Not only am I skeptical of the efficacy of a new “gang recruitment” law to help decrease gang involvement, I am also concerned that this new gang crime will put more young people into prison who could have benefited from effective prevention or intervention programming. Again, it is important to note that there is not a “one-size fits all” description of a gang member. As such, there are inherent problems with new laws, such as the “recruitment of persons to participate in criminal street gangs,” that do not take this into consideration. As stated in the National Juvenile Justice and Delinquency Prevention Coalition’s recent letter:

“...this proposed bill’s recruitment provision criminalizes children who are already victimized by older, more sophisticated gang criminals and fails to distinguish between adults and youth who recruit gang members. Section 523(a)(b)(1)(A) imposes enhanced

penalties, up to 20 years, for the recruitment of minors to join gangs. This provision's failure to distinguish between adults who recruit and minors who recruit holds the exploited minor to the same standard of culpability as the adult. Furthermore, the provision flouts the growing body of research on adolescent development, including a growing body of neurological research, which experts use to inform juvenile justice sentencing schemes."

Ultimately, we worry that this bill promotes a *sense of fear and sensationalism* around the notion that all gang members and gang activity are the same. The first section of this Act ("findings") states that "gangs **prey upon** and incorporate minors into their ranks..." Yet, in our experience, many gang members (often neighbors, cousins, and other relatives) will recruit others to help solidify a sense of belonging that they seem to find in their own gang set. For example, this could be a young person who might be 18 or 19 years old who is seeking to increase the membership of his gang set, thereby expanding their own support system (i.e. "family" structure) and status on the street. These gang members are not so-called terrorist groups that have some type of ties to international commerce. And from our experiences in Lowell and the Greater Boston area, these "profiles" of gang members are the norm more than not. Yet, as stated before, though there may not be incidents of interstate commerce and drug trade, there are still serious incidents of violence that need critical attention through increased funding for intervention and prevention. Although we have not seen many youth "think twice" due to a new law that is publicized, we have seen many young people transform their lives due to their involvement in positive youth development programming.

**Response to Senator Edward M. Kennedy's Questions**

Senator Kennedy:

Thank you again for the opportunity to share our experiences and ideas related to the Gang Abatement and Prevention Act of 2007. It was a pleasure to serve on the panel and share our experiences and ideas with the Judiciary Committee.

Your first question asks about our concerns with the current funding authorized by S. 456. In regards to this question, please feel free to refer to my responses to Senator Durbin's question focused on our concern about this Act being too much of a one-size fits all approach.

I would like to add that there is a distinct need to provide additional federal funding that will assist agencies such as UTEC. Our model focuses on blending both prevention and intervention programming. However, there is a particular need to develop a new intervention funding source that will specifically focus on what we refer to as peacemaking activities. Our gang peacemaking work basically intervenes with youth gang leaders and begins to create a process that ultimately results in the facilitation of peace summits and truces between rival gang sets. We believe this particular type of youthwork to be critically important as many young people have shown that they can eventually transform their lives from gang leadership to community leadership. We would highly recommend a specific funding stream that emphasizes this approach.

The following is a brief description of some examples of programs that could benefit from federal funding:

Through our Streetworker Peacemaking Program, all Streetworker staff provide *crisis intervention* and *mediation work* (between both gang and non-gang involved youth) on a 24/7 on-call basis. It is these moments of crisis that are often also seen as a unique opportunity to further engage a young person in a positive and lasting relationship. And it is during these moments that the Streetworker staff often find a window of opportunity where young people are open to change. Through the facilitation of peace circle meetings, often held in a quiet location outside of Lowell, the relationship between Streetworkers and rival youth gang leaders are further enhanced to the level where these youth may now feel open to a peacemaking process with members of their "opposing" gang set. Once this is accomplished, both gang sets are invited to join the entire Streetworker team on a Peacemaking Summit (often 2-3 days), usually held at a campsite in Maine. Ultimately, through the facilitation of Peace Summits, the Streetworkers ask for a commitment from all youth involved in a Summit to agree to a peace process between both gang sets. To this end, a peace contract is signed by all youth.

Another primary component of the Streetworker Program involves the development of a *Peace Council*. In short, this Council is comprised of the entire Streetworker team along with older, former gang leaders (ages 23-25) and currently active gang members from various different sets. Still possessing much respect and "status" among many active

gang-involved youth, these former leaders have now made a decision to leave the “gang life” behind them and transform their experiences into a tool to make positive change with a younger generation. In partnership with the Streetworker staff (some who are also former gang members), the Peace Council will meet on a regular basis as part of an overall plan to sustain this peace process and reduce gang-related violence in our community. The Council will discuss (and mediate if need be) any potential conflict between various sets. Moreover, over the course of the year, the entire Council will go on various teambuilding trips outside of Lowell as well.

I should also note that a diverse group of community leaders and law enforcement officials in Lowell also support the need for more coordination and a balanced approach to gang reduction. The work of the *City Manager’s Gang Advisory Task Force* is a model in this area. In Lowell, we have been very fortunate to conduct our work in a community that truly values the power of partnerships. As mentioned before, Lowell’s City Manager recently formed a Gang Advisory Task Force, directly stemming from the planning sessions organized after the Citywide Gang Summits held in 2005. This Task Force received initial funding in 2006 from a state-funded community safety initiative, known as the Shannon Community Safety Grant. In short, it encourages a multi-pronged approach to violence prevention by engaging the whole community. As part of this Task Force, we now regularly meet with the City Manager, the Chief of the Lowell Police Department, the Middlesex County District Attorney, the Superintendent of Lowell Public Schools, the President of Middlesex Community College, the Director of the Workforce Investment Board, Juvenile Probation, and various other community partners such as the Boys and Girls Club.

The City Manager serves as Chair of the group and the President of Middlesex Community College often assists in facilitating the monthly agenda. At every meeting, the Chief of Police debriefs the full group on gang-related activity during the past month, delivering a written report that outlines various gang-related statistics for the past month. As a strong advocate for a balanced approach that blends suppression with both prevention and intervention, Middlesex District Attorney Gerry Leone also attends every meeting. From the prosecution perspective, District Attorney Leone has also been able to assist the group in focusing on issues of victim and witness intimidation. Access to employment is represented by the Director of the Greater Lowell Workforce Investment Board. Access to both secondary and higher education is covered by the Superintendent of Lowell Public Schools and the President of Middlesex Community College. And there are also several individual and community representatives present in addition to UTEC and the Boys and Girls Club.

The Chief of Police and District Attorney have actively participated in youth dialogues and we are developing forums to best involve youth in the decisions affecting their communities. The result is that all of the “players” are at the table to best ensure that community collaboration is emphasized within a holistic approach to addressing the complexity of those root causes of youth violence. As Lowell’s Chief of Police, Kenneth Lavalée states, there is a clear need for increased coordination and information sharing. Through all of our combined efforts, there is a clear appreciation for the multi-faceted

and multi-pronged approach to a community-based gang reduction strategy. We also highly recommend that there be much consideration for funding, similar to the Commonwealth of Massachusetts' Shannon Community Safety Grant, that can best develop and implement these type of community-based, multifaceted approaches to gang violence reduction.

Finally, I would like to answer the question related to enhanced penalties for individuals based on their immigration status. In short, given the status of ongoing immigration debate, we believe that these new laws unnecessarily target undocumented immigrant youth. Such measures should be dealt with through comprehensive immigrant reform debate. As stated by the National Juvenile Justice and Delinquency Prevention Coalition:

“Section 209 of S. 456 creates enhanced penalties for felony crimes of violence and drug trafficking crimes committed by undocumented immigrants, the enhanced sentence to be served consecutive to any other sentence imposed for another offense. This section does not fulfill the purported intentions of this bill and is wholly unnecessary given that Congress is currently addressing comprehensive immigration reform. Moreover, because this provision imposes separate and disparate sentences because of a youth's immigration status, it is also unfair and discriminatory to immigrant youth.”

The idea of consecutive sentencing is particularly alarming. From our own experiences, we have seen many former gang members turn their lives around (after serving reasonable sentences for the particular gang-related crime they committed) and become mentors to other younger, gang-involved youth. It would be a tremendous shortfall to lose the opportunity for these young people to transform their lives...and help transform the life of our communities.



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Response to Questions of Senator Edward M. Kennedy

The Federal RICO statute has been successfully used in prosecuting some gang cases in the Central District of California. In order for a gang case to qualify for federal prosecution under RICO, it is necessary to establish that the gang is operating as an "enterprise", i.e. there is an organizational structure to further some illegal activity to generate revenue. I believe both the Vineland Boys and the West Myrtle criminal street gangs must have qualified as enterprises in order for a successful federal prosecution to occur.

I believe the majority of criminal street gangs operating in many jurisdictions in the country do not qualify as an enterprise. The primary interests of many gangs are turf, respect and colors. Violence occurs when there is a perception that a person, often completely innocent of any gang activity, has invaded the turf of a gang, has in some way shown disrespect to the gang or an individual gang member or relative of a gang member, or worn clothing of the wrong color.

Many local jurisdictions do not have adequate resources to effectively address the gang problem. I believe it is appropriate for the federal government to provide assistance to state and local governments through active participation in task forces established to hold accountable members of gangs who engage in violent activities. If there is clear and convincing evidence that the gang constitutes an enterprise, then utilization of RICO would be appropriate, but if RICO cannot be used there is still a critical need to investigate and prosecute violent gang members.

The gang problem in the United States is not just a local problem, but a national crisis. Gangs are mobile and do engage in interstate travel. Although a particular gang may not qualify as an enterprise, there is a loose association of groups across the country. Some gangs, such as MS 13, or Mara Salvatrucha seem to exist primarily to engage in violent conduct, not to generate money. Although many members of the gang are either from El Salvador or people born in this country of El Salvadoran refugees, this group has established a presence in a number of states, including California and Virginia, among others. This gang is a perfect example of why Federal assistance is necessary.

I do not believe there should be a requirement for the Attorney General to certify there is a federal interest in prosecution before anyone can be charged in order to respect the primacy of state and local prosecution and law enforcement. There are a number of examples of excellent collaboration between local, state and federal authorities. I would suggest that the standards currently used by the FBI in the Model Safe Streets Task Forces be utilized in addressing the nation's gang problem.

*To Be the Voice of America's Prosecutors and to Support Their Efforts to Protect the Rights and Safety of the People*

The National District Attorney's Association does not express a view on the expansion of RICO liability to federally recognized tribes.

It is not unusual for defense attorneys to express criticism of prosecutors for being "overzealous." The criminal justice system is, by its nature, an adversary system. Many times defense attorneys have very little by way of a substantive defense of their client so they resort to attacking the prosecutor.

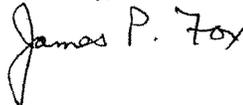
I am concerned when judges rebuke prosecutors and dismiss excessive charges against individuals alleged to be gang members, but when that occurs, it shows that our system of criminal justice is working. Excessive charges should be dismissed, and that is the proper role of the judiciary.

I do not have concerns that federalizing gang crimes will intensify actual abuses. America's prosecutors are bound to follow ethical standards and rules of professional conduct. We also must comply with state statutes, or, if a federal prosecution, with laws enacted by Congress. All prosecutors are sworn to support and defend the Constitution of the United States and the Constitution of our individual states. If a prosecutor violates any of the rules or regulations which we are obligated to follow, there are appropriate remedies available through the judiciary and administratively through disciplinary proceedings.

As I responded to Senator Feingold at the hearing before the Senate Judiciary Committee, I agree that it would be wise for federal prosecutors to consult with state and local prosecutors and law enforcement before bringing any federal cases under this proposed legislation. If our federal law enforcement partners are participating in regional taskforces, there should already be a mechanism for collaboration. The determination as to whether a case should be prosecuted at the federal or local level should be made on a case-by-case basis involving both federal and local officials. This determination should be based upon the evidence obtained and consideration of which level of prosecution would be of the greatest benefit to public safety. Once again, I would urge the same standard currently used by the FBI in the Model Safe Streets Task Forces.

I would again like to thank all of the members of the Senate Judiciary Committee for considering my testimony and my written response to the questions of Senator Edward M. Kennedy. On behalf of the National District Attorneys Association we appreciate your interest in this important public safety issue.

Sincerely,



James P. Fox  
District Attorney, San Mateo County, California  
President-Elect, National District Attorneys Association

**Questions of Senator Edward M. Kennedy****Senate Judiciary Committee Hearing on June 5, 2007  
“Examining the Federal Role to Work with Communities to Prevent and Respond to Gang  
Violence: The Gang Abatement and Prevention Act of 2007”**Questions for Detective Patrick Word

In your testimony, you emphasized that your organization represents the suppression component of the strategy to prevent gang crimes. You also pointed out that local law enforcement has the most prominent role in dealing with gangs and that 80% of gangs are local. If the great majority of gangs are a local problem, do you feel it is necessary to “federalize” gang crimes? If so, please explain why, and identify any reasons why the existing RICO scheme is insufficient.

**Senator, in my testimony, the reference to the 80% is to explain that those numbers show that most gangs are homegrown, that is native born US citizens. Most gangs in the United States are neighborhood based and culturally based, however have aligned themselves with the nationally known entities such as the Gangster Disciples, Crips, Bloods, Latin Kings, 18<sup>th</sup> Street and MS-13. My point is simply that many across the country have tried to point out the immigration issue is the major cause of today’s gang problems. That simply is not the case. While it is a symptom, it is not the only cause. Since the September 11<sup>th</sup> attacks, most of the Federal law enforcement assets that worked closely with local law enforcement through the years combating gang crime were shifted to the War on Terrorism. That has put a tremendous strain on local police departments to continue to gather intelligence and investigate street gangs. As you know, gangs have spread from urban areas into suburban and rural America. Many police agencies do not have the personnel to devote to the gang plague and find themselves behind the curve and realize too late that the gangs have taken hold of their cities, counties and towns. By bringing back Federal assets and partnerships with local law enforcement, our ability to attack these gangs is significantly enhanced.**

**In response to your inquiry on the deficient RICO statutes, the simple answer is that many gangs across the country do not meet the legal requirement for prosecution. Local gangs are transient and loose knit organizations and in some cases, leadership and hierarchy are hard to identify, making these groups disqualified from RICO standards. Many of the**

**predicate acts that RICO requires are not the types of crimes that some gangs commit, thus insufficient for use in the Federal system. Specific and targeted laws are the tool that both local and Federal law enforcement need to combat the issue.**

Other witnesses have testified that there should be a balanced approach to the gang problem, and that prevention, intervention and suppression should be equally emphasized to have a more balanced and effective response to combat gang violence. Do you agree with this approach?

**Senator, I do agree with a comprehensive approach. In my nearly twenty (20) years in law enforcement, I have never seen a Crime Bill that devotes such a large budget mark up to social issues. Parenting, mentoring, family counseling, and recreation programs are all necessary to the three pronged approach to combating gangs and gang violence. Much of the funding for these types of programs are usually linked to agencies such as Health and Human Services, the Department of Education and the like. The leadership that the Senate takes in understanding that we will never be able to merely arrest and prosecute the gang problem away, is shown in the fact that this bill understands that crime, and especially gang crime, is linked to social decay and it is our duty to fully approach the issue by funding these necessary programs.**

**I appreciate your vision and leadership along with Chairman Leahy and Senators Feinstein and Hatch on this important topic. The citizens of our country have demanded that all levels of government address the issue gangs and youth crime and I am ready to assist the Committee in any way I can. If you should require clarification or have additional questions, please feel free to contact me.**

**Submitted this 18<sup>th</sup> day of July, 2007.**

**Detective Patrick Word  
Gaithersburg, Maryland Police Department  
President, Mid Atlantic Regional Gang Investigator's Network, MARGIN  
Executive Board, National Alliance of Gang Investigators Associations, NAGIA**

**Questions for the Record from Senator Dick Durbin**  
**Hearing on Examining the Federal Role to Work with Communities to Prevent and**  
**Respond to Gang Violence: The Gang Abatement and Prevention Act of 2007**  
**June 5, 2007**

Questions for James P. Fox

1. You noted in your written testimony that many gangs with which you are familiar would not qualify as a "criminal enterprise" under current Federal RICO statutes.
  - a. What implications do you see in this gap in the Federal law for creating a new federal criminal statute that can address violent criminal street gangs that cross jurisdictional boundaries?
  
2. In your written testimony, you noted that there are some cases that would be better handled at the Federal level to "ensure public safety." You also noted that the decision to prosecute a case in State or Federal court should be made on a case-by-case basis.
  - a. To your knowledge, how are decisions currently made as to whether to prosecute bank robberies and narcotics cases in State or Federal courts?
  
  - b. Can you suggest ways of enhancing consultation between U.S. Attorneys and local prosecutors?

SUBMISSIONS FOR THE RECORD



AGAINST CHILD TRAFFICKING AND THE PROSTITUTION OF TEENS IN OUR NEIGHBORHOODS

June 3, 2007

Senator Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein,

This letter confirms that the ACTION Network is in full support of the Gang Abatement & Prevention Act 2007 (S. 456).

As you are aware the **Against Child Trafficking & the Prostitution of Teens In Our Neighborhoods (ACTION) Network** is a coalition of 50 multidisciplinary organizations convened in San Diego to fight human trafficking and the commercial sexual exploitation of children (CSEC).

Our diverse members vary from prosecutors and law enforcement to social workers, probation officers, researchers, mental health professionals and medical personnel.

Based on our findings, street gangs have been known to profit from the commercial sexual exploitation of children to further their criminal objectives. These illegal activities deeply impact our families, public safety and quality of life.

We believe that one of the most effective ways to defeat gang violence is to attack the capability that gangs have to generate money. The Gang Abatement & Prevention Act 2007 (S. 456) recognizes the nexus between sex trafficking and street gangs and their ability to make the commercial sexual exploitation of children a lucrative criminal enterprise.

For these reasons we, the ACTION Network, urge the U.S. Senate to pass the Gang Abatement & Protection Act 2007 (S. 456).

Sincerely,

*MGuillen*

Manolo Guillen  
ACTION Network  
Founder & Chairman

Provided by a generous grant from  
**The California Endowment**

707 Broadway, Suite 700 ▲ San Diego, California 92101 ▲ 619.533.3506 ▲ 619.533.6049 FAX



ADVANCEMENT  
PROJECT

07 MAY -3 AM 11:33

April 25, 2007

The Honorable Dianne Feinstein  
11111 Santa Monica Blvd, Suite 915  
Los Angeles, CA 90025

Dear Senator Feinstein:

The Advancement Project has long been an advocate for comprehensive system-wide solutions to youth violence. To that end, on January 17, 2007, we released a study on the youth gang crisis in Los Angeles entitled, *A Call to Action: A Case for a Comprehensive Solution to LA's Gang Violence Epidemic*.

The study's foremost recommendation is grounded in the public health approach to violence prevention that advocates for a regional comprehensive gang violence reduction strategy that coordinates existing governmental and community resources that are research based and effective. In order to be successful, a regional strategy requires centralized accountability and coordination to ensure effective design, implementation, and evaluation of model gang violence prevention efforts that are focused on youth who are most at risk of gang membership.

The "Gang Abatement and Prevention Act of 2007" introduced by Senators Feinstein and Hatch appropriately calls for the creation of a National Gang Research, Evaluation, and Policy Institute that will serve as the leading body for the promotion and facilitation of national gang violence prevention strategies that supplement local efforts through research, technical assistance, and evaluation.

Research has shown that investment in prevention efforts not only deters gang involvement, but is also fiscally prudent given that *one dollar* spent in prevention produces a savings of *seven dollars* in avoided prosecution and incarceration. As such, the Advancement Project supports the Gang Abatement and Prevention Act of 2007 for its recognition of the importance of prevention and its intent to institutionalize and strengthen regional gang prevention strategies.

Sincerely,

Constance L. Rice

1541 Wilshire Boulevard • Suite 508 • Los Angeles CA 90017 • Phone (213) 989-1300 • Fax: (213) 989-1309  
1730 M Street NW • Suite 910 • Washington DC 20036 • Phone (202) 728-9557 • Fax: (202) 728-9558  
[www.advancementproj.org](http://www.advancementproj.org)

JUN 1 2007 4:51PM SENATOR FEINSTEIN  
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FOR  
**LOS ANGELES DEPUTY SHERIFFS, INC.**

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May 30, 2007

The Honorable Orrin G. Hatch  
Chairman, Committee on the Judiciary  
United States Senate  
104 Hart Senate Office Building  
Washington, D.C. 20510

RE: Support for the Gang Abatement and Prevention Act of 2007

Dear Senator Hatch:

On behalf of the Association for Los Angeles Deputy Sheriffs - ALADS - the largest deputy sheriffs association in the nation, representing collective bargaining interests of more than 8,000 deputy sheriffs and district attorney investigators working in Los Angeles County, I write to express our strong support for The Gang Abatement and Prevention Act of 2007.

This measure, which would restate and enhance many of the federal sentencing provisions for gang related crime, would greatly help in the fight against criminal street gangs in Los Angeles County.

We urge your support.

Sincerely

Steve Remige  
President

cc: Office of U.S. Senator Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510  
Via Fax: (619) 231-1108

An Affiliate of the Marine Engineers Beneficial Association  
AFL-CIO





April 19, 2007

Senator Patrick Leahy  
433 Russell Senate Office Building  
United States Senate  
Washington D.C. 20510

Re: **Senate Bill 456 (Feinstein)**

Dear Senator Leahy:

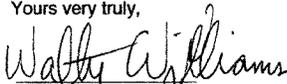
Due to an increase in gang violence in our community, the Bakersfield City Council formed the *Safe Neighborhoods and Community Relations Committee*. We are the citizens that comprise the advisory sub-committee which focuses on the reduction of gang violence in the community.

In January 2005, Senator Feinstein introduced S. 155 (The Gang Prevention and Effective Deterrence Act of 2005). The bill was referred to the Committee on the Judiciary and remained there.

In January 2007, Senator Feinstein introduced S. 456 (The Gang Abatement and Prevention Act of 2007). It, too, has been referred to the Committee on the Judiciary. The purpose of this letter is to urge your support for Senate Bill 456. This legislation will provide much needed tools for law enforcement to crack down on the proliferation of gang activity within our community.

Please take the necessary steps to get S. 456 before our legislators. Thank you for your consideration.

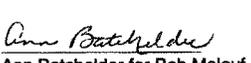
Yours very truly,

  
Walter Williams

  
Stephanie Campbell

  
Steve Perryman

  
DeVon Johnson

  
Ann Batchelder for Bob Malouf

cc: Senator Diane Feinstein

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City of Bakersfi Id  
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May 31, 2007

The Honorable Dianne Feinstein  
United State Senate  
331 Hart Senate Building  
Washington, D.C. 20510

Dear Senator Feinstein:

The County of San Bernardino is pleased to support S. 456, the Gang Abatement and Prevention Act, which will give Federal, State and local law enforcement agencies additional support for anti-gang taskforce units, witness protection programs, gang prevention services, and other efforts to quell gang crime.

As you know, criminal gang activity is an increasing threat to citizens in the County of San Bernardino as well as throughout California and across the nation. Within San Bernardino County alone, an estimated 300 active gangs are continually recruiting new members.

The comprehensive approach in S. 456 will increase gang prosecutions, fund school and civic groups' intervention and prevention efforts with at-risk youth, and will increase coordinated federal enforcement efforts against violent gangs. This legislation also includes a new federal anti-gang law that directly criminalizes and penalizes criminal street gang crime. In short, this will solidify the federal government's commitment to fight criminal street gang violence nationwide. Therefore, the San Bernardino County Board of Supervisors supports S. 456 and thanks you for your decade-long fight to provide a strong federal response to gang violence.

Sincerely,

**PAUL BIANE**  
Chairman, Board of Supervisors

*The mission of the government of the County of San Bernardino is to satisfy its customers by providing service that promotes the health, safety, well being, and quality of life of its residents according to the County Charter, general laws, and the will of the people it serves.*



**Big Brothers Big Sisters**

Judy Vredenburg  
President & CEO  
judy.vredenburg@bbbs.org

National Office  
230 North 13th Street  
Philadelphia PA 19107

Tel 215 567 7000  
fax 215 567 0394  
bigbrothersbigisters.org

May 22, 2007

U.S. Senator Dianne Feinstein  
SH-331 Hart Senate Office Building  
United States Senate  
Washington, D.C. 20510

Dear Senator Feinstein:

I write on behalf of 420 local Big Brothers Big Sisters agencies to express support for your, S.456, the Gang Abatement and Prevention Act of 2007. In particular, we are pleased by the inclusion of Title III, which seeks to increase federal resources to deter at-risk youth from joining illegal street gangs. These resources can help support mentoring programs like Big Brothers Big Sisters provide critical support to at-risk youth.

As you may know, BBBS is the nation's oldest and largest youth mentoring organization. Our mission is to help children reach their potential through professionally supported, one-to-one relationships with measurable impact. The Big Brothers Big Sisters program began over a century ago to provide one-to-one services to at-risk youth in need of additional support and guidance. As a dedicated advocate for at-risk children and positive youth development, we are pleased to support provisions of this legislation that seek to promote positive and healthy behavior in at-risk youth by deterring gang involvement.

Thank you for your leadership in introducing S. 456. We appreciate your interest in supporting America's at-risk youth. If we can be of further assistance, please contact Michael Hackman, Director of Public Policy, at [michael.hackman@bbbs.org](mailto:michael.hackman@bbbs.org).

Sincerely,

Judy Vredenburg

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*Greg Sartin*



*City of  
Encinitas*

Office of  
the Mayor

May 21, 2007

*James H. Bond*  
Mayor

Senator Diane Feinstein  
331 Hart Senate Office Building  
Washington, D.C. 20510

Via Facsimile:  
310-914-7318

Dear Senator Feinstein:

*Jerome Stocks*  
Deputy Mayor

I am writing in support of the "Gang Abatement and Prevention Act of 2007." This important bill will increase and strengthen gang prosecution and prevention efforts, provide greater tools for Federal, State and local law enforcement agencies to combat violent gangs, and provide funding for intervention and prevention programs.

*Teresa Barib*  
Council Member

Gangs and gang violence are pervasive problems in our nation that are not limited to urban areas. The City of Encinitas is a suburban community in northern coastal San Diego County. Our demographics show a higher than County average household income, home ownership and education level. However, even with those favorable statistics, Encinitas is not immune from the impact of gang activities. Law enforcement personnel have expressed concerns about a growing problem with gang-related activities in the region. The City of Encinitas, in conjunction with its neighboring City of Solana Beach, fund a sworn Special Purpose Officer dedicated to addressing gang and drug related activities in the area. Like many other communities in our nation, greater resources are needed to address this criminal problem.

*Don Dalgner*  
Council Member

*Maggie Houlbarn*  
Council Member

Thank you for your support of this important legislation.

*Phil Cotton*  
City Manager

Sincerely,

James Bond, Mayor  
City of Encinitas

CC: City Council Members



Testimony  
*United States Senate Committee on the Judiciary*  
**Examining the Federal Role to Work with Communities to Prevent and Respond to Gang  
Violence: The Gang Abatement and Prevention Act of 2007**  
June 5, 2007

**The Honorable Barbara Boxer**  
United States Senator, California

Statement for the Record by Senator Barbara Boxer  
Senate Judiciary Committee Hearing  
The Gang Abatement and Prevention Act of 2007, S.456  
June 5, 2006

Good morning and thank you, Madame Chair, for the privilege of participating in this important hearing.

I commend you for your hard work and leadership on this issue for all these years, and I am proud to join as a co-sponsor of your bill. I am proud to join because this bill is balanced between punishment and prevention, and will bring much needed help to beleaguered communities.

I also want to welcome my good friends from Los Angeles – Mayor Antonio Villaraigosa and Chief William Bratton. Both the Mayor and the Chief have worked tirelessly on the issue before us today – gang violence. They confront it every day, and we deeply appreciate their hard work and efforts. We are here today because we want to help them in their efforts.

Those of us from California – Madame Chair, the Mayor, the Chief and I – know all too well, unfortunately, the damage that gang violence has done to our communities and our families, particularly our children.

I want to tell you a very sad story that catapulted me into action.

On November 13, 2005, 11-year old Mynisha Crenshaw sat down to have dinner with her 14-year old sister and their family in their San Bernardino, California apartment building. A gang-related dispute broke out and gunfire sprayed the apartment building, killing young Mynisha and seriously wounding her 14-year old sister.

Imagine the fear and anguish the family and the community felt because of this tragedy – a young girl, full of hope and promise, dead because of senseless violence. Her big sister, wounded from the same gunfire, thankfully recovered.

Imagine the fear, though, in the community that something like this could happen again. And just four months later, it did – two men were killed in gang-related crossfire in downtown San Bernardino.

In response to the shootings, I, along with Senator Feinstein, introduced a bill called Mynisha's Law. Under Mynisha's Law, an interagency task force – comprised of the Depts. of Justice, Education, Labor, HHS and HUD – would be responsible for identifying and coordinating comprehensive gang prevention and intervention resources to high intensity gang areas.

Today, I am pleased to announce that provisions of Mynisha's Law have been incorporated into the Gang Abatement Act.

One provision places an interagency task force in each high intensity gang area so that each area will have access to comprehensive prevention and intervention resources from a variety of sources.

For example, a high intensity gang area could receive assistance in the form of 21st Century Learning Centers from the Dept. of Education. The Mayor, Senator Feinstein and I all have been big supporters of this program.

A high intensity gang area could also receive grants from the Office of Community Services under the Dept. of Health & Human Services to build community-based youth empowerment programs. Or a high intensity gang area could receive assistance from the Job Corps program under the Dept. of Labor.

The point is that we will now be able to bring a variety of resources to assist communities suffering from gang violence.

The second provision is a reporting requirement that will ensure that the needs of each jurisdiction are considered by the President and Congress during the budget process.

Each high intensity gang area is required to report whether federal resources are meeting the needs of the jurisdiction – if not, then specific recommendations to address shortfalls are required. Annual reports from each jurisdiction will be distributed not only to Congress, but also to the Director of the Office of Management & Budget and the National Domestic Policy Council.

Again, Madame Chair, I want to thank you for the opportunity to contribute to your efforts on the important issue of gang violence.

Gang violence affects communities, families and children all across America – it is a waste of life; it is unacceptable.

Madame Chair, you have laid out the crisis in your opening statements. Your bill, S.456, the Gang Abatement Act, goes a long way toward creating an effective federal, state and local partnership to combat gang violence.

The bill provides new tools and strong penalties to help bring gang criminals to justice. The bill also provides additional resources to enhance information sharing and

coordination between federal, state and local law enforcement authorities.

The Gang Abatement Act commits significant and substantial resources – hundreds of millions of dollars – to communities for gang prevention and intervention. This is an important commitment by the federal government to provide stable long-term gang prevention and intervention resources to communities in need, as well as tough penalties aimed at ruthless gangs.

In closing, I want to again thank the Chair, Senator Hatch, Mayor Villaraigosa and Chief Bratton for their hard work and dedication in addressing the issue of gang violence. I would also like to thank Chairman Leahy and the Judiciary Committee for the privilege of appearing here today to participate in this important hearing. I look forward to seeing S.456, the Gang Abatement Act, come to the floor of the Senate soon for a vote.



May 8, 2007

The Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein,

On behalf of Boys & Girls Clubs of America and the over 4000 Clubs and the 4.6 million young people we serve, I would like to thank you for introducing the "Gang Abatement and Prevention Act of 2007". Our organization heartily endorses this legislation that will work to reduce the problem of gangs and gang violence in this country.

As the fastest growing youth development organization in the United States, we are faced with the ever increasing problems that gangs create for our young people. Prevention programs are a necessary component to combating the issue of gang violence, and Boys & Girls Clubs of America stands ready to provide support to Prevention Teams in communities where gang activity is prevalent. If possible, I would like to discuss with you our Gang Prevention programs and the outcomes we have seen as a result of their implementation.

Thank you for the opportunity to review S.456, and please let me know if there is anyway we can help with the implementation of the Act once it is passed.

Sincerely,

  
Lorraine Howerton  
Senior Vice President  
Office of Government Relations

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CITY OF GARDENA CA

NO. 9466 FP. 2 02/02

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MARIA ELENA MARQUEZ, City Clerk  
 J. INGRID TSUKUYAMA, City Treasurer  
 MITCHELL G. LANSOELL, City Manager  
 EDWARD W. LEE, City Attorney

May 31, 2007

The Honorable Dianne Feinstein  
 United States Senator  
 Attention: Mr. Percy Pinkney  
 11111 Santa Monica Boulevard, Suite 915  
 Los Angeles, CA 90025  
 Fax: (310) 914-7318

**RE: SUPPORT OF S. 456 "The Gang Abatement and Prevention Act of 2007"**

Dear Senator Feinstein:

Thank you for your bipartisan leadership in introducing comprehensive gang legislation. I'm writing today to add my voice to many who already strongly support this legislation, *The Gang Abatement and Prevention Act of 2007*, as it would more clearly define crime in relation to unlawful gang activities and establish new and tougher federal penalties to deter crime and punish members of illegal street gangs. I also clearly support the federal funding authorized in your bill for suppression, prevention, and intervention programs.

Gang violence is major problem, affecting not only Gardena and nearby communities, but cities and towns throughout our state and our nation. We need to have a coordinated system among federal, state, and local governments to work together to eliminate gang-related crime and violence. I also support the provisions in your bill that would create new High Intensity Interstate Gang Activity Areas, enhance existing federal efforts such as Project Safe Neighborhood and Safe Street, and expand grants to states and local agencies and to community groups.

Your statement, "The federal government cannot wait any longer to strengthen its own criminal laws and lend this much-needed hand of assistance to the local agencies battling violence," indicates your compelling dedication to meet this ever-growing gang crisis head on.

Yes, I enthusiastically support this legislation and believe that it would help ensure that federal, state, tribal, and local law enforcement agencies have the tools and resources necessary to fight gang-related crime and violence.

Respectfully,

STEVEN C. BRADFORD, Councilmember  
 City of Gardena

SCB:nw  
 c: Mayor and City Councilmembers  
 City Manager  
 Chief of Police

MAILING ADDRESS: P.O. BOX 47003, GARDENA, CALIFORNIA 90247-8003 / FAX NO: (310) 217-6094 / WEB SITE: [www.ci.gardena.ca.us](http://www.ci.gardena.ca.us)

Testimony  
*United States Senate Committee on the Judiciary*  
**Examining the Federal Role to Work with Communities to Prevent and Respond to Gang  
Violence: The Gang Abatement and Prevention Act of 2007**  
June 5, 2007

Testimony of  
William J. Bratton  
Chief of Police  
City of Los Angeles  
Examining the Federal Role to Work with Communities to  
Prevent and Respond to Gang Violence: The Gang Abatement and Prevention Act of  
2007  
United States Senate  
Committee on the Judiciary  
The Honorable Patrick J. Leahy, Chairman  
June 5, 2007

Senator Feinstein and distinguished members of the committee, I thank you for holding this hearing and for affording me the opportunity to appear in-person to address this body. I am gratified that I am able to contribute to the record on what I view as one of the most important issues facing law enforcement in the United States - Gang Abatement and Prevention. This growing problem does not just have an impact at the local level; it effects the state and federal level of law enforcement as well.

I offer my perspective as a 37-year veteran law enforcement officer, Los Angeles Police Chief, and former Police Commissioner of the New York Police Department and Boston Police Department. As president of the Police Executive Research Forum (PERF) and a long time member of the Major Cities Chiefs Association and International Association of the Chiefs of Police, I make it my business to study current events and to gauge the effects of those events on the police profession. It is incumbent on police leaders to continuously reevaluate the way we do business and to forecast the issues and problems that may impact on our ability to safeguard those we are sworn to protect and to serve.

Recent statistics released by the Federal Bureau of Investigation (FBI) indicate that violent crime is increasing nationwide at its highest rate in 15 years. Current research conducted by PERF and supported by anecdotal evidence from some of the nation's leading police chiefs indicates we have a developing crime problem in this country, which has been commonly referred to as "A Gathering Storm." Crime numbers for 2006 indicate that crime is again spiking in communities throughout the country. In Los Angeles, where we have driven crime down by 29 percent over the last four years, and reduced the number of homicide victims by 25 percent, we continue to struggle with an entrenched gang crime problem. In fact, renowned civil rights attorney, Connie Rice, referred to Los Angeles as, "The gang capital of the country." After four years of steady decline in gang-related crime, including a 22 percent reduction in homicides, overall gang-related violent crime in Los Angeles rose by 15 percent in 2006. We track these

crimes closely and when we identified this trend, I worked with my senior management team, Mayor Antonio Villaraigosa and other City and community leaders to develop a number of important, wide-ranging initiatives designed to significantly reduce the incidence of gang crime, which I will speak further upon later in the presentation. With that said, I want to make it perfectly clear that the Los Angeles Police Department's 2007 Gang Enforcement Initiatives dovetail perfectly with the proposals presented in the Senator Feinstein's Gang Abatement and Prevention Act of 2007 (S.456).

Among other initiatives, this comprehensive crime bill proposes an increase in gang prosecution and prevention efforts. It establishes an extended federal commitment to help fight criminal street gang violence nationwide, by authorizing more than \$1 billion over the next five years to support federal, state and local law enforcement efforts against violent gangs, witness protection programs and services geared toward gang prevention. The bill further specifies that half of the High Intensity Gang Activity Area program funding be used for intervention and prevention efforts by schools and civic groups focused on at-risk youth, in a combined prevention-intervention-suppression approach modeled after the successful Operation Cease-fire Strategy, and with a new Gang Research, Evaluation and Policy Institute established to study and collect best practices for the prevention of gang violence and to train jurisdictions accordingly.

This bill recognizes what cops already know, that we can't arrest our way out of our gang crime problem. The police alone can't own the gang problem. Society must step up to address intervention and prevention and the Feinstein-Hatch Bill is a major and essential step in the right direction.

The LAPD firmly believes that prevention, intervention and suppression are the keys to curbing gang violence. The LAPD has seven prevention and two intervention programs, which provide at-risk youths with alternatives to gang membership and criminal behavior. Prevention programs deter at-risk youths from gangs and/or criminal behavior, while intervention programs help at-risk youths to separate from gangs and/or criminal behavior. However, nothing in life is free. Everything comes with a price. Other than providing personnel resources, neither the City nor the LAPD provides funding for these youth programs. The LAPD has 19 geographic Areas, all of which generate their own funding to support these nine programs, derived from various sources including, but not limited to, state and federal grants, Area boosters, corporate sponsors, private donors and fundraisers. High visibility also deters gang violence, and the LAPD conducts City-wide gang suppression efforts against gangs, gang crime and violence throughout the City of Los Angeles. The funding provided via the High Interstate Gang Activity Area program would greatly assist the LAPD in curbing this growing gang problem through prevention, intervention and suppression; further allowing us to provide the highest quality service to the people who live, work and visit the City of Los Angeles.

At this time, I would like to provide you with an outline of the current prevention, intervention and suppression programs that the LAPD has in place, and the costs for running these highly affective programs with a breakdown of where the monetary funds are generated.

First, let me start with the prevention aspect. Prevention programs deter at-risk youths from gangs and/or criminal behavior. As I alluded to earlier, the LAPD has seven prevention programs in place - the Law Enforcement Explorer program; the Gang Resistance Education and Training Program, also commonly referred to as the GREAT program; the Los Angeles Police Academy Magnet School program; the Jeopardy program; the Deputy Auxiliary Police Program; the Police Activities League Program, better know as the PALS program; and the Youth Program Initiative Youth Academy.

Let me first start by speaking about the Law Enforcement Explorer program. This program was established in 1962 as a prevention program for youths, ages 14 through 20, who demonstrated a strong interest in law enforcement. It is the goal of the program and the LAPD to assist those graduates with careers in law enforcement.

The Explorer program is comprised of 19 geographic Area explorer posts and one Senior Explorer post, which is housed within the LAPDs Juvenile Division. The LAPD currently has a total of 549 explorers in the program. The program conducts two explorer academies each year.

The primary goals and objectives of the Explorer program are to recruit and prepare young men and women for future careers in law enforcement; provide a forum in which young people can complete non-hazardous community services; and, provide them with training for the development of better citizens and physical fitness. During 2006, the 19 explorer posts provided 32,607 crime-prevention hours and 64,372 community-service hours, for a total of 96,979 hours, to the citizens of Los Angeles.

The Explorer program is the oldest and one of the most successful youth programs within the LAPD. Sworn personnel, who are assigned to the Explorer program, are ultimately responsible for the success of the program. The cost to finance one explorer recruit through the 16-session explorer academy is approximately \$478.00 per recruit; which includes uniforms, accessories, academic supplies, graduation photographs and miscellaneous academy expenditures. The program is primarily funded through grant programs, which totals \$276,000. The Juvenile Justice Crime Prevention Act (JJCPA) Schiff-Cardenas Grant provides \$120,000, which finances two-explorer academies each year. The Los Angeles Police Foundation provides \$130,000, which finances in-service training, training materials and equipment. The Weed and Seed grant provides the program with \$11,000, and other miscellaneous grants totaling \$15,000 round out the grant funding. The rest of the money needed to fund the program comes specifically from the 19 LAPD geographic Area posts, which is generated through donations and fundraisers from businesses and private organizations throughout the City, totaling \$249,283.

The Gang Resistance Education and Training (GREAT) program, a school-based anti-gang prevention/educational program, was established in 2001. The program is sponsored by the Federal Bureau of Alcohol, Tobacco and Firearms, and administered by the Bureau of Justice Assistance (BJA), Office of Justice Programs, United States

Department of Justice (DOJ).

During 2006, the GREAT program was expanded to four schools - two middle schools and two elementary schools. Two full-time and four part-time officers currently teach the program at William Mulholland Middle School, Richard Henry Dana Middle School, Cabrillo Avenue Elementary School and 15th Street Elementary School. At the conclusion of the 2006/07 school year, approximately 700 students will have been taught the GREAT curriculum.

The GREAT program's main objective is prevention. The program is intended to be an immunization against delinquency, youth violence and gang membership. The program's goals are to reduce gang participation, teach life skills and to educate the youth of today as to the consequences of gang involvement.

The BJA five-year study revealed students showed significant improvement in their peer relationships, attitudes towards law enforcement, and in their pro-social conduct. The LAPD submits a quarterly Categorical Discretionary Progress Report to the BJA addressing the number of participants, academic performance, and school attendance.

Since its inception, the GREAT enrollment has reached 5,000 students. Approximately 700 of these students have transitioned into the Magnet School or Explorer programs. The Department and the Los Angeles Unified School District (LAUSD), as partners in the GREAT program, are ultimately accountable for the success and future expansion of the program. The program improves the academic level of youth participants and facilitates transition into the Magnet and Explorer programs.

The BJA Federal Grant (FY 2006/07) funds the GREAT program, which totals \$250,000. The percentage breakdown of the grant is as follows:

- Officer/Instructor's Salary Subsidy - \$175,000 (70%)
- Training/Equipment/Awards - \$75,000 (30%)

Total: \$250,000 (100%)

The Magnet School program was established in 1996 as a school-based prevention program. The program is a cooperative effort among the Department, the LAUSD and various corporate sponsors.

During 2006, the Magnet School program was expanded from six to seven schools - five high schools and two middle schools. The program services 1,225 students, and 400 of these students have transitioned from the GREAT program. The gender makeup of both programs is 60 percent males and 40 percent females.

The Magnet School program prepares highly motivated young men and women for careers in law enforcement, as well as other related technical fields. The primary educational goal of the program is for 100 percent of the participating students to graduate high school and subsequently attend college. The long-term goal is to develop future police officers and leaders in the community.

The LAUSD maintains a database on all Magnet School program students until the age of 23, which is the age when most students graduate from college and/or make a career choice. This database monitors student performance by measuring if the student continues their formal college education and/or whether they transition into a law enforcement career.

The Magnet School program maintains performance criteria monitored by the assigned sworn police officer and faculty member at each school. Student cadets are required to meet high performance standards. Monitoring has shown that attendance, grade point averages, graduation rates and college enrollment of Magnet school students are significantly higher than the general student population.

In 2007, the LAPD found that the attendance rate for Magnet students was 97 percent, in comparison to that of the general student population of 55 percent. Ninety-eight percent of Magnet students continued their formal education, in comparison to that of the general population 57 percent. Twenty-six Magnet graduates are currently employed as full-time LAPD police officers, while six other Magnet graduates have started the LAPD employment process.

The California Partnership Academy grant funds \$85,000 for each of the five high schools involved in the program for a total of \$425,000. An additional \$40,000 comes from corporate donors to provide Magnet School program awards and college scholarships to graduating senior cadets.

The Jeopardy program was established in 1990 as a gang-prevention program for youths, ages eight through 17. The program targets youth "at-risk" of becoming involved in gang activity and offers them a variety of educational and physical projects from tutoring to martial arts.

The Jeopardy program advocates scholastic achievement and good citizenship, while focusing on school attendance, social behavior, goal-setting skills, and academic performance.

The Jeopardy program serves approximately 353 youths at 10 LAPD geographic Areas including Rampart, Southwest, Southeast, 77th Street, Van Nuys, Foothill, Devonshire, Mission, West Valley and North Hollywood Areas.

The program uses monthly case status reports, academic performance, and positive or negative contacts with law enforcement to measure the effectiveness of the program. Although the Jeopardy program involves various community-based organizations; i.e., Balancing the Odds Foundation, in operating their program, the LAPD is ultimately responsible for the success and failure of the program.

In December 2003, the LAPD, with approval from the Los Angeles City Council, implemented the Jeopardy Program Payroll Deduction Fund. City employees donate

through voluntary payroll deduction to the Jeopardy program. The funds are deposited into the Jeopardy account maintained in the Police Department Trust Fund. The account is administered by the LAPD Fiscal Operations Division and coordinated by our Juvenile Division. In addition to the Jeopardy Payroll Deduction Fund, the LAPD geographic Area Jeopardy programs received the following funding during 2006 and 2007, which totaled \$217,780.

Jeopardy Payroll Deduction Fund \$22,600  
 Donations \$84,730  
 Fundraisers \$60,500  
 Grants \$49,950  
 Total: \$217,780

The Deputy Auxiliary Police (DAP) program introduces the Cities youth to life experiences, while allowing them to participate in activities that instill a sense of community pride, self-discipline, and leadership in an overall positive police environment. The association these kids have with police officers helps develop a sense of ethics, values and skills that mature them into responsible and productive members of the community.

The DAP program focuses on youths, ages nine through 13, and currently services 327 youths at seven LAPD geographic Area Community Police Stations; including Central, Southwest, Wilshire, Pacific, Harbor, Mission and North Hollywood Areas.

The DAP Program introduces kids to the field of law enforcement and provides physical and mental preparation necessary to make the transition into the Explorer and Magnet School programs. The goals of the DAP Program are to focus youth activities in a constructive and positive direction, learn good citizenship skills, become involved in service to the community, and participate in educational and recreational enrichment activities.

The effectiveness of the program is measured through academic performance, attendance, either negative or positive police contact, and the number of youths that transition into the Explorer or Magnet School programs.

The DAP program is funded by donations, fundraisers and grants totaling \$36,900. The breakdown of monetary funds from donations, fundraisers and grants are as follows:  
 Donations \$25,700  
 Fundraisers \$200  
 Grants \$11,000  
 Total: \$36,900

The Department's Police Activity League (PAL) program was established in 1992. The PAL Program gives disadvantaged youths the opportunity to participate in self-enhancement activities, such as recreational and athletic activities, and educational field trips. The program promotes trust and understanding between young people and police officers, by bringing youths under the direct supervision and constructive influence of police officers.

The PAL program services approximately 1,091 youths at 10 LAPD geographic Area Community Police Stations; including Devonshire, Mission, West Valley, Rampart, Hollenbeck, Southwest, Newton, Harbor, Hollywood and West Los Angeles Areas.

The PAL program develops a partnership between police officers and our community's youth. The goals and objectives are developed in adherence to educational, athletic, and family mentoring activities. The program's effectiveness is measured through the high number of youths involved in the program, approximately 1,100 participants. Due to the program's varied curriculum, youths are able to participate in academic and athletic activities, where they earn awards to document their accomplishments. Many PAL participants' transition into the Explorer and Magnet programs.

Since the local PAL chapters are affiliated with National and CAL PAL, they frequently receive federal and state funding to assist them in conducting an effective program. The Area PAL programs received a total of \$267,796 in donations, fundraisers and grants. The breakdown of monetary funds from donations, fundraisers and grants during 2006 were as follows:

Donations \$106,100  
Fundraisers \$69,696  
Grants \$92,000  
Total: \$267,796

The last LAPD prevention program I want to discuss with you is the Youth Program Initiative (YPI) Youth Academy. This program was introduced in the fall of 2006. The Youth Academy is a pilot after-school program currently conducted at LAUSDs John Adams and Florence Nightingale Middle Schools. The program is a career-based prevention program designed to familiarize youth with the role of police officers, its culture, and the rewards associated with a law enforcement career. The program's philosophy focuses on the creation of a disciplined learning environment where candid and open dialogue is appreciated, and where treating others with respect and tolerance is the standard.

The applicant must be in the 7th or 8th grade, and between the ages 11 through 14, to participate in the program. The youth must attend the middle school where the Youth Academy is being conducted. To qualify for enrollment, the student must have a "C" or better academic grade and a rating of "Satisfactory" or above in citizenship. The six-week academy is currently conducted twice each week at the two middle schools. Los Angeles Police Department personnel and LAUSD faculty instruct the program. Based on the success of the program, future expansion to other middle schools is desired.

Class One recently graduated nine students at Adams Middle School. Class Two, with 31 students enrolled, and Class Three, with 26 students, are currently in session at John Adams Middle School and Florence Nightingale Middle School, respectively.

The Youth Academy objectives and goals are to:

- Transition students into the Police Explorer and Magnet School programs;
- Interest and recruit students into criminal justice careers, either sworn or civilian positions within the LAPD;
- Familiarize cadets in LAPD operations and police officer duties;
- Promote learning by developing the students' written and verbal communication, and mathematical and problem-solving skills;
- Foster collaboration between police officers, educators, parents, and the community to help students achieve the best training as they pursue their educational and career goals;
- Develop good citizenship standards; and,
- Expand the program to several middle schools.

The LAUSD monitors the grades and academic progress of all student participants. Ultimately, the number of student participants who transition into the Explorer or Magnet School programs determines the overall success of the program. Due to the recent implementation, it is currently not possible to measure the effectiveness of the program.

The LAUSD is currently funding the after-school program by supplying teachers and supplies to conduct the classroom instruction. The LAPD is supplying police personnel to coordinate and assist in the classroom instruction. The overall cost of the program has not yet been determined.

I would know like to segment from prevention into intervention. Let me start by saying this, intervention programs help at-risk youths to separate from gangs and/or criminal behavior. The LAPD understands this, and is committed to the overall success of these next two programs I am about to discuss.

First, the LAPD has the Juvenile Impact program (JIP). The JIP was established at LAPDs Central Area in 1990. The JIP is an intervention, boot-camp style program for at-risk youths, ages 14 through 17.

During Fiscal Year 2006/07, the JIP serviced approximately 256 youths at five LAPD Community Police Stations; including Central, 77th Street, Southeast, Harbor and Rampart Areas. Los Angeles Police Department personnel work with the Juvenile Court, schools, teachers and parents to make a "military style" boot-camp successful. Most JIP participants enter the program as a result of a negative police contact.

Juvenile Impact program participants must meet the following criteria:

- Be an at-risk youth in need of immediate diversion from crime and gangs;
- Between the ages of 14 through 17. Participants under 14 years of age must be approved by an Area Commanding Officer;
- Youth must have behavioral/discipline problems; and,
- Youth can not have a serious or violent felony criminal record.

The program is designed to intervene with at-risk youth, identify issues and causes for delinquent and anti-social behavior, and develop a comprehensive plan for change. The ultimate goal is to have youth participants complete the program and remain free from

future arrests.

The Los Angeles Police Foundation contracted the Evaluation and Training Institute (ETI) to evaluate the JIp at our 77th Street Area. The ETI measured the short and long-term impact of the program on the youth participants and their parents. The ETI evaluated the effect the JIp had on youth participants regarding law enforcement, discipline and respect for their parents. The survey was conducted on the first and eighth week of the program, and again 90 days after completion of the program. The following are the objectives and results of the ETI survey:

Objective 1: Increase Student Awareness of Structure and Discipline.

- 97% of the parents agreed they were comfortable disciplining their child, and saw a greater response to discipline by their child.

Objective 2: Increase and Improve Student Behavior both Socially and Academically.

- Post-survey results indicated that parents saw improvements in their child's behavior.
- 83% of the students were able to utilize their new anger-management skills to handle conflict at home, at school and in the community environment.

Objective 3: Increase Community Awareness of the LAPD.

- 86% of parents appreciated law enforcement for their participation in the HP.
- 100% of parents agreed with the statement, "I trust law enforcement."
- 81% of students agreed with the statement, "I trust law enforcement."

Objective 4: Decrease Community and Social Violence in the Local Area.

- The majority of parents believed their children were not involved in criminal activities.
- 81% of post-survey students agreed with the statement, "It is bad to break the law."

Objective 5: Increase Student Attendance and Improve their School Behavior.

- 86% of pre-survey parents believed their children do not follow school rules and regulations.
- 58% of post-survey parents believed their children do not follow school rules, a 28% reduction.
- 98% pre-survey students believed that it is important to follow school rules. That percentage fell to 79% at the end of the JIP, a 9% reduction.

Objective 6: Improve Police and Community Relations.

- Objectives 3 and 6 had many of the same questions, therefore, the findings of these two objectives were combined.

Objective 7: Improve Student Achievement both in and out of School.

- 94% of post-survey parents agreed with the statement, "I am involved in my child's life."
- 91% of post-survey students were glad to have participated in the JIP.

The JIP is funded through donations, fundraisers and grants totaling \$185,000. The

breakdown of monetary funds from donations, fundraisers and grants during 2006 were as follows:  
Donations \$157,000  
Fundraisers \$15,000  
Grants \$13,000  
Total: \$185,000

The second program is the Youth Advocacy Program (YAP). This program was established in 1990, as an intervention and diversion program. The Mayor and the Los Angeles City Council designated the City's Community Development Department (CDD), the LAPD, and the Office of the City Attorney to develop an alternative to the court system.

The YAP provides professional counseling to youth who are at-risk of becoming involved in criminal behavior, gangs or are first or second-time offenders not involved in serious crimes against persons and, generally, not on probation or parole.

The YAP services youths, ages six through 17, and their parents. During 2006, LAPD personnel referred 432 youths to Family Development Network (FDN) agencies for professional counseling, as compared to 90 referrals during 2005, for a 437 percent increase.

The YAP diverts at-risk youth into a counseling program, in lieu of a court appearance, through referrals to community-based agencies. There are currently 12 FDN community-based lead agencies City-wide. As of September 2005, the City's CDD and the LAPD have implemented FDN counselors at the Community Police Stations. The on-site FDN counselors provide immediate intake and counseling services to YAP referrals.

Studies conducted by the LAPD showed that the YAP produced a 75 to 77 percent success rate with 25 percent or fewer referred youths becoming involved in a subsequent arrest and/or criminal behavior.

Lead agencies are responsible for meeting their enrollment goals. Goal attainment data is provided for consideration when proposals for funding are rated. The CDD, Human Services and Family Development Division staff review reported enrollments monthly to check compliance with enrollment goals. Several times per contract period, assigned monitors make site visits to review client files. The monitors check for attendance records, case worker notes and client service plans. An annual contract compliance review is subsequently conducted for each FDN consortium, and a summary of the report findings is sent to the FDN agency.

The FDN funding is derived primarily from the Community Development Block Grant, with a lesser amount from the Community Services Block Grant. Ten of the 12 FDN consortia have been funded at a level of \$800,000 per year, and two are funded at a \$700,000 annual level.

The last phase of this presentation I wish to discuss with you deals with suppression. I don't know how else to say it except to say, suppression programs enforce juvenile and gang crime. Although sometimes not viewed as a positive by many of today's Monday morning quarterbacks, suppression efforts are a much needed tool in today's violent gang society.

In 2006, Los Angeles faced a very unique situation. We experienced a 15 percent increase in gang-related crime; however, overall crime was down City-wide. In response to this revelation, we shifted more cops into the communities with large concentrations of gang members. Utilizing COMPSTAT statistics, a high-tech computer system that tracks and anticipates future crime areas, we addressed the issue head-on by placing "cops on the dots."

In response to an increase in gang-related crimes in 2006, the LAPD identified a number of important wide-ranging initiatives that were implemented this year, designed to significantly reduce the incident of gang crime. This effort is a comprehensive, multi-faceted approach that navigates the entire criminal justice continuum. With more than 290 active gangs in the City of Los Angeles, with a combined membership of over 31,000 gang members, the following gang enforcement efforts are directed at identified gangs and gang members involved in serious violent crime and narcotics sales. Some of the initiative enforcement components, which I spoke about at the beginning of my testimony, include the following:

- Launch of the South Bureau Criminal Gang Homicide Group;
- Designation of the Department Gang Coordinator;
- Placement of Los Angeles gang members on the FBI's "Ten Most Wanted List";
- Identification of the City's "Top Targeted Gangs;"
- Implementation of the "Community Safety Operations Center;"
- Patrol Proliferation Strategy;
- 204th Street Gang Abatement Strategy;
- Gang Abatement Legislation;
- Convergence of local, state and federal law enforcement agencies;
- Convergence of law enforcement agencies at the local, state, and federal levels;
- Community Symposiums on Gang Awareness; and,
- Community Awareness Bulletins.

Let me take the time now to explain exactly how these initiatives have paid huge dividends in decreasing gang crime in the City of Los Angeles, and will continue adding to the success of collaboration between local, state and federal law enforcement agencies to curb this growing gang epidemic.

The creation of our South Bureau Criminal Homicide Group, which is housed in our Department's South Bureau, traditionally known as the most violent part of the City, brings together over 120 of the most experienced and ambitious homicide and gang detectives in the City. This innovative organization focuses exclusively on gang-related murders and attempt murders. Only in the early stages of its inception, it has already been a phenomenal success. So far to date, the Criminal Homicide Group has investigated 50

cases, some of which date back more than two decades. Of those 50 cases, they have solved 42 of them, which is an astonishing 84 percent clearing rate. Overall, the clearance rate for South Los Angeles homicides have increased from 48 percent in 2006 to 74 percent this year. Overall, the City-wide clearance rate has jumped from 63 percent in 2006 to 75 percent in 2007.

Coordination with the Office of the Mayor and other partner agencies and community groups has been achieved by the designation of the Commanding Officer, Detective Bureau, as the Department Gang Coordinator (DGC). This executive-level police official is responsible for bringing continuity, cohesion and consistency to the Department's overall gang reduction strategy. Additionally, the DGC is responsible for providing solution-based strategies designed to drive our gang initiative agenda.

The LAPD recently identified a Los Angeles area gang member whose name was provided by the FBI for placement on the FBI's Ten Most Wanted List. The placement of criminal fugitives from Los Angeles represents the LAPD's intention to arrest, prosecute and incarcerate the most notorious gang criminals in this region. In fact, the first top 10-gang member to be placed on the list, Angel Zevallos, was captured within 10 days of being placed on the list. This capture was truly a team effort, and very impressive to see come together. It was as if all of the outside agencies, along with the LAPD detectives were working together across the room rather than across the country. Upon capture of these gang members, another local gang member that meets the FBI criteria for placement on the list will be provided to the FBI.

We have also taken a proactive step in identifying the City's top targeted street gangs. Previously, law enforcement officials did not divulge the names of individual gangs who were involved in crimes because of a widely held perception that doing so elevated the criminal's influence and standing in the gang community. This new strategy abandons the earlier posture and challenges these menaces by exposing their corrosive behavior to the scrutiny of a more informed and confident community.

The LAPD has also implemented a "Community Safety Operations Center." Housed in our Operations- Valley Bureau, the Community Safety Operations Center combines the enforcement capability of law enforcement with the advocacy of involved community members. People working with people, people working with police. This special enforcement group of over fifty officers, motor personnel and supervisors analyze real-time crime data and other information to rapidly and strategically deploy officers in crime-ridden regions of the San Fernando Valley. They deploy in a variety of configurations to include high-visibility patrols and other, less traditional covert means of apprehending violent criminals.

The proliferation strategy initiative allows patrol officers, with appropriate training and oversight, to engage in the enforcement of civil injunctions and the service of arrest warrants on which gang members are named. This initiative is designed to take full advantage of the LAPD field force and dramatically increase our ability to protect law-abiding citizens. Working in conjunction with the Mayor's Office and the City Attorney's

Office, the LAPD has successfully enacted 31 active gang injunctions involving 46 gangs. These injunctions have become an extraordinary tool in combating gang crime in the City of Los Angeles.

As a result of numerous assaults committed by the 204th Street gang, including recent racially motivated homicides, the 204th Street gang has been targeted for enforcement action using a number of strategies, most of which I have previously discussed with you today. The LAPD's primary goal is to protect law-abiding citizens from crimes motivated by prejudice, while easing tension in the community. By focusing in on this notorious gang, the LAPD is not only creating a more peaceful environment to visit, live and work, but also an environment that can be used as a role model for the rest of the country in the area of tolerance.

As still another strategic dimension of our scholastic approach to regulate gang violence, the LAPD has begun to submit local and state policymakers for consideration - recommendations for comprehensive and thoughtful gang abatement legislation that will enhance the ability of law enforcement agencies in the State of California to address indiscriminate acts of gang violence and conditions that perpetuate them. This effort is intended to solidify our resolve to dismantle the very notion of criminal street gangs within borders of the City of Los Angeles and beyond.

Cooperation and coordination is the key to success. The LAPD is fully aware of this concept, which is the focus behind our initiative - convergence of local, state and federal law enforcement agencies. In just a short amount of time, unprecedented partnerships have been established with the Los Angeles Sheriff's Department; FBI; Alcohol Tobacco and Firearms; Drug Enforcement Administration; California State Parole; Los Angeles County Probation; LAUSD Police; and, other local municipal police departments across the nation. The LAPD believes strongly in the concept of working together and that together, we can make a difference. In fact, this year we began working in conjunction with the FBI, the Bureau of Alcohol, Tobacco and Firearms, and the Los Angeles District and City Attorneys Office targeting 11 street gangs that were considered to be the worst in Los Angeles, and quite possibly the entire country. This is the type of coordinated effort and collaboration necessary to make a difference in this country. Working together, sharing ideas between us, places the law enforcement community one-step ahead of the criminals, which will ultimately reduce gang violence and crime.

Each of the LAPD Operations bureau commanding officers coordinate and convene special education seminars in various regions of their command designed to heighten the community's awareness of gang cultures and trends. Groups that will have an opportunity to participate in these special learning institutes will include:

- Neighborhood Councils;
- Community-Police Advisory Boards;
- Community-Police Academy Graduates;
- Clergy Council Members;
- Faith and Civic Leaders;
- Public and Private School Principals and Administrators;

- Specialist Reserves; and,
- Other Community Stakeholders.

Education is power. Gangs create fear in the communities through violent acts and by manipulating the community's lack of understanding and awareness of the resources and tools that are available to them to thwart this growing menace. To help empower and educate the community, the LAPD has been distributing mailers and other media in an effort to enlighten our community partners and cultivate their consciousness concerning the things they must do to sustain their sense of neighborhood independence.

These initiatives that I have just laid out for you have already shown great dividends. As of this past week, City-wide, Los Angeles recorded 79 gang-related homicides, compared with 117 during the same period last year, which equates to a 32.5 percent decrease. In comparison to 2002, the year I took over as Chief of Police, Los Angeles has gone from 162 gang-related killings to 79, a 51.2 percent decrease City-wide.

South Los Angeles has seen a decrease in homicides from 70 to 58 in comparison to this time last year. Overall, gang-related homicides in South Los Angeles are down 23 percent from 47 to 36. This plunge in killings has helped fuel a 24 percent drop in overall homicides. In laymen terms, that's 48 fewer murder victims, 48 fewer families victimized and 48 fewer young men going to jail for 20 to 25 years for that crime. In reality, we are saving two lives - the victim, and hopefully, keeping another young person from committing murder.

Much of our success comes from very proactive policing and other sophisticated crime fighting efforts, such as placing cameras in high crime areas, gang injunctions, prosecution programs such as the Community Law Enforcement and Recovery program, better known as CLEAR, and financial support from the Los Angeles Housing Authority granting extra overtime for patrols in high crime areas.

These numbers reflect exactly what I have been saying for years, "We need more cops." With more resources, we can devote more time to the cases and solve them, and with fewer murders taking place, we have more time to look at the unsolved cases to resolve those as well. Quite simply, it's a matter of resources. Resources working together at all levels, local, state and federal, making a difference and turning around this growing gang problem we face today.

The LAPDs crime suppression efforts have been extremely effective, and have had a direct impact on violent gang crime trends throughout the City of Los Angeles. By beefing-up our police efforts, gang-related crime has dropped as much as 30 percent City-wide. In just the first five months of this year, Gang-related homicides have dropped 30 percent, bringing our total City-wide homicide rate down to 24 percent, one of the lowest recorded levels in the history of the City. While gang-related homicides saw the biggest drop, the total of all gang-related crimes dropped 5.5 percent City-wide - from 2,521 recorded incidents last year to 2,382 this year.

Again, let me reiterate that nothing comes for free. Adequate funding for the prevention, intervention and suppression has been and always will be a source of great concern. However, the investment we pay now will reap great dividends in our future generations. The passing of this bill is the first step in the right direction in order to reverse the pendulum of gang violence in this country. I can not stress enough that other than providing personnel resources to operate the programs I have outlined for you today, the City of Los Angeles and the LAPD do not finance the programs. Only together, forming inter-agency partnerships for suppression, and providing the necessary funds to facilitate prevention and intervention programs can we accomplish seemingly impossible task.

In closing, let me say that I was privileged to have been afforded the opportunity in the 1990s to be part of the successful partnership between local, state and federal authorities that turned around the crime trend in this great country. The last time I provided testimony, I stated that it is my belief that the spikes we are seeing in crime are the first sign that the residual benefits of the 1990s investments are coming to an end. If this disinvestment is not reversed, we risk returning to an era where the police were thought to have no impact on crime and no role in crime prevention and control- a time when street crime spiraled out of control.

So I say to you this, "What can be done to reverse this growing trend and ensure that the pendulum does not continue to swing in the wrong direction?" The first step is to recognize that we have a problem. The next step is to engage in discussion and debate aimed at developing plausible solutions. We must enact policy that reflects our commitment and its growing impact on the people we protect and serve. This committee hearing is encouraging and serves as evidence that we may be, once again, moving toward the successful partnerships of the 1990s.

We got it right in this country in the 1990s, when we formed inter-agency partnerships and developed coordinated initiatives to combat crime. Let's get it right in the 21st Century.



STATE OF CALIFORNIA  
OFFICE OF THE ATTORNEY GENERAL  
EDMUND G. BROWN JR.  
ATTORNEY GENERAL

May 25, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Re: Support for S. 456, the Gang Abatement and Prevention Act of 2007

Dear Senator Feinstein:

I am pleased to offer my support for Senate Bill 456, the Gang Abatement and Prevention Act of 2007. This legislation will provide critically needed assistance to federal, state, and local gang prevention, intervention, and suppression efforts.

Violent street gangs have existed for decades, but their size and number has been increasing at alarming rates. And while gang violence was once primarily a problem in large cities, it now pervades communities in nearly every region of the country. Gang members cross all racial, ethnic, and socioeconomic boundaries, and they are being recruited at increasingly younger ages.

Over the past five years, gangs have been responsible for more than a quarter of the homicides in California. They are involved in criminal activity of every type, and their criminal enterprises have become increasingly sophisticated. Using cutting-edge technology as well as strong-arm tactics, they engage in drug manufacturing, weapons trafficking, counterfeiting and money laundering, robbery, organized theft, prostitution, and extortion. They intimidate witnesses, commit violent acts against law enforcement officers, and kill innocent bystanders.

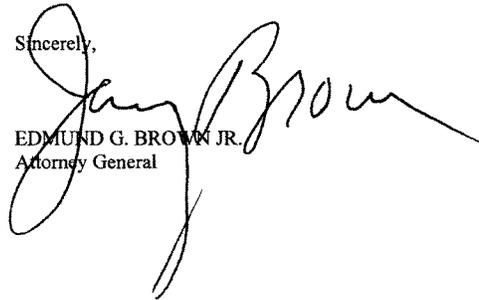
1515 CLAY STREET • OAKLAND, CALIFORNIA 94612 • PHONE (510) 622-2100 • FAX (510) 622-2270



The Honorable Dianne Feinstein  
May 25, 2007  
Page Two

We must act now to address this very serious threat to the public safety of our citizens. Your Senate Bill 456 is a significant step, which appropriately balances gang prevention and intervention efforts with suppression efforts. Please let me know if I can be of further assistance as you work to make this bill become law.

Sincerely,

A handwritten signature in black ink, appearing to read "Edmund G. Brown Jr.", written in a cursive style.

EDMUND G. BROWN JR.  
Attorney General



CDA

Fax: 916 443 0540

May 29 2007 13:13 P.01

**CALIFORNIA DISTRICT ATTORNEYS  
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DAVID LaBAHN

May 29, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

**Re: S. 456 – Support**

Dear Senator Feinstein:

The California District Attorneys Association (CDA), which represents 58 elected district attorneys, 11 elected city attorneys, and almost 3,000 deputy prosecutors throughout California, supports your measure, S. 456, which proposes to increase the penalties for gang activity and provide prosecutors with additional resources to combat gangs.

As you are well aware, California is experiencing an unprecedented spike in violent gang activity. S. 456 will help address this issue by increasing the federal penalties for gang activity and violent criminal conduct. Further, CDA welcomes the assistance to local authorities contained in this bill, specifically, the authorization to provide grants to local district attorney offices for the purpose of hiring additional prosecutors.

Thank you for your leadership on this important issue. If I may be of assistance to you on this or any other public safety matter, please do not hesitate to contact me.

Very truly yours,

David LaBahn  
Executive Director

cc: The Members of the Senate Committee on the Judiciary  
The Honorable James Fox, District Attorney, San Mateo County

05/29/2007 4:09PM

FEB. 5. 2007 1:25PM

NO. 5252 P. 2



**California Gang Investigators Association  
PMB 331  
5942 Edinger St., STE #113  
Huntington Beach, CA 92649  
Telephone 888 229 2442 Fax 714 846 6547  
[www.cgiaonline.org](http://www.cgiaonline.org)**

Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

January 31, 2007

Dear Senator Feinstein:

The California Gang Investigators Association has supported comprehensive legislation to combat gang violence in each session of congress that it has been introduced, and continues to support your efforts. You may recall I testified before the Senate Judiciary Sub-Committee in support of Senate Bill 1735, entitled "The Gang Prevention and Effective Deterrence Act of 2003." I again want to emphasize our association's continued support of your efforts and that of your fellow legislators in enacting "The Gang Abatement and Prevention Act of 2007."

Street gang activity has not abated and continues to terrorize our communities as evidenced by the rise in gang-related violence while other crimes of violence are slowing. Gangs remain a primary public safety concern for our neighborhoods. It is my opinion that street gangs kill neighborhoods just as surely as their bullets kill people. Gangs are creating urban wastelands of some of those communities most stricken by their violent activity. Hundreds upon hundreds of Americans are slain every year by street gangs, and thousands more are injured physically and psychologically by their senseless violence.

This legislation provides new law which will aid in this struggle, but beyond that it provides funding of resources to local law enforcement where the brunt of the enforcement efforts against criminal street gangs takes place. This assistance is vital to engaging the gangs with coordinated law enforcement efforts. The legislation will enable task forces to be equipped with modern crime fighting equipment utilizing the latest intelligence and analytical tools.

If our association can be of any further assistance to you please feel free to contact me at the above address and phone number, or by email at [wmcbride@socal.rr.com](mailto:wmcbride@socal.rr.com).

Sincerely yours,

Wesley D. McBride  
Executive Director  
CGIA

MAY 18 2007 2:52PM 08 PM JOHN LOVELL LAW OFFICE FAX NO. 916 441 197 NO. 7793 P. 2, 02



## California Peace Officers' Association

1455 Response Road, Suite 190, Sacramento, CA 95815  
 (916) 263-0541 FAX (916) 263-6090  
 E-mail: cpua@cpoa.org Website: www.cpoa.org

May 15, 2007

Honorable Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington, D.C. 22510

Dear Senator Feinstein:

The California Peace Officers' Association represents the totality of California law enforcement. Our membership includes chiefs or police, sheriffs, management personnel from the entire profession as well as rank and file officers. We have examined your bill, the Gang Prevention and Effective Deterrence Act, and are pleased to endorse this legislation.

This legislation will give law enforcement increased tools to combat gang violence by not only increasing penalties, but by also focusing enforcement efforts on gangs who recruit children. The reality is that gangs are no longer neighborhood crime problems, but cross state lines, which makes the federal approach you have tailored singularly appropriate.

Your bill will not only provide needed additional resources for law enforcement to combat gangs, but it will create new prosecution offenses, which will provide additional strategies for cracking down on gang activity.

The California Peace Officers' Association stands ready to assist you in securing passage of this legislation. Please do not hesitate to call on us as this important bill moves through the legislative process.

Sincerely,

A handwritten signature in black ink, appearing to read "Paul Cappitelli".

Paul Cappitelli  
 President  
 California Peace Officers' Association

MAY. 29. 2007 4:07PM

NO. 8916 P. 2



## California State Sheriffs' Association

Organization Founded by its Sheriffs in 1894

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Sheriff, Santa Clara County

**1st Vice President**  
Ed Hoames  
Sheriff, Placer County

**2nd Vice President**  
Clay Puckler  
Sheriff, Tehama County

**Secretary**  
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Sheriff, San Benito County

**Treasurer**  
Mark Pazin  
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**Sergeant-at-Arms**  
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Sheriff, Nevada County

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Sheriff, Marin County

Bill Kolander  
Sheriff, San Diego County

Warren Ruff  
Sheriff, Contra Costa County

Steve Szalay  
Executive Director

Nick Warner  
Legislative Director

Murti J. Mayur  
General Counsel

May 21, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

On behalf of the California State Sheriffs' Association (CSSA), I write to advise of our support for your bill S 456, the "Gang Abatement and Prevention Act of 2007," legislation to provide a comprehensive approach to the problem of violence by criminal street gangs.

S 456 establishes new crimes and tougher federal penalties to deter and punish members of illegal street gangs and provides more than \$1 billion in funding over five years for gang enforcement, prevention and intervention programs over five years.

The Attorney General would be required to designate certain locations as "High Intensity" Interstate Gang Activity Areas (HIGAA's) and assistance would be provided in the form of criminal street gang enforcement teams made up of local, state and federal law enforcement authorities to investigate and prosecute criminal street gangs in each high intensity interstate gang activity area.

S 456 specifically targets gangs and gang member crimes by making a new federal crime to illegally participate in a criminal street gang, criminalizing violent crimes in furtherance or in aid of criminal street gangs, and creating a new criminal offense for murder and other violent crimes committed in furtherance of a drug trafficking crime.

The bill also establishes new penalties for gang-related crimes and provides far higher penalties for violent gang crimes, including the possibility of life imprisonment without parole for murder, kidnapping, aggravated sexual abuse, or maiming. It increases the maximum penalties for violence committed in furtherance of racketeering, so that the laws complement one another, and provide punishment appropriate to the more serious, and more dangerous, organized nature of these offenses. It creates tougher laws for certain federal crimes such as carjacking, conspiracy, and other existing offenses in which gang members may be involved. It increases the penalties for violent felons who possess firearms and increases penalties for criminal transfer of firearms for use in crimes of violence and drug trafficking.

We thank you for authoring S 456 and your long-standing efforts on this issue. California's gang problem is hugely destructive to our state. Criminal gangs and their violent and illegal activities have permeated our communities. Law enforcement is in critical need of the resources provided in your bill. Please don't hesitate to contact us if we can be of further assistance to you.

Sincerely,

Laurie Smith, President  
Sheriff, Santa Clara County

Robert T. Doyle, Legislative Committee Chair  
Sheriff, Marin County

LS/cmc

cc: All California Sheriffs  
Steve Szalay, CSSA Executive Director  
Nick Warner, CSSA Legislative Director

1450 Eddyway Dr, Ste 6 \* West Sacramento, California 95691-5001  
P O Box 980790 \* West Sacramento, California 95798-0790

Telephone 916/975-8000 \* Fax 916/975-8077 \* Website calsherriffs.org \* e-mail cssa calsherriffs.org



Founded in 1959  
by Sara O'Meara and Yvonne Feddersen  
PREVENTION and TREATMENT of CHILD ABUSE

National Headquarters  
15757 North 78th Street  
Scottsdale, AZ 85260  
T 480-922-8212  
F 480-922-7061  
www.childhelp.org

June 5, 2007

Honorable Dianne Feinstein  
US Senate  
331 Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

We at Childhelp applaud your efforts to help stop gang violence, which has a devastating impact on children and families throughout the country. Many of the children whom we treat are victims of gang related violence and abuse. Gang violence has been increasing in intensity and ferocity over the years and many innocent children and families suffer intensely as a result.

We are pleased to endorse the Gang Abatement and Prevention Act (S.456) and we truly appreciate your efforts in sponsoring this important legislation. We know you to be a champion of children's issues and causes and see this as a natural extension of your concern for the children and families devastated by gang violence.

If we could stop the gangs from forming and work diligently to "put them out of business", we believe that the children who are co-opted, often unwillingly, into gangs will be saved from lives of violence and misery. The collateral damage from gang violence is enormous and any effort to put an end to the gangs will benefit our country tremendously.

Thank you for your tireless efforts on behalf of the children. We stand ready to support you in any way we can.

Very sincerely yours,

A handwritten signature in black ink that reads "John R. Reid". The signature is written in a cursive, flowing style.

John R. Reid  
Executive Director

# CITIZENS AGAINST HOMICIDE

*Join Us To Make A Difference*

June 4, 2007

**Officers**

Jan Miller President	Greg Smith Judiciary Council to Senator Dianne Feinstein U.S. Senator Dianne Feinstein
Jane Alexander Vice President	U.S. Senate Washington, DC 20510

Perfect Printers  
Newsletter - Editor

Dear Mr. Smith,

Alice Ostergren  
Treasurer

We write to you on behalf of Citizens Against Homicide to express support for the Gang Abatement and Prevention Act of 2007.

Carol Silveira  
Secretary

Anne Poverello  
Victim Representative

Citizens Against Homicide is a non-profit, public benefits organization serving families and friends of homicide. CAH assists families nationwide through the complicated criminal justice system; provides trial and courtroom support to victims; accompanies victims to parole hearings in their endeavor to keep the convicted murderer in prison; and provides information on pending crime legislation.

Jacque MacDonald  
*The Victim's Voice* - *Publicity*

**Advisory Board**

A majority of the board members of Citizens Against Homicide have had a family member murdered. They are surviving the devastating loss of a loved one and still suffer the continued emotional trauma of coping with our criminal justice system. We have joined together to create a voice for the survivors and friends of murder victims.

Terri de la Cuesta

Bill Miller

The Gang Abatement and Prevention Act of 2007 increases criminal penalties for several violent crimes which, if enforced, would deter individuals from committing such crimes as well as more adequately punish the convicted criminals.

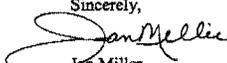
Jack Miller

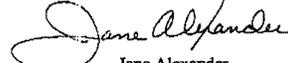
Chuck Mitchell

Citizens Against Homicide supports this legislation.

Ed Sullivan

Sincerely,

  
Jan Miller  
Co-Founder

  
Jane Alexander  
Co-Founder

Tel 415-455-5944

P.O. Box 2113 • San Anselmo • CA 94979

Fax 415-454-0298



*City of Montebello*

May 16, 2007

The Honorable Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington D.C. 20510

**Re: Gang Abatement and Prevention Act of 2007**

Dear Senator Feinstein:

The purpose of this letter is to express my strong support of the proposed legislation known as the Gang Abatement and Prevention Act of 2007. This legislation would authorize funding of more than \$1 billion over the next five years to support law enforcement efforts against gangs, witness protection programs, and services geared toward gang prevention programs as well as other deterrent measures to protect communities from violent criminals.

This legislation is very timely since the loss of Juvenile Accountability Block Grant funds and Local Law Enforcement Block Grant program funds due to budget cuts over the last couple of years at the federal level. These actions have severely impaired our ability to provide the services needed to deal with gangs in our community.

In the City of Montebello gang related graffiti is costing our community hundreds of thousands of dollars annually not to mention the drain it has on city resources. The gang problem in our community has reached a level that has resulted in the Police Department seeking an injunction action being placed over approximately half of our city's area of 8.2 square miles.

It is extremely important that state and local law enforcement agencies continue to receive the valuable assistance that federal funding programs have provided over the recent years. These funds can be used to finance programs that will place more police officers on our streets to carry out enforcement efforts along with school-based and other prevention programs to deter criminal activity.

Your efforts at supporting this legislation once again demonstrate your support of this nation's law enforcement agencies. Thank you for your concern and attention to this matter.

Sincerely,

Garry Couso-Vasquez  
 Chief of Police

1600 West Beverly Boulevard • Montebello, California 90640-3932 • (323) 887-1200

Testimony  
*United States Senate Committee on the Judiciary*  
**Examining the Federal Role to Work with Communities to Prevent and Respond to Gang  
Violence: The Gang Abatement and Prevention Act of 2007**  
June 5, 2007

Testimony of Gregg Croteau, MSW  
Executive Director  
The United Teen Equality Center  
“Examining the Federal Role to Work with Communities to Prevent and Respond to  
Gang Violence: The Gang Abatement and Prevention Act of 2007”  
June 5, 2007

I would like to first thank Chairman Leahy, Senator Feinstein, and all of the distinguished members of this Committee for allowing me the opportunity to share some of my thoughts on this critically important issue. I should first note that my testimony today also incorporates many ideas and experiences from the wide range of partners we work with, streetworker staff that are building relationships with young people every day, and the stories and conversations we have had with so many teens over the years.

For the past 7 years, I have had the honor of working as the first Executive Director for the United Teen Equality Center, a youth organization located in Lowell, Massachusetts. Situated approximately 35 miles northwest of Boston, Lowell has a total population of 105,000 people. With a strong immigrant community, we are also home to the second largest Cambodian-American community in the country, often estimated around 25,000-30,000 individuals.

With an estimated 25-30 active gang sets in our City, gang-related violence is a critical concern in Lowell as it is in so many other urban communities across the country. However, we are very proud to say that Lowell is also home to a very strong sense of community collaboration. It is within this community-centered context that UTEC has developed as a potential model for youth violence prevention strategies.

Just to provide a brief background on our organization, the United Teen Equality Center (UTEC) was established in 1999 from an organizing movement led by young people to develop their own teen center in response to the gang violence occurring at the time. From the very beginning, UTEC’s emphasis on being “youth-led” was in the forefront of our work. This movement was propelled by a group of teenagers who stressed that there was no place to “hang out” in the downtown area. During this time, there was a high incidence of gang violence between Latino and Southeast Asian youth and, as is today, the downtown area was regarded by teens as the one true “neutral zone,” a safe environment where they can freely socialize without fear of any gang or “turf” associations. As such, those involved quickly realized the need for UTEC to be located in the heart of downtown Lowell and UTEC soon opened its doors in March of 1999.

Through intensive street outreach, UTEC now serves over 1,500 youth annually and over

150 teens every day (ages 13-23), particularly those most often overlooked and labeled as "at-risk." UTEC's mission is to be a youth-led safe-haven for youth development and grassroots organizing. Overall, our core values focus on peace, positivity, and empowerment within a multicultural and holistic learning setting. UTEC offers programming (all at no cost) in the following 4 main centers: Streetwork (outreach and gang peacemaking), Youth Development (cultural and performing arts), Education and Work Skills Training (new alternative diploma school program), and Youth Organizing (grassroots community organizing).

Soon after our establishment, UTEC created the Streetworker Peacemaking Project that aims to intervene in gang conflicts and mediate specific disputes between rival gang sets. Through our work in this area, our Streetworker Team implements a peacemaking process with rival youth gang leaders that ultimately lead to the facilitation of various peace summits between opposing gang sets. We have received significant recognition for our peacemaking work in this area. We are often called upon by City and state leaders to advise on a variety of youth and gang violence issues. We have presented at various conferences and have been invited to conduct peacemaking trainings throughout the country. Community-based violence prevention programs across the country are looking at the outreach activities of UTEC as a possible model. The Robert Wood Johnson Foundation recently funded researchers at the Johns Hopkins Bloomberg School of Public Health to evaluate our street outreach activities. This evaluation will identify not only the critical components necessary for a successful outreach program, but also how outreach activities that incorporate youth development can lead to reductions in youth violence.

UTEC was also recently recognized as Citizen's Bank and New England Cable Network's (NECN) Community "Champion in Action," chosen as the one awardwinning youth organization out of over 90 agencies considered throughout the state ([www.boston.com/news/necn/Shows/champs/](http://www.boston.com/news/necn/Shows/champs/)). A brief summary of some of our other accomplishments is also included as an attachment at the end of this testimony.

We feel as though we have significant "on the ground" knowledge of many of the issues being addressed through this new legislation through our partnerships and experiences in working with young people (both gang-involved and those non-affiliated), local law enforcement, our district attorney's office, our juvenile court, our school department and various other city and community-based agencies. After reading through the information provided on this new legislation, we have a range of thoughts we would like to share.

First, and most importantly, the federal government is absolutely on point in recognizing youth violence as a critical issue in our communities. One loss is far too many, and unfortunately, we have had to attend far too many funerals these days in our roles as youthworkers and advocates for young people. Funerals have become far too much like regular events in the lives of young people. In fact, when we were at one of our last funerals, walking toward the grave site of this 19 year old young man, I accidentally stepped on another gravestone. As I looked down, the gravestone was actually that of another young man shot and killed only weeks before. All I could think was that this is

absurd. This cannot be seen as “normal.” We cannot just walk past these gravesites.

So, yes, we truly appreciate your initiative in prioritizing this critical issue in our communities and agree that a major statement must be made to best address the violence too often found in our streets.

However, we respectfully express our concern that this major statement, this unique opportunity to significantly affect change that lasts beyond the current moment, must include a balanced approach of enforcement along with intervention and prevention. In our opinion, enforcement is indeed a much needed component of an overall approach to best reduce youth and gang-related violence. However, enforcement is also only at its strongest when there is a very solid complementary force of intervention and prevention services in the community.

As I mentioned before, in Lowell, we have been very fortunate to conduct our work in a community that truly values the power of partnerships. Currently, Lowell’s City Manager recently formed a Gang Advisory Task Force. As part of this board, we regularly meet with the City Manager, the Chief of the Lowell Police Department, the Middlesex County District Attorney, Superintendent of Lowell Public Schools, President of Middlesex Community College, Director of the Workforce Investment Board, Juvenile Probation, and various other community partners. The Chief of Police and District Attorney have actively participated in youth dialogues and we are developing forums to best involve youth in the decisions affecting their communities. The result is that all of the “players” are at the table to best ensure that community collaboration is emphasized within a holistic approach to addressing the complexity of those root causes of youth violence. Moreover, through state support from a new funding stream to address the rise in youth violence, better known as the Senator Charles E. Shannon Community Safety Initiative, the City of Lowell was awarded funds to best implement the range of services that intersect and reflect a balanced approach of enforcement, prevention, and intervention.

Intervention and prevention cannot be seen as an “add-on” to a community approach heavily weighted toward enforcement and prosecution. As many other researchers have commented, we cannot just lock away the problem. As indicated in a letter from the National Juvenile Justice and Delinquency Prevention Coalition (with over 31 agencies, such as the Child Welfare League of America and the American Corrections Association signing on), this bill “contains 23 substantive sections; of those, 21 focus solely on creating new crimes, expanding culpability for the accused, and enhancing penalties for the convicted. Similarly, of the \$240.5 million in appropriations the bill requests, less than 20% is allowed for prevention and intervention.” Moreover, for communities like Lowell, if we are not designated as a High Intensity Interstate Gang Activity Area (HIIGAA), the proposed legislation authorizes only 25 million dollars a year for gang violence prevention services for communities such as ours across the country, communities that are also battling complex issues with a tremendous need for additional prevention and intervention funding. If prevention and intervention is seen as equal to enforcement strategies, one should expect an infusion of 120 million dollars per year. As Streetworkers, our dream is that funding for such services as ours will be seen in the

same light as enforcement and prosecution. Our dream is that these type of services will also be seen as essential.

Moreover, the "gang problem" is not an easy one to pinpoint and define. In fact, we often try to stray away from categorizing the violence in our communities as a "gang problem." All of the complex forces and rooted causes of gang-related violence will never be adequately portrayed when defining it with a singular name. The issues of poverty, racism, education, and other complex forces all impact the violence in our streets. There is no one "fix" and there can be no one name that encompasses all our concerns.

That being said, we do have concerns that this new legislation takes a very broad approach to solving problems that are often locally distinct and community centered. As Senator Kennedy mentioned in his statement of June 22, 2006, there is a "one-size-fits-all approach" to this legislation that is of considerable concern. From our experiences, it is incredibly clear that the gangs in Los Angeles are radically different from the gangs in Lowell. The approach to best address this problem must also allow for the opportunity to be radically different.

As the Committee may know, Paul Logli, Chairman of the Board of the National District Attorneys Association, recently testified at the House Judiciary Committee Hearing on: "Making Communities Safer: Youth Violence and Gang Interventions that Work." He stated, "As a cautionary note, however, I would like to emphasize that the federal tendency to make "one size fit all" works counter to the strength of utilizing community efforts. Our communities differ, our gang problems differ and accordingly our responses must differ. What Congress can bring to this is the flexibility and adaptability to meet the will of our communities."

Federalizing certain "gang crimes" can make the local approach that much more difficult to address, never mind the notion that "federal prosecution is more expensive than state level prosecution (as stated in the Heritage Foundation's report entitled "Federalizing 'Gang Crime' is Counterproductive and Dangerous").

Before concluding, we also wanted to urge your support on another important and related matter. The Federal Youth Coordination Act passed last year in the 109th Congress. As the Youth Policy Action Center states, "The Federal Youth Development Council would bring together those Department and Agency members along with members from the private and youth-serving non-profit sectors, and youth themselves, to increase communication among federal agencies; develop a comprehensive plan to more strategically implement federal youth policy; recommend objectives and goals for federal youth programs; facilitate collaboration on interagency demonstration projects; and provide technical assistance to state-funded youth coordinating councils. It also creates the Federal Youth Development Council, and requires only a modest \$1 million appropriation to implement one of the only pieces of legislation ever passed that will potentially impact millions of youth in the United States." As we embark on initiatives to best coordinate various youth-related initiatives, we also ask for your support in urging

Congress to fund this new Act so that a new Federal Youth Development Council can begin the work of best coordinating our nation's policies affecting younger people.

Ultimately, we believe that not all youth who are gang-involved are doomed to one similar path. Youth who are in gangs also have the capacity to create change, not only in their own lives but in the life of their community. We know too many young peacemakers that have brokered peace between their rivals. There is no one face of a gang member. There can be no one overarching solution that is perfect for Lowell as it is for Los Angeles. However, we do know that the intervention and prevention strategies can provide the hope that some young people have lost sight of. Without a balanced effort in these areas, the hopelessness that already surrounds too many young people will continue to grow that much stronger. There is no greater foe, no greater frustration...than the sense of young person who feels like nothing can change...that "this is the life I am cornered into."

There is a critical problem in our communities. And yes, we need to make a MAJOR STATEMENT in our policies to best address it. We urge you to consider the concerns we have raised and the hope embodied in increased funding for prevention and intervention services.

In the remaining pages we have included two stories that exemplify a glimpse into the power behind young people who have benefited from such intervention services. Rather than the normality of youth funerals, it is these type of stories that need and can become commonplace in our discussions around the complex issues of violence. Thank you again for all your consideration and we look forward to working with you on this critical issue.

#### The Courage to Make Peace

The Streetworker program of the United Teen Equality Center focuses on developing a peace process among the many rival youth gangs in Lowell. Here is one of their success stories.

The other day Bun was talking about how he first got involved with UTEC. He laughed as he talked about how one of the UTEC staff kept "harassing" him and his girlfriend at the movie theatre, trying to let him know about some of the programs UTEC offers. Bun never signed up for any program that day. In fact, he now states that he thought this particular staff member was somewhat of a "whackjob." Weeks later, we heard that he was involved in a fight with another rival gang set. Because of this initial conversation at the cinema, we now knew how to contact him. After meeting with him again, it was clear that this young man was someone well respected within his gang set (a "shot caller"). Over the coming months, another one of our staff continued "harassing" him...this time it was focused on helping him out with his current court case. Later, it was around helping him find a job.

As the months passed, our staff had earned Bun's respect. So, when it came down to

organizing a Peace Summit with his rival gang set, we knew that Bun was the one who could really make this happen. And although many of his friends distrusted the whole idea of being in the same room as their "enemies," Bun convinced them to give it a shot. We conducted circle meetings with just his "boys," building relationships with them all and planting a seed of what the peace summit might look like. During the 3-day summit, Bun was as loud as he usually is...often trying to challenge any and all of the staff on the trip. However, after various teambuilding and discussion activities, our last night was upon us.

To close this particular summit, we asked all teens to join together standing in circle in front of the fire they built themselves. We asked them to write down one thing they wanted to get rid of in their life and toss it into the fire. We then asked them to find a stone from the beach that represented one thing they wanted to take away from this trip and share that with all around the fire. After a significant period of silence without anyone starting this last piece of sharing, Bun once again shined as a leader. This time, it was a leader for peace. He quickly threw his rolled-up paper into the fire and shared how he didn't want to upset his mother anymore...didn't want to see her cry anymore, not knowing if her son was going to be killed one night by rival gang members. He then showed us his rock...a rock he had chosen because it symbolized the hope he gained from this trip. Peace between these two rival gang groups occurred this night by the fire. And it was not the result of any one particular topic mentioned by an adult. It was a result of all the relationship-building groundwork that occurred prior to this trip...and it was the result of such courageous words from a young leader.

After debriefing on this night, our staff only wished that the police officers and court officials that have often labeled Bun and his friends could see their stereotypes being shattered in front of this booming fire. When we all returned back home, we knew that peace was relative. Indeed, there were a couple incidents of violence between other youth in these gang sets who were not a part of this summit. However, the success of this summit was still as present as it was during this trip to a remote island. A tone was already set that weekend that these youth had a unique talent, a talent that revolved around their ability to be the peacemakers that no one else in their community could be.

Since that summit, we now know who to talk to when we hear that there might be problems on the street. We also know whom to call when there are questions as to how to resolve fights on the street. Just as importantly, our ability to empower each one of these youth to help themselves is that much greater as a result of the work accomplished on that island.. and all the follow-up that occurred since then...whether it be comforting Bun at the funeral of his friend who was recently shot or helping his girlfriend with the many health questions she has around her pregnancy.

Bun is now preparing himself to go to counseling with his girlfriend. He is now looking into a new type of promotion through his job. He is also still hanging with his "boys" on the street and in the gang. However, it was those initial crises in his life that provided an opportunity for all of us to work together...and it is his own experiences and resiliency that have provided him the opportunity to be a unique leader in our community.

### The Courage to Leave

It's hard to accurately describe a story that often takes you back to an image of a hospital room, praying for one of your teens to survive the night. And hoping...just hoping...that other teens you knew were not responsible for the violence that placed him in that very same room.

From the age of 5 years old, Ricky spent many years of his life growing up in a foster home. At the age of 12, he finally got his chance to live with his biological family. Having to move to a new, much bigger city, Ricky talks about getting lost quickly, having trouble adjusting to a new city life. At school, things seemed to get worse. He struggled with keeping up at school, had few friends, and no one to talk to. Ricky quickly found himself desperately trying to reach out to connect with anyone that would befriend him.

The Moon Light Strangers, aka MLS (a local youth gang in Lowell), welcomed him with open arms. In the beginning, Ricky's new friends made him feel incredible comfortable. They were the cool kids in school, and they wanted to spend all their time with him. Ricky quickly felt as though he belonged. MLS gave Ricky an instant family, protection, and a good time almost every night.

Ricky was so wrapped up with MLS that everything else in his life didn't matter anymore. School became a distraction and hard to manage. His family's concerns turned into arguments and he felt misunderstood. The only place where he felt as though he wasn't questioned, yelled at, or treated with disrespect was with MLS.

Ricky decided to pledge his life to MLS and was "jumped in" to his new family (a ritual of being beaten and punched while surrounded in a circle by fellow gang brothers). After that day, many more days occurred filled with a different kind of violence, one that found him and his fellow gang members fighting other teens that he never saw in his life. He was now living in fear, creating new enemies every day.

One day after school, he found himself in another fight. This time, the fight was broken up by Sako and others from UTEC's Streetworker team. Sako convinced Ricky to get a ride home with him so that he would not run into further trouble on the street. The Streetworkers explained to Ricky what they did and some of the programs that UTEC had to offer. Though appreciative, Ricky was still distant and apprehensive of getting further involved. However, after Sako and others kept "chipping away," continually staying in contact with Ricky and urging him to get more involved with UTEC, Ricky eventually stopped by and a connection was quickly made. The relationship between Ricky and Sako focused on building upon his strengths, helping him identify short and long-term goals.

Soon enough, they began talking about why he was involved with MLS and the effects of

his involvement (both positive and not so positive). Sako never preached to him about getting out. Having himself been gang-involved in the past, he knows far too well that his effectiveness as a Streetworker does not lie in preaching and convincing. Rather, his talents usually lay in his ability to consistently “chip away,” knocking at that door which leads into a more two-way dialogue on all that is going on in a young person’s life...not just that surrounding gang life and violence on the streets. Sako knows that the true skill simply lies in creating a place where Ricky could come to once he chooses change...once he chooses to transform his own life.

On a September night, one in which Ricky often describes as being a particularly windy one, he made such a change. He decided to break free from his gang set. Unfortunately, Ricky felt that he didn’t want any “loose ends” and wanted to do it “the real way.” This particular way involved him skipping school and meeting up with his fellow gang brothers at a local park in order to be “jumped out.” Similar to the initial ritual he endured, he expected to be beaten and punched by his gang brothers for a specific number of seconds while he stood still within the circle enclosing him. Unfortunately, these expected seconds turned into horrific minutes. Ricky was severely beaten that night by a group of his “former” gang brothers.

They dropped him off at the hospital when they thought they heard his neck crack and he lay in a coma for 10 days.

The Streetworkers eventually received word that Ricky was at the hospital and the entire team rushed to the emergency room. Sako and other members of our team continued to be a support for Ricky during various periods while hospitalized. Unfortunately, the Streetworkers endured another loss this evening, as we had known several of the teens allegedly involved in committing this awful crime.

Although one of the teens we had worked with is now in prison, we are so proud to say that Ricky has now been recovering and recuperating over the past 3 years, trying to regain all the movements and speech that we often take for granted. Fortunately, Ricky returned back to Lowell about a year ago and instantly stepped back into UTEC. Today, Sako and other UTEC staff have assisted him in finding employment, working toward his GED, and most importantly, trying to deal with the new challenges in his life due to his traumatic brain injury.

Over the past year, Ricky has also spent considerable time presenting his story with UTEC staff at various conferences and events in the hope of reaching out to parents, police officers and other youth so that they can best understand how to support teens who may be going through similar issues with gang involvement. He has become a leader for peace by transforming a horrific tragedy into a powerful story of change. And today, he has already begun the process of fulfilling his dream to write a book detailing his life story.

We look forward to getting one of the first copies of his book.

UNITED TEEN EQUALITY CENTER, LOWELL, MA  
WWW.UTEC-LOWELL.ORG

#### UTEC Streetworker Pyramid Model

The following pyramid model provides a visual representation of the overall flow of services within the Streetworker Program. Thanks to Song Sao (Streetworker) for creating the initial design of this model. In short, the pyramid shows how the four main components of a Streetworker's role all flow together (outreach, access to resources, peacemaking, and intensive follow-up).

A summary of the four overall aspects of a Streetworker's mission are described as follows:

- 1- Everything begins with outreach (whether it is on the street, in the neighborhood, or through referrals from other systems-based agencies). Meeting teens "where they are," a Streetworker's role always begins by building relationships and identifying the needs of those young people most overlooked and labeled as "atrisk" in the community. Streetworkers can be found building relationships throughout the community ... whether it is in the downtown after school lets out, by a park or the courthouse in the late afternoon, or at Showcase Cinemas on a Friday evening.
- 2- Streetworkers serve as a broker in helping youth access the community's resources as well as providing advocacy services. Streetworkers assist young people by connecting them to existing resources in the community... everything from help getting back into school to assistance in getting health insurance.
- 3- Available 24/7 on an on-call basis, Streetworkers develop various peacemaking processes between those youth that are most often involved in street violence or other crises. The primary theme of our approach centers around the strength of using every crisis an opportunity for building a positive change in a young person's life. These are the moments when transformation can most often occur!
- 4- And lastly, the glue that holds this whole approach together is the Streetworkers' attention to intensive follow-up services for all those teens they work with (i.e. home visits, nightly phone calls, or visits to other support people in their life). Through such follow-up, we focus on continuous relationship-building – the strength behind our overall approach.

#### UTEC Accomplishments:

The following are but a few highlights from our major departments that speak to the way in which teens can excel in non-traditional, multi-cultural learning environments. Youth Organizing/Youth Development:

- In 2005 our Youth Organizing Center facilitated their second Youth Candidates Forum, where all 18 City Council candidates came to hear concerns and questions from the 250 young people in attendance.
- UTEC conducts a yearly voter registration/education drive for teens throughout Lowell.

- UTEC partnered with Rape Crisis Services of Greater Lowell for the third year in a row to organize Lowell's Take Back the Night rally and march.
- In 2005, UTEC's Youth Organizing Center partnered with Boston-based organizations, Health Care for All and The Public Policy Institute, to spearhead a youth-led statewide organizing initiative called Teens Leading The Way. They are now working on a campaign to fund 10 drop-in mental health centers across the Commonwealth and recently had our own bill created to sponsor such legislation.
- In May 2006, our Young Women's Programming was honored by the Boston Women's Fund at their annual Take A Stand ceremony.

Streetworker Team

- The Robert Wood Johnson Foundation's Local Initiative Funding Partners Program also awarded UTEC a grant of \$460,000 (funding only 17 projects out of over 300 applicants). RWJF has profiled UTEC as the "project spotlight" for our peacemaking work through the Streetworker Program.<sup>1</sup>
- Our Streetworker team organized 3 Peace Summits between rival gang sets last year.
- UTEC Executive Director, Gregg Croteau, was recently honored by the Robert Wood Johnson Foundation as a 2006 Community Health Leader. As one of 10 awardees out of over 300 nominations, this prestigious award is an exciting recognition of Gregg's and UTEC's accomplishments in supporting and enhancing community health through violence prevention and peacemaking.<sup>2</sup>
- Sako Long was awarded Reclaiming Youth's "Spirit of Youth" National Award for his work as a peacemaker among gangs in Lowell.

Educational/Work Skills Training

- Our Computer Repair/Networking met with the Lowell Small Business Assistance Center to develop a new youth-run computer repair business and just recently completed their own business plan.
- UTEC is in the process of developing a new alternative school program in partnership with Lowell Public Schools where 15-20 students who have dropped out of school can receive a Lowell High School diploma from a new project-based, individually tailored program.

<sup>1</sup> Please see [http://www.lifp.org/html/project/focus\\_UTEC.html](http://www.lifp.org/html/project/focus_UTEC.html) for more details.

<sup>2</sup> Press release available at: [http://utec-lowell.org/press/gregg\\_comm.health.award.shtml](http://utec-lowell.org/press/gregg_comm.health.award.shtml)

## THE LACY FERGUSON STORY

Lacy Marie Ferguson is my precious daughter. She came into this life with a Chromosome disorder called Turner's syndrome, a sex chromosome abnormality in women that can stunt the growth of their internal and external reproductive organs and bones. The doctors in the Los Angeles area where Lacy and her two brothers were born told me she would not survive infancy. She spent the first two and a half years in Children's Hospital in Los Angeles. As Lacy grew she defied all the doctor's prognosis for her life. I separated from my husband, took my three small children and set out for a safer place to raise them, seeking a slower-paced life and hoping to escape what I perceived as an escalating gang scene in Los Angeles, settling in Modesto, CA, where I married again to a wonderful man named, Jack, who became my children's step-dad. He loves my children as his own.

Lacy thrived in Modesto. As a grammar school student at Burbank Elementary she joined The Girl Scouts, was in The Navy League and The Sea Cadets. She loved school. As she grew she was still plagued with Turner's Syndrome and I was reminded by doctors that she would not make it past puberty. Lacy pushed on and on unaware of the severity of her medical problems. You see as a mother, I couldn't tell her that she could die because I didn't want to believe it either. One day when Lacy was a teenager she went to the library and discovered on her own, what Turner's Syndrome was all about

and she stayed mad at me for a long time for keeping her medical condition from her. I felt upset and scared at the thought that she now knew, how serious this was and that in reality she could die. As a parent, I just wanted to protect her from the ugly truth and I lived in denial of what could happen to her. It was hard for me to look into her face and tell her the truth.

As a teenager she was very typical, playing her loud music and dancing in her messy room. She had a lot of friends who loved to congregate at our house. She graduated from Modesto High she moved to Sacramento to be with her boyfriend. They discussed marriage, but at no time did the prospect of children enter the picture. Because of her medical problems, Lacy believed she could not have a baby. So, it came as a shock in 1999 when she discovered she was pregnant. For our family, it was a miracle. Lacy's boyfriend, however, did not want to be a father, so Lacy left him and moved back to Modesto to be with her family. To this day, the father of the baby has had no contact with the baby.

On August 25, 2000, Haleigh Morgan Ferguson was born. When the doctor's tested Lacy and the baby there was no trace of Turner's Syndrome and for once in Lacy's life she had her whole life ahead of her. We were so happy. The year 2000 was a truly good year. She took right to motherhood, taking good care of Haleigh. She loved her very much, saying that having her was the best thing she'd ever done in her life. She called her, "her little mini me". We had our lives all planned as a family. We would help take care of Haleigh so she could go back to trade school to learn welding. She figured she could make good money doing this. Everything was normal.

I want you to know that it has been three years, ten months and five days and a few hours since someone took her from us. The time that has gone by has been the longest and loneliest time in my life. We are in a pain that is so deep and never ending. All of this happened the night of August 24, 2003. That night there was a loud knock on our front door, it was one of Lacy's friends who told us that Lacy had been shot. We could not believe this when we heard it. Lacy's dad drove to the store to see if it was true and it was. He was met by officers who held him back so the paramedics could work on her to try to save her life. People told us what had happened; it was a warm summer night, Lacy and her boyfriend had gone to the Quick-Stop Market on the corner of Paradise and Carpenter Road in Modesto to get a pack of cigarettes. When they came out of the store they stood there for a moment talking when a car pulled up beside them and parked. Another car pulled into the parking lot, and then left, went down the street, then returned, Opened fire on the first car.

Lacy, who was in front of the first car, was shot in the head. Her boyfriend was shot in the arm and a gang member from the first car, who was the target of the shooting was shot twice in the lower part of his body in the buttocks. My daughter fought very hard for her life. She was taken to Doctor's Hospital. She had died at the scene and was resuscitated. In the hospital trauma room she had died again and was brought back to life a second time. She was taken from the trauma unit and moved to ICU ward where doctors hooked her up to machines to help her breath. They told us she was brain-dead and would not make it through the night. They told us it would be better to turn off the machines and let her go, but we had hope. We stayed by her side, held her hands and told

her we loved her. I prayed to God and begged him for her life, for her to get better and come home with us. But it was not to be. They couldn't do surgery, it would kill her. There was nothing they could do. She had been shot in the back of her head and the bullet, a large caliber, hollow-point, did complete damage. It exited her forehead with part of her forehead and most of her brains. We had to let her go.

That single moment, when someone pulled that trigger, it changed her life and ours forever. Lacy will not get any older. She was only 25 years old. In the trauma room I said 25 was not enough. One of them asked 25 what? I said years, 25 years was not enough. She will not raise her only child, Haleigh, who had her mother killed on her third birthday. Haleigh has asked me why the bad people took mommy away? But I just can't answer that one because we don't know why either. We know when, where, and how, but we don't know who or why they did this. Lacy was not a gang member, or wearing the wrong color of clothes, she was not standing with anybody who was, just an innocent bystander. Haleigh will never hold he mother's hand, or have her wipe away her tears, or be there for the happy times or sad times in her life. For this I am very sad because Lacy and I were very close. We had become more than a mother and a daughter. We had become good friends. I want you to know Lacy was a good person, loving, funny, and

always willing to help someone if they needed her. She was there for them. She was always smiling and ready to go. She will never get married, or kiss any boo-boos away. There are so many things that will never happen. We have pictures and memories and we hold all the love in our hearts for her and we hope to see her again. We tell Haleigh that mommy is in heaven that she is watching over her and when the wind blows, that's her mama blowing her kisses. At the age of three, that seemed to comfort her. Now that she

is six years old, she knows mama's not coming home and she's beginning to ask bigger questions. She wants to know when someone will be caught and punished for what they did to her mama.

Haleigh had to change schools because when her mother's case aired on America's Most Wanted TV program, the gang member's children at her school teased her about her mother's death. They teased and picked on her to the point that lead her to lash out physically and we had removed from that violent environment. We changed to a new school and she is doing so much better not having the harassment and anxiety that was put upon her. She is a beautiful and bright child and she deserves so much better. She is a tender-hearted child inspite of the heartache she has endured. I want to tell you about something she did the first summer her mother was gone. We were in the front yard, weeding the flower garden, when Haleigh came upon a particular weed and picked it. It was a "puff ball", a simple dandelion. As children do, she made a wish and blew on it. The seeds went airborne everywhere. She came up to me and asked me if I knew what She wished for. I thought that it would be a baby doll or bicycle or something that every Little girl would want. She told me that she wished mama could come home from Heaven. I couldn't tell her that her wish wouldn't come true because when she said it, I wished it too. I want to tell you what family's holidays are like now. We celebrate part Of the day as close to normal as possible, then we go to the cemetery and visit Lacy. I Know when Haleigh goes with us, this is as physically close to her mother as she will Ever be again and this hurts. She talks to her mama, tells her what's going on in her life, And tells her that she loves and misses her a lot. Then she hugs the headstone and kisses

Her mama's picture and the angel on top of it and tells her goodbye. As you can see, our Holidays, have certainly changed.

Lacy's passing has been hard on her family and friends. We are still functioning, but our Lives are very different now. I am now Haleigh's mom, Jack is now Haleigh's dad, and This is our family. And as a family, we are seeking justice for Lacy's death. Before Lacy died, I held her hand and made her two promises. First one, I would take care of Haleigh, as best I could, hopefully, as good as she would. Second promise that I would Find justice for her death. It is still unsolved. The Carole Sund/Carrington Foundation Came forward and put a \$5,000 reward on this case for us. We have held candlelight Vigils, passed out fliers, billboards, pizza boxes, carwashes, charity functions, donations bus benches, and have even talked to a psychic.

I wrote a letter to the editor in the newspaper, entitled, "Letter to the Killer". I wanted Not so much for the killer to know what I would want to see happen to them, but I Did want them to know what we have to live with. (To my daughter's killers. I have Some things I have to say. In the early morning of August 24, 2003, you shot my Baby girl in the head. She did not die right away. She fought very hard to live but she Passed away. I stood there holding her hand; I could not stop what was happening To her. You took her life on her baby's birthday. She will not get to hold her or kiss her Or wipe away her tears. She will not be able to do any of these things because of you. Twenty or thirty people saw what you did to her, maybe just maybe, someone will do the Right thing, help our family find some peace. We need this to be able to go on living. I Promised her two things, I would take care of her daughter, and second, I would find out

Who did this to her and bring you to justice. I will do all I can to keep this promise. The Hardest thing I ever had to do in my life was to tell my daughter goodbye. And yet there Are more hard times. Watching my granddaughter cry for her mother, something I can't Give her. Watching her hug and kiss her mother's gravestone when we visit her, and Having her ask why you did this to her mommy. All of these things I can't answer, only You can. You took the life of a beautiful, happy, and fun-loving little girl. I want you to Know, that we love her very much, that we are all in so much pain, I had to write this Letter to you. If anybody can help us, please do).

We have done TV programs like The Victims Voice, Nancy Grace, and Catherine Crier America's Most Wanted, numerous news shows, a Governor Schwarzenegger Reward of \$25,000 per suspect, for the arrest and conviction of the guilty parties, we have had numerous help from great legislators and after almost four years later, it is still unsolved.

Looking at me now, you wouldn't think I know anything about gangs, but I have learned So much since my daughter's death. I am telling you I am only one voice who speaks for Many families who are living in the same nightmare that we are. Gang violence affects Millions and millions of families all across America. If it's not affecting them in the way It's affecting our family by loosing a loved one; it is affecting them by having their young People recruited, harassed, intimidated, threatened, beat up, basically destroying a life. Once a gang has a young person join them, the young person doesn't know it, but they Just joined for life. That life usually ends before the age of 21 and is a life of self-des Truction and pain to their own families as well as victim's families. It's hard for me to Read the newspaper and see another family has lost a loved one to gang violence. This

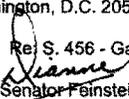
Touches my heart and hurts us again just to see another family have to live what we're  
Living through. I don't know what it takes to eliminate gangs, but I do know that they  
Are spreading and becoming larger and I don't believe that your family and mine are  
Safe. Something needs to be done. You can start today by considering this bill. Thank  
You.



OFFICE OF THE CITY ATTORNEY  
ROCKARD J. DELGADILLO  
CITY ATTORNEY

May 29, 2007

Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

  
Re: S. 456 - Gang Abatement and Prevention Act of 2007

Dear Senator Feinstein:

I am writing to express my support for the Gang Abatement and Prevention Act of 2007. I join other law enforcement agencies including the National Association of Police Organizations and the Fraternal Order of Police in supporting S. 456 and applaud the coordinated approach this legislative package takes in combating criminal street gang activity.

The National Gang Threat Assessment states that there are over 730,000 gang members nationwide, with 150,000 gang members here in California alone. At the same time, the Department of Justice tells us that there are only 708,000 state and local police officers. We are outmanned, outgunned and in the midst of a national crisis. We must make combating gangs one of our nation's top priorities and S. 456 does just that.

Your bill provides law enforcement agencies and prosecutors with necessary tools to target, prosecute and punish the most violent gang members. At the same time, S. 456 provides much needed funding for prevention and intervention programs that will address the root causes that bring at-risk youth into gang life.

I have always said that any comprehensive anti-gang effort must contain a prevention component, because we will never simply arrest our way out of the gang problem. We must begin targeting our at-risk youth with programs designed to keep them safe, in school and away from gang recruiters.

I am also pleased to see that S. 456 has funding for a new Gang Research, Evaluation and Policy Institute to study, collect and teach best practices for the prevention and suppression of gang violence. A recent Department of Justice study noted that

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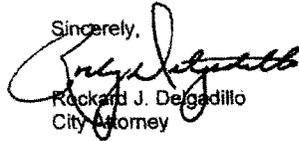
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approximately 30% of all communities with known gang activity actually refuse to recognize the existence of a gang problem. Many other jurisdictions (typically suburban, exurban and rural) that actually do recognize a problem are either inexperienced or unequipped to handle it. The Gang Research, Evaluation and Policy Institute will go a long way toward remedying that problem.

Once again, I am proud to support S. 456 and I look forward to continuing to work with your office and other members of the California delegation to combat criminal street gangs.

Sincerely,



Rockard J. Delgado  
City Attorney

cc: Senator Orrin Hatch  
Senate Majority Leader Harry Reid  
House Speaker Nancy Pelosi  
California Congressional Delegation



Box 27568 ☒ Tempe, AZ 85285-7568 ■ 608 East Encanto Drive ▶ Tempe, AZ 85281  
480.736.0599 (voice) ☎ 480.736.0771 (fax) 🌐 www.doitnow.org 📧 jimparker@doitnow.org (e-mail)

June 12, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

The Do It Now Foundation is pleased to lend its support to the Gang Prevention and Abatement Act of 2007.

As one of the few not-for-profit providers of public information on both substance abuse and street gangs, we especially applaud sections of the proposed legislation which direct resources to education-prevention efforts designed to reduce the scope and scale of street-gang influence in the inner cities of our nation. For too long, the oxymoron "benign neglect" has characterized our national response to conditions in urban areas, and we hope and believe that this legislation, when enacted, will provide meaningful alternatives to street gangs as a normative influence on inner-city children and teens.

It may be an oft-repeated line, and an unusual way of concluding a letter of support for legislation pending before the United States Congress, but we believe (in the lyrics of the classic ballad of affirmation, "The Greatest Love of All") that, indeed, "the children are our future," and we owe them our best efforts to teach them well so that they, too, might decide "never to walk in anyone's shadows."

The shadows cast by criminal street gangs have blighted the landscape of our nation for far too long. We owe it to ourselves and our children to do everything in our power to remove the malignancy and malevolence of street gangs from our culture, once and for all.

Thank you for providing leadership in this most vital and critical effort.

Sincerely,

A handwritten signature in black ink that reads "James D. Parker".

James D. Parker  
Executive Director

▶ *America's drug information & education connection since 1968.*

JUN. 4. 2007 5:13PM

NO. 9501 P. 2



## CITY OF INGLEWOOD

OFFICE OF THE MAYOR

Telephone: (310) 412-9300 Fax: (310) 330-5733

June 4, 2007

Roosevelt F. Dorn  
MayorThe Honorable Diane Feinstein  
Senator  
United States Senate  
11111 Santa Monica Blvd., Suite 915  
Los Angeles, CA 90025

Dear Senator Feinstein:

I am writing this letter to express my support for legislation contained in the "Gang Abatement and Prevention Act of 2007." This legislation is crucial to achieving the objective of safe communities throughout the nation while also strengthening our overall homeland security efforts.

Your proposed legislation, which would make it a federal crime to participate in street gangs or recruit minors into gangs, would also provide substantial funding for prevention and intervention programs. This funding is greatly needed in many California communities.

Federal resources are needed at both the State and local governmental levels to combat the impact that street gangs have throughout the country. Over \$1 billion in funding allocated between a reasonable mix of enforcement, prevention and intervention programs during a five-year period will go a long way to help law enforcement and social service agencies to effectively respond to the gang situation.

Please convey my strong support of this legislation to your Congressional colleagues who will be making decisions on this vital piece of legislation. Thank you for your outstanding representation of our state and your continued leadership in the United States Senate.

Sincerely,

 A handwritten signature in black ink, appearing to read 'R. Dorn'.
 

Roosevelt F. Dorn  
Mayor

One Manchester Boulevard/P.O. Box 6500/Inglewood, California 90301  
EMAIL: MayorDorn@cityofinglewood.org WEBSITE: www.cityofinglewood.org



**Downey Unified School District**  
Gallegos Administration Center  
11627 Brookshire Avenue, P.O. Box 7017, Downey, California 90241-7017  
(562) 469-6500, FAX: (562) 469-6515

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*Superintendent*  
Wendy L. Doty, Ed.D.

May 17, 2007

Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20610

Dear Senator Feinstein:

I am writing you this letter in support of your continued efforts to encourage the Senate to pass your introduced gang legislation, Gang Abatement and Prevention Act of 2007.

Gangs are a feared and established part of communities throughout our nation. We hear about them all the time from news reports to gangster rap. It is obvious gangs have become a recognized part of American society, and their negative effects are unlimited. Recently, the Federal Bureau of Investigation (FBI) stated, "They (gangs) should be taken seriously and dealt with swiftly." They further stated that street gangs are responsible for a substantial portion of the increase of violent crimes in our society and gangs should be thought of as terrorists, on our own grounds. The public's fear of crime and gangs should be one of the strongest motivating forces behind legislators' calls for harsher policies.

The Gang Abatement and Prevention Act of 2007 is the type of comprehensive criminal legislation to increase gang prosecution and prevention that is currently needed in our country. I urge your continued efforts in trying to get this legislation passed.

If I may be of further assistance to you, please do not hesitate to contact me by calling 562-469-6511.

Sincerely,

Wendy L. Doty, Ed.D.  
Superintendent

RIVERSIDE COUNTY  
BOB DOYLE, SHERIFF



*Sheriff*

PO BOX 512 • RIVERSIDE, CALIFORNIA 92502 • (951) 955-2400 • FAX (951) 955-2428

May 30, 2007

Senator Diane Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

**RE: Letter of support for the Gang Abatement and Prevention Act of 2007**

Dear Senator Feinstein,

I am pleased to support the Gang Abatement and Prevention Act (S. 456) and hope that members of the Assembly and Senate will join you in support of this important legislation.

Several thousand gang members are believed to be organized and operating in Riverside County. We have maintained focus on gang activities for years. We know that gangs operate drug manufacturing and distribution rings, auto theft rings, counterfeiting operations, prostitution rings, execute "hits" and drive by shootings, and much more.

The Gang Abatement and Prevention Act of 2007 is essential if we are to continue the fight to keep our children and families safe from gang violence.

Sincerely,

A handwritten signature in black ink, appearing to read "Bob Doyle".

BOB DOYLE, SHERIFF-CORONER

BD:nr

JESUS RODRIGUEZ  
ASSISTANT DISTRICT ATTORNEY



San Diego  
330 West Broadway  
San Diego, CA 92101  
(619) 531-4040  
<http://www.sandiegoda.com>

May 31, 2007

Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

*Sent Via Electronic Mail,  
Facsimile and U.S. Mail*

**Re: The Gang Abatement and Prevention Act of 2007 (SUPPORT)**

Dear Senator Feinstein:

I strongly support your legislation, The Gang Abatement and Prevention Act of 2007. I welcome this comprehensive criminal bill, which increases gang prosecution and prevention efforts.

As you may be aware, the San Diego District Attorney's Office recently successfully prosecuted a gang member who killed a police officer during the commission of his duties as a peace officer. Presently, the San Diego County District Attorney's Office is in the process of prosecuting multiple gang members for killing another police officer during the commission of his duties in the field. Clearly, gang violence is a problem not only in this community, but in all communities in California and the nation.

Making our communities safe is the ultimate goal for every law enforcement agency. It is clear The Gang Abatement and Prevention Act of 2007 provides not only the coordinated efforts of federal, state and local agencies and community groups, but also the necessary funding to accomplish this goal.

I am committed to protecting communities from continued gang criminal activity. It is one of my greatest priorities. I believe your legislation will provide a valuable tool in our combined effort to better protect our communities. Please include me to your list of supporters of this important legislation.

Sincerely,

**BONNIE M. DUMANIS**  
District Attorney of San Diego County

BMD/sas



FEDERAL LAW ENFORCEMENT OFFICERS ASSOCIATION  
 P.O. Box 326 Lewisberry, PA 17339  
[www.fleoa.org](http://www.fleoa.org)  
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 STATE DEPARTMENT  
 Bureau of Diplomatic Security & OIG  
 TRANSPORTATION-ORG  
 TREASURY  
 FINANCIAL & OIG  
 Internal Revenue Service - CI  
 TIGTA  
 U.S. COURTS (JUDICIAL)  
 Probation, Parole & Prenal Services  
 VETERANS AFFAIRS-ORG  
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 JAMES & HOFFMAN  
 EDGAR N. JAMES

May 4, 2007

The Honorable Senator Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington, D.C. 20510

Dear Senator Feinstein:

As president of the Federal Law Enforcement Officers Association (FLEOA), the largest non-partisan professional law enforcement organization exclusively representing over 25,000 federal law enforcement officers, I would like to extend my support for the Gang Abatement and Prevention Act of 2007, S. 456.

The members of FLEOA recognize the need for the enhancements this important legislation will offer as they investigate some of the most violent and dangerous criminal elements within our society today. This legislation, if passed, will provide all Law Enforcement Officers with additional tools and enhanced laws for combating crime.

We recognize the importance of your position on the Senate Judiciary Committee, and we thank you for your hard work in introducing this important legislation. Your introduction of S. 456, Gang Abatement and Prevention Act of 2007 is greatly appreciated and will not be forgotten by FLEOA or by its members.

*Art Gordon*  
 Art Gordon  
 National President, FLEOA

**FEDERAL LAW ENFORCEMENT OFFICERS  
 ASSOCIATION**

**MAYOR BOB FOSTER**

CITY OF LONG BEACH

June 5, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Office Building  
Washington, DC 20510-0504

**Re: Support of the Gang Abatement and Prevention Act of 2007**

Dear Senator Feinstein:

On behalf of the City of Long Beach, I would like to pledge the City's strong support for the Gang Abatement and Prevention Act of 2007 (S. 456). Our City's priorities to address the problems of gangs and gang violence in our neighborhoods are completely in alignment with the objectives of S. 456.

Gang violence plagues the neighborhoods of our ethnically diverse community. The Long Beach Police Department (LBPd) has identified over 50 active gangs and approximately 6,000 documented gang members currently residing within Long Beach, crossing all racial and ethnic lines. Gang members are responsible for the majority of shootings, over 50 percent of the homicides committed in the city annually, and most of the narcotics trafficking investigated by the Department.

Over the past four years, there has been an average of 180 gang shootings annually. Last year (2006) had the highest occurrence with 192 gang shootings. Although overall violent crime in the city has declined for four straight years, violent crimes committed by gang members are on the rise. This violence touches every race, socio-economic level, and age group of our community.

One of our City's top priorities has been to actively reduce gang-related crimes by targeting enforcement efforts against gangs, establishing gang injunctions limiting congregation on our streets and implementing gang intervention and educational programs. S. 456, without question, comes at a time when the cooperative efforts between, federal, state and local jurisdictions are absolutely essential to suppress and prevent gang violence. S. 456 will provide desperately needed federal resources for law enforcement to aggressively target gang crimes, provide additional tools to assist in the criminal prosecution of gang members, and implement gang prevention and intervention programs.

333 WEST OCEAN BOULEVARD, LONG BEACH, CALIFORNIA 90802  
TELEPHONE: 562-570-6801 FAX 562-570-6538 MAYOR@LONGBEACH.GOV



MAY 31, 2007  
SENATOR FEINSTEIN  
SUPPORT OF THE GANG ABATEMENT AND PREVENTION ACT OF 2007  
PAGE 2 OF 2

The City of Long Beach spends millions of dollars each year combating violence and dealing with the toll it takes on the families in our community. We seek to improve upon many outstanding accomplishments already achieved in this area, and to broaden the scope of the services for our community. This bill will go far in strengthening our efforts.

It is imperative for all levels of government to work together in addressing the same issues that all cities across the nation must confront. While there is no simple solution to gang violence, the City of Long Beach wholeheartedly supports this bill, and your efforts, as we eagerly await the opportunity to realize its benefits.

Sincerely,



Mayor Bob Foster  
City of Long Beach

CC: Senator Orrin Hatch  
Senator Barbara Boxer  
Congressman Dana Rohrabacher  
Congresswoman Linda Sanchez

Testimony

*United States Senate Committee on the Judiciary*

**Examining the Federal Role to Work with Communities to Prevent and Respond to Gang  
Violence: The Gang Abatement and Prevention Act of 2007**

June 5, 2007

TESTIMONY  
OF  
HONORABLE JAMES P. FOX  
DISTRICT ATTORNEY  
SAN MATEO COUNTY, CALIFORNIA  
AND  
PRESIDENT-ELECT  
NATIONAL DISTRICT ATTORNEYS ASSOCIATION  
BEFORE A HEARING OF THE  
COMMITTEE ON THE JUDICIARY  
ON  
EXAMINING THE FEDERAL ROLE TO WORK WITH COMMUNITIES TO  
PREVENT AND RESPOND TO GANG VIOLENCE:  
THE GANG ABATEMENT AND PREVENTION ACT OF 2007

JUNE 5, 2007  
STATEMENT OF THE HONORABLE JAMES P. FOX  
DISTRICT ATTORNEY, SAN MATEO COUNTY, CALIFORNIA  
PRESIDENT-ELECT, NATIONAL DISTRICT ATTORNEYS ASSOCIATION  
BEFORE THE COMMITTEE ON THE JUDICIARY  
UNITED STATES SENATE  
EXAMINING THE FEDERAL ROLE TO WORK WITH COMMUNITIES TO  
PREVENT AND RESPOND TO GANG VIOLENCE: THE GANG ABATEMENT  
AND PREVENTION ACT OF 2007  
PRESENTED ON JUNE 5, 2007

INTRODUCTION

Chairman Leahy, Ranking Member Specter and Members of the Committee on the  
Judiciary:

My name is James P. Fox and I am the elected district attorney in San Mateo County,  
California and have served in this capacity for approximately twenty-five years.

I have been involved in the criminal justice system for forty-one years in a variety of  
positions including juvenile probation, deputy district attorney, criminal defense attorney  
and elected district attorney in 1982. I am a past President of the California District  
Attorneys Association and have been a chairman of the Legislative Committee of the  
California District Attorneys Association since 1990.

I would like to extend my sincere thanks to Senator Feinstein for her invitation to testify today before the Judiciary Committee. I appreciate the opportunity to share my thoughts and concerns on gang-related crime in our communities; the potential for the successful intervention and prevention of gang formation; the protection and relocation of witnesses to gang-related crime; and the federal government's role in providing assistance to state and local authorities for responding to and preventing these crimes.

Currently I serve as the President-Elect of the National District Attorneys Association (NDAA) and will begin my tenure as President at the end of July. NDAA is the largest and primary professional association of prosecuting attorneys in the United States. Formed in 1950 as the "National Association of County and Prosecuting Attorneys" and given its present name in 1959, NDAA has approximately 7,000 members, including most of the nation's local prosecutors, in addition to, assistant prosecutors, investigators, victim witness advocates and paralegals. The National District Attorneys Association provides professional guidance and support to its members, serves as a resource and education center, follows public policy issues involving criminal justice and law enforcement, and produces a number of publications.

The views I am expressing are those of both the National District Attorneys Association as well as the California District Attorneys Association (CDAA). The CDAA has endorsed this legislation.

#### The National Gang Problem

Over the last four years, several of my colleagues on the board of directors of the National District Attorneys Association have had the privilege of testifying before either this Committee or the House Subcommittee on Crime, Terrorism and Homeland Security regarding gang crime and related issues. I would commend to you the September 17, 2003 testimony of Robert P. McCulloch, Prosecuting Attorney, St. Louis County, Missouri before the Senate Committee on the Judiciary; the April 5, 2005 and February 17, 2007 testimony of Paul A. Logli, State's Attorney, Winnebago County, Illinois before the House Subcommittee on Crime Terrorism and Homeland Security; the April 24, 2007 testimony of Kamala Harris, District Attorney, San Francisco, California before the House Subcommittee on Crime Terrorism and Homeland Security; and the May 5, 2005 testimony of Patricia Jessamy, State's Attorney, Baltimore City, Maryland regarding witness intimidation during a Congressional field hearing held by the House Subcommittee on Criminal Justice, Drug Policy and Human Resources.

The examples provided during testimony almost four years ago highlighted the insidious problem that has and continues to invade our communities. Today they simple mirror the stories that can be read in newspapers on any given day. This is just a sampling of the testimony:

"In Denver the gangs and gang members are long-time Denver, "home grown," criminals but the vast majority of their culture in Colorado can be traced back to California. Beginning in the mid-to-late 1980's the California gangs started to "franchise" to the

Denver-area. Intelligence reports showed that California gang members viewed the lack of competition from local gangs; coupled with local law enforcement's and the community's relative lack of "gang sophistication," as making Denver easy prey, and labeled Denver the "The Big Easy." While the migration was from primarily Southern California gangs, Colorado has seen the migration of a significant number of Chicago-area gangs. From the late 1980's to the present, the number of gang members and gangs in Denver has grown steadily to the present estimated figure of 13,000 gang members in the metro-Denver area.

In years past, street gangs tended to emanate from Denver County, and the neighboring urban center of the city of Aurora. In the last 5-10 years, the gang problem has quickly expanded into neighboring suburban communities and counties. Additionally, gang-related issues have recently expanded to new frontiers in the agriculture communities in Alamosa and Castilla counties, as well as in the mountain/resort community of Eagle County. While the outlying communities may not have the sheer number of gang members, their gang related crime problem has grown significantly.

The gangs in the metro-Denver area have historically used drug trafficking as their criminal enterprise of choice. However, with the drug trade comes a wide assortment of other violent felonies, including armed robberies, aggravated assaults, homicides, etc. To conduct their business, and more often to protect their distribution locations, the gangs will often resort to means of extreme violence. Within the gangs' drug business, the Denver-area has seen what appears to be a greater and more wide-spread use of juveniles to commit and participate in gangs' business, particularly the drug transactions. Drugs (most common cocaine, with a recent surge in "meth") are the primary, but not exclusive, criminal enterprise for Denver-area gangs. Many gangs are also heavily involved in property crimes – auto thefts and business and residential burglaries. Recently, there have been reports of some traditionally African-America street gangs expanding into the area of prostitution. Likewise, Denver has seen a significant increase in Asian gangs becoming more and more involved with some traditionally white collar crimes (check and credit card fraud) as well as loan sharking and extortion.

Chicago tells a similar story. The gang problem in and around Chicago is widespread. While "only" listing 98 identified gangs in Chicago the membership is estimated to be over 100,000 – and this is only within the city limits. The gangs are well established with corporate structures and as many as three generations of a family in the gang. Gang leaders are frequently in their 40's and 50's.

With the demolition of numerous housing projects the impact on the Chicago gangs has been to geographically disperse gang members into other areas of the city and into the suburbs. This has had a major impact on the ability of law enforcement to collect intelligence about criminal activities. Since many of the suburbs have small police departments another problem has arisen over their ability to take any action to curtail the gang activity. In one instance a gang shot out the tires on the four police cars in the town and literally disabled the force for several days.

Another difference from previous gang activity has been that over turf battles. The gangs today are as antagonistic as seen previously. Frequently they operate more on corporate lines forming trade alliances to maximize profitability. Prosecutors in Chicago state that gang members are more into "making money" than worrying about gang rivalries. They further observe that this is carried through in the efforts of many gangs to develop enterprises to launder profits from criminal enterprises. Some of these businesses include construction companies, car washes, beeper shops, recording and music related businesses and restaurants.

In Phoenix the Police Department has on file two hundred and forty eight (248) criminal street gangs and lists membership as six thousand forty two (6,142) permanent members and three hundred twenty one (321) temporary associate members.

Hispanic gang members make up the majority of the gangs and gang members followed by Black gang members, Anglo members, and Asian.

In 1992 Phoenix suffered 918 gang related violent crimes. Even though the number has been declining since then they still suffered 159 gang related violent crimes in 2002.

They have not seen any growth of specific gangs or new gangs coming into Phoenix. The one gang that has seemed to change criminal activity is the Mexican National gangs known as "Wetback Power" or "Doble". These gangs have been around for about 10 years. These gangs formed to protect themselves from the traditional Mexican-American and Black street gangs. These gangs are now doing alien smuggling, home invasions on other illegal aliens, and ripping off Coyotes (alien smugglers).

More-and-more rural communities find they are not immune from the influx of gangs. In Snyder County, Pennsylvania, a relatively small county in central Pennsylvania the District Attorney recently met with the State Police officer assigned to gathering intelligence on gangs in his jurisdiction. He found out that one of the major bike gangs had infiltrated a local club that had been originally organized for charitable purposes and had "taken over" the club. This was done by gradually recruiting outside members until the local people no longer wanted to associate with the group. In the past 3 - 4 years, Snyder County had seen an increase in gang related crime (burglary and drugs primarily). There is a state police barracks in the county and the District Attorney frankly admits that without it they "totally lack the resources to deal with a problem of this sort."

According to the Federal Bureau of Investigation currently there are approximately 800,000 gang members belonging to about 30,000 violent street gangs, motorcycle gangs and prison gangs in the United States. According the 2004 National Youth Gang Survey there were approximately 760,000 gang members and 24,000 gangs were active in more than 2,900 jurisdictions that city (population of 2,500 or more) and county law enforcement agencies served in 2004.

Complexity characterizes the gang issue in all of our communities and the safety of our citizens is seriously jeopardized as a result. But the fact of the matter is this is not a local

community issue it is a national epidemic requiring federal assistance. With the relative ease with which gang members can today cross state lines and international borders, utilize ever-emerging technologies to communicate and perpetrate crimes, recruit and employ juveniles in the organizations, and successfully interfere with the criminal justice system through the intimidation of witnesses, a solution will inevitably require the pooling of federal, state and local funding for enforcement purposes; increased cooperative agreements and partnerships among federal, state, and local authorities; the establishment of efficacious witness relocation and protection programs; and the implementation of preventive programs in each and every community to stop juvenile recruitment into a life of crime by gangs.

In 2002 the National District Attorneys Association developed a comprehensive policy on juvenile crime issues and as part of that document adopted the following policy statement and commentary as they relate to gang activity and the increasing involvement of juveniles in it:

**Policy:** Adequate resources should be provided to prosecutors to assist in the prosecution of gang-related crimes and the protection of witnesses.

**Commentary:** Prosecutors need to set a high priority within their offices concerning gang issues. Depending on the size of the jurisdiction and the gang problems in existence, community programs may vary. The error most often made by the prosecutor and other law enforcement officials in a community is to ignore the developmental stages of gang activity. According to the National Youth Gang Survey, in 1995, an estimated 31,000 gangs were operating in 4,800 U.S. cities with more than 846,000 members, half of whom were under age 18. Gangs exist in all types of jurisdictions, from rural to urban.

Gang activity is not mere delinquency. Gang exploits have become increasingly more criminal in nature. Crimes that are designated "gang-related" tend to be overwhelmingly violent. It is important that the consequences imposed reflect the serious level of behavior. Prosecutors must recognize the need for public safety and the goal of deterrence. As a gang becomes organized to commit crimes for profit, control and reputation, its members and "wannabe's" likely are directed to perform criminal acts. The gang itself then reaps the profits. This harms the victim and society as a whole.

Even if prosecutors give the gang issue a high priority, little can be accomplished unless adequate resources are provided to assist them. This can be done by providing sufficient detention space, appropriate prevention programs and human resources to enable all personnel within the juvenile justice system to do their jobs efficiently and effectively. The success of preventive programs in curtailing gang activity within a community must be able to rely on the prosecutor taking action against those who, in spite of preventive intervention, continue their gang involvement. There are those individuals who must be isolated from their peers by institutional detention. Only those prosecutors with adequate staff, court support and placement opportunities have achieved some success.

One issue often overlooked is the ability to protect witnesses who testify against gang members from retribution by the gang. Whether real or imagined, a witness must feel that taking the witness stand will not result in retaliation by the gang members on themselves or their family. The ability of the prosecutor to provide protection, move a witness, or otherwise arrange for relocation and similar services can go a long way in promoting the cooperation of a frightened witness. This is one area in which the federal government can provide both technical and financial resource assistance to local prosecutors.

#### The Gang Problem in California

California is experiencing the same problems that other states are with gangs. These include random acts of violence, sometimes simply because of the color of the clothes that a victim is wearing, stray bullets striking innocent victims and witness intimidation. A March 4, 2007 Los Angeles Times article illustrates a portion of this multifaceted issue:

“In 1997, 11-year-old Marquis Wilbert, an African American youth with no gang affiliation, was shot and killed by a 204th Street gang member on a bicycle.

In September 2001, Robert Hightower, a 19-year old Pasadena high school senior, was shot to death after hugging his sister, who he had been visiting. A 204th Street gang member shot him, according to court testimony, because he was upset that a black boxer had beaten a Latino in a prizefight.

In 2003, Eric Butler, 39, was shot to death as he drove from the neighborhood’s lone business, the Del Amo Market, which the gang considered to be in its territory. He’d gone there to intervene after gang members began harassing his 14-year-old stepdaughter. She was shot in the back and lives today with a bullet lodged near her spine.”

To place my remarks in context – let me briefly tell you about my office and jurisdiction.

The District Attorney's Office is the largest legal office in San Mateo County. I have a staff of 123 including attorneys, investigators, program administrators and support staff. We prosecute felony and misdemeanor crimes committed in San Mateo County as well as traffic infractions, county ordinance violations, and juvenile cases. The office advises and conducts investigations for the grand jury. It also conducts investigations on welfare fraud, theft, embezzlement and other cases pending trial. During 2006 there were approximately 2300 felony case filings, 16,000 misdemeanor filings and 2000 juvenile filings in San Mateo County. The office also acts as Public Administrator to oversee the probate of estates.

San Mateo County is located immediately south of the City and County of San Francisco and the San Francisco International Airport is located in San Mateo County, so many of you have probably been in our county but didn't realize it. My county is as diverse as any in this nation. We have a population of approximately 720,000 representing every culture and ethnic group imaginable. The 2000 Census shows that San Mateo has a white population of 49.8%; Hispanic or Latino of 21.8; African-American of 3.3%; Asian of

19.8% and Pacific Islander of 1.2%.

San Mateo County has established both a Gang Task Force, as well as a Gang Intelligence Unit. My county has 20 incorporated cities and a total of 23 law enforcement entities. The Gang Task Force and the Gang Intelligence Unit are supported with active participation by the Federal Bureau of Investigation and the Bureau of Alcohol, Tobacco, Firearms and Explosives. Every law enforcement entity participates by providing either staffing or some other type of resource.

The majority of gangs in San Mateo County would not qualify as an "enterprise" as defined in the federal RICO statute and therefore would not be subject to federal prosecution. Many of the gangs have loose associations with gangs throughout the country, but have no financial or business relationships with the larger organizations.

The primary interests of many of our gangs are turf, respect and colors. We have had a number of victims without any gang affiliation shot because they unfortunately chose to wear either red or blue in an area where those colors were challenges to fight.

The collaboration between federal and local authorities in San Mateo County should serve as a model at the national level. There are many cases which are, and should be, prosecuted at the local level. However, the fact of the matter is that there are some cases which would be better handled at the federal level to ensure public safety. The determination as to whether a case should be prosecuted at the federal or local level should be made thoughtfully on a case-by-case basis involving both federal and local officials. This determination should be made based upon the evidence obtained and a consideration of which level of prosecution would be of the greatest benefit to public safety. This is the same standard currently used by the FBI in the Model Safe Streets Task Forces.

#### Witness Intimidation

Gangs whether comprised of adult or juvenile members are increasingly using tactics designed to intimidate witnesses and victims in an effort to interfere with the criminal justice process. This behavior intensifies the prosecutor's role in fighting gang violence. We must find new methods of protecting those individuals brave enough to come forward as witnesses. Of course, witness intimidation is not limited to gang related crime. This interference with the criminal justice system occurs in the prosecution of many violent crimes.

District Attorney Kamala Harris in her testimony of April 24, 2007 recounted the following incidents, which occurred in San Bernardino, California:

Two witnesses in San Bernardino were killed after coming forward to testify in violent criminal cases. Eighteen year old Melquiades Jose Rojas testified against two alleged gang members in a murder case in San Bernardino. Shortly after he testified, he was found shot to death on the side of a road. He had been shot twenty-five times in the head and chest. He had qualified for witness relocation, but he had returned home and had not

relocated at the time he was killed. In another case, a defendant broke into the home of a witness who had testified against him. The defendant also killed the witness's father and wounded his infant son.

The greatest obstacle facing prosecutors today is obtaining the necessary resources to develop and implement witness protection and relocation programs in their localities. In my own state only three million dollars is allocated for witness protection programs across the entire state. Los Angeles County alone needs more than three million dollars to adequately provide for victims and witness relocation. I believe it would be fair to say that in many other areas of the country even less state and local funding is available for such programs. Unfortunately most programs that are in existence are unstructured attempts to simply relocate witnesses temporarily without any established mechanism for actually protecting witnesses in the future. The programs are often only band-aids for the short term. They consist of police and prosecutors repeatedly relocating a witness in an effort to keep the witness safe until the time of trial. Unfortunately there are not the types of programs in place that are necessary to keep witnesses safe long-term. Witnesses that know they are risking their safety and that of their family and friends by coming forward to assist the authorities and will not be protected past the time of trial are not very likely to cooperate with law enforcement.

The federal government can greatly assist local communities by providing funding and resources necessary for such programs to combat the increasing level of violent gang related crime in communities across America. The "Gang Abatement and Prevention Act of 2007" would provide the necessary financial assistance for this purpose as well as make available the resources of the United States Marshall's Service whose intensive witness protection program has proven effective.

#### The Federal Response to Gang-Related Crime – The "Gang Abatement and Prevention Act of 2007"

According to the Bureau of Justice Statistics (National Survey of Prosecutors, Prosecutors in State Courts, 2005, Steven W. Perry, July 2006, NCJ 213799) there are about 2,344 state court prosecutor offices in the United States employing approximately 26, 500 criminal attorneys. These attorneys are responsible for trying approximately 95% of the criminal cases in this nation. Unfortunately with increased demands and ever shrinking state and county budgets local law enforcement and prosecutors must look to the federal government to assist with the gang problem.

It is imperative that federal, state, and local authorities cooperate, coordinate and communicate in order to effectively address gang related crime. Every jurisdiction does not have the same gang related issues. As a result it is critical that responses to this problem be flexible so that local communities may decide upon the most appropriate solution for their citizens. Findings by the Office of Juvenile Justice and Delinquency Prevention, National Criminal Justice Reference Service have indicated that this is the proper approach.

Title III of the “Gang Abatement and Prevention Act of 2007” would provide the necessary funding needed to improve enforcement efforts; establish multi-jurisdictional teams in high intensity gang areas; hire addition prosecutors to prosecute more cases; and provide much needed technology, training and information to law enforcement and prosecutors. The training of law enforcement and prosecutors in the gang arena is extremely important to the outcome in the courtroom, the safety of the witnesses, and the well-being of the community. I would urge this committee to consider the federal authorization of training programs such as the National District Attorneys Association’s program at the National Advocacy Center. Already well-established the program provides excellent training for prosecutors in specialized areas of prosecution.

I believe that state and local prosecutors need federal assistance in response to the gang activities across the nation. The assistance must take the form of funding, technical assistance, and multi-jurisdictional cooperation. Local prosecutors must play a key role in determining the appropriate solutions for the needs of their communities.

On behalf of the nation’s prosecutors, I would like to thank the Committee for the opportunity to share my views on the gang issue and the “Gang Abatement and Prevention Act of 2007.” I would urge the Committee to take the necessary steps to provide states with the assistance needed to carry out our enforcement efforts, protect critical witnesses, and train law enforcement and prosecutors.

#### ENDNOTES

Written testimony of Robert P. McCulloch, Prosecuting Attorney, St. Louis County, Missouri during September 17, 2003 hearing before the Committee on the Judiciary on Gang Violence and Witness Intimidation.

Violent Gangs, Federal Bureau of Investigation, website

[http://www.fbi.gov/hq/cid/ngic/violent\\_gangs.htm](http://www.fbi.gov/hq/cid/ngic/violent_gangs.htm) accessed June 1, 2007.

Arlen Egley, Jr., and Christina E. Ritz, Highlights of the 2004 National Youth Gang Survey, Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, United States Department of Justice, April 2006 available at

<http://www.ncjrs.gov/pdffiles1/ojjdp/fs200601.pdf>

OJJDP, Juvenile Offenders and Victims: 1999 National Report, supra, p. 77.

OJJDP, Juvenile Offenders and Victims: 1999 National Report, supra, p. 78.

OJJDP, Juvenile Offenders and Victims: 1999 National Report, supra, p. 78.

Sam Quinones, How a Community Imploded, L.A. Long Ignored Harbor Gateway. Now a Latino Gang Calls the Shots, Los Angeles Times March 4, 2007.

“Communities need to take a localized, yet comprehensive approach in assessing their gang problem and developing strategies and solutions. Every community has factors that make the youth gang problem unique to that jurisdiction. Learning about these factors requires involvement by all elements of the community. The Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression emphasizes five strategies that communities should focus on to address gang activity and membership: community mobilization, social intervention, opportunities provision, suppression, and organizational change and development. These five strategies, and the current evaluation being conducted in five cities, are detailed on page 25. Part of this

comprehensive approach is understanding that "homegrown" risk factors are more likely sources of gang formation or expansion than is gang migration. Communities need to look at their local situation to understand the nature of the gang problem." National Criminal Justice Research Service, Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, United States Department of Justice, available at [http://ojjdp.ncjrs.org/pubs/makingadiffer/critical\\_3.html](http://ojjdp.ncjrs.org/pubs/makingadiffer/critical_3.html).



**GRAND LODGE  
FRATERNAL ORDER OF POLICE®**

909 Massachusetts Ave., N. E.  
Washington, DC 20002  
Phone 202-547-8198 • Fax 202-547-8190

CHUCK CANTERBURY  
NATIONAL PRESIDENT

JAMES G. PASCO, JR.  
EXECUTIVE DIRECTOR

31 January 2007

The Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20510

Dear Senator Feinstein:

I am writing on behalf of more than 326,000 members of the Fraternal Order of Police to advise you of our strong support for your bill, S456, the Gang Abatement and Prevention Act of 2007.

This bill authorizes \$500 million over the next five years to create a new High Interstate Gang Activity Area (HIGAA) program, which is structured to facilitate cooperation between local, state, and federal law enforcement in identifying, targeting, and eliminating violent gangs in areas where gang activity is particularly prevalent.

The bill will enable law enforcement funding for intervention and prevention efforts by schools and civic groups focused on at-risk youth, in a combined prevention-intervention-suppression approach modeled after a successful Operation Ceasefire strategy.

This bill aims to increase the penalties for existing racketeering other violent crimes, creates a new federal crime for violence committed in furtherance of drug trafficking, and enacts various other changes to the federal criminal code designed to more effectively deter and punish violence by criminal street gangs and other violent criminals.

We believe that our nation's law enforcement officers can be more effective at fighting the menace of criminal gangs if they have the necessary resources that this legislation provides. I want to commend you for your continued support on our nation's most important law enforcement issues. If I can be of any further help on this or any other issue, please do not hesitate to contact me or Executive Director Jim Pasco through my Washington office.

Sincerely,

  
Chuck Canterbury  
National President

—BUILDING ON A PROUD TRADITION—





THE COURT OF COMMON PLEAS  
JUDGES' CHAMBERS  
633 COURT STREET  
READING, PENNSYLVANIA 19601-3540

ARTHUR E. GRIM  
PRESIDENT JUDGE

610-478-6688  
FAX: 610-478-6692  
email: AGrim@countyofberks.com

**WRITTEN TESTIMONY FROM  
ARTHUR E. GRIM, PRESIDENT JUDGE  
23<sup>rd</sup> JUDICIAL DISTRICT OF PENNSYLVANIA**

Dear Senators:

June 1, 2007

I am writing to you in my capacity as President Judge of the Berks County Court of Common Pleas located in Reading, Pennsylvania, as well as the Juvenile Court Judge with approximately nineteen years of experience in that position. In particular, I am corresponding with you at this point regarding Senate Bill 456 which I understand is entitled "The Gang Abatement and Prevention Act of 2007". I would have much preferred to have been able to address this issue in a more informed and better articulated manner, but it is my understanding that this piece of legislation is moving through the committee process very fast leaving little time for gathering additional input from local jurisdictions and leaders who experience the gang issue firsthand in their communities.

There is no question that the gang issue is a very serious one. In my view, it is imperative that judges, as well as other members of the justice system, keep in mind that it is imperative that the communities in which we reside be protected, that young people be held accountable for their wrongdoing, and that the competencies of young people be developed to the greatest extent possible. Gang activity in and of itself requires that safety of the community issues be given the considerable attention that they require. It is, however, in my opinion equally important that legislation not lose sight of the critical importance of diversion and prevention – long term, cost effective, and proactive strategies that work. Incarcerating gang members does not necessarily curb reoffending. Short-term, costly, and reactive strategies in my experience do not do the job. I strongly suggest and hope that the funding proposed in the Bill place an equally strong emphasis on the intervention and prevention side, which has been shown to work.

Thank you for affording me the opportunity to offer my comments at this time.

Sincerely,

Arthur E. Grim, President Judge

AEG/prb

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MAY. 31. 2007 5:28PM

NO. 9257 P. 3

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**JANICE HAHN**  
Councilwoman  
Fifteenth District

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213-472-5128  
Fax 213-472-5122

WILMINGTON OFFICE  
544 N. Ardor Blvd., Suite 102  
Wilmington, CA 90794  
310-233-7201

May 25, 2007

The Honorable Dianne Feinstein  
United States Senator  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

I am writing to express my full support for your "Gang Abatement and Prevention Act of 2007." I commend you for your leadership role in this important legislation.

While crime in the City of Los Angeles was down in 2006, gang crime increased citywide by 14%. In the twenty years that we have been fighting the war on gangs, we have incarcerated more than 400,000 people; but today we have seven times as many gangs and twice as many gang members than when we started. We are failing because we have not invested enough money in prevention, intervention and after school programs.

Federal, state and local collaboration is crucial as we move forward with a comprehensive gang strategy in Los Angeles. The funds provided by your bill will be of great use to our law enforcement efforts; and will also be effective in our ongoing endeavor to better fund prevention and intervention efforts.

I hope that I can count on your support for my proposed parcel tax that will appear on the City of Los Angeles ballot in February 2008. If approved by voters, the measure will provide as much as \$50 million annually dedicated solely to gang prevention, intervention and after-school programs.

Please feel free to call me if you have any additional questions or concerns. I am proud to stand with you as we continue our fight against the gangs that are plaguing Los Angeles.

Sincerely,  
  
JANICE HAHN  
Councilwoman  
City of Los Angeles





SACHI A. HAMAI  
EXECUTIVE OFFICER

**COUNTY OF LOS ANGELES  
BOARD OF SUPERVISORS**

KENNETH HAHN HALL OF ADMINISTRATION  
500 WEST TEMPLE STREET, ROOM 383  
LOS ANGELES, CALIFORNIA 90012  
(213) 974-1411 • FAX (213) 620-9636

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ZEY YAROSLAVSKY

DON KNABE

MICHAEL D. ANTONOVICH

May 2, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

At its meeting held May 1, 2007, on motion of Supervisor Michael D. Antonovich, the Los Angeles County Board of Supervisors went on record in support of S.456, The Gang Abatement and Prevention Act of 2007, legislation, which you authored, relating to the authorization of \$1 billion in funding to help fight criminal street gang violence.

Very truly yours,

  
Sachi A. Hamai  
Executive Officer

SH:ag

08050107\_81-B



COUNTY OF LOS ANGELES  
BOARD OF SUPERVISORS

KENNETH HAHN HALL OF ADMINISTRATION  
500 WEST TEMPLE STREET, ROOM 383  
LOS ANGELES, CALIFORNIA 90012  
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SACHI A. HAMAI  
EXECUTIVE OFFICER

May 9, 2007

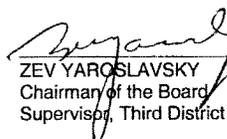
The Honorable Herb Kohl  
United States Senate  
Washington, D.C. 20510

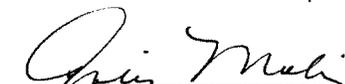
Dear Senator Kohl:

On behalf of the County of Los Angeles, we are writing to convey our strong support for the Gang Abatement and Prevention Act of 2007 (S. 456, Feinstein), which addresses the growing problem of gang violence. This comprehensive anti-gang bill would establish new criminal gang offenses, toughen penalties for gang-related crimes, and authorize more than \$1.0 billion in funding for gang enforcement, prevention, and intervention programs. It also would establish the High Intensity Gang Activity Area Program, which would fund collaborative Federal, State, and local efforts in heavily gang-impacted areas to investigate and prosecute gang crimes and prevent at-risk youth from joining gangs. Funding for such collaborative efforts is especially needed in Los Angeles County, which has more than 1,400 criminal street gangs, and where half of all homicides are gang-related.

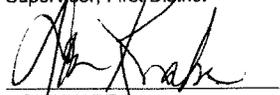
We, therefore, urge that Congress enact this important anti-gang legislation.

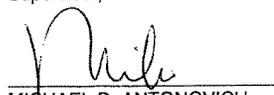
Sincerely,

  
ZEV YAROSLAVSKY  
Chairman of the Board  
Supervisor, Third District

  
GLORIA MOLINA  
Supervisor, First District

  
YVONNE B. BURKE  
Supervisor, Second District

  
DON KNABE  
Supervisor, Fourth District

  
MICHAEL D. ANTONOVICH  
Supervisor, Fifth District



April 26, 2007

The Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20510

Dear Senator Feinstein:

On behalf of the Hispanic American Police Command Officers Association (HAPCOA), I am writing to express our support for the Gang Abatement and Prevention Act of 2007. HAPCOA is grateful for your leadership on this important issue and we look forward to working with you to ensure the timely passage of the critical legislation.

HAPCOA, the Hispanic American Police Command Officers Association, established in 1973, is the oldest and largest association in the U.S. of Hispanic American command officers from law enforcement and criminal justice agencies at the municipal, county, state and federal levels. With members in hundreds of agencies across the United States and Puerto Rico, many of whom are active in local chapters, HAPCOA is a national organization with a local presence.

In recent years, incidents of gang related crime and violence has increased at an alarming rate in the communities throughout the United States. A Law enforcement effort to combat these crimes has been hindered by both a lack of resources and prosecutorial tools. HAPCOA believes that this legislation will help ensure that Federal, state, tribal and local law enforcement agencies have the tools and resources necessary to combat the growing problem of gang related crime and violence.

HAPCOA thanks you for your leadership on this important issue and for your continued support of the law enforcement community.

Sincerely,

Ray Leyva  
National President

[WWW.HAPCOA.ORG](http://WWW.HAPCOA.ORG) ◊ Tel: (210) 641.1305 ◊ Fax: (210) 641.1304



**International Association of Chiefs of Police**  
 515 North Washington Street  
 Alexandria, VA 22314-2357  
 Phone: 703-639-6787; 1-800-THE IACP  
 Fax: 703-639-4543  
 Web: www.theiacp.org

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 Palm Bay, FL

**Executive Director**  
 Daniel H. Rosenblatt  
 Alexandria, VA

**Deputy Executive Director  
 Chief of Staff**  
 James W. McAllester  
 Alexandria, VA

January 31, 2007

The Honorable Dianne Feinstein  
 United States Senate  
 Washington, DC 20510

Dear Senator Feinstein:

On behalf of the International Association of Chiefs of Police (IACP), I am writing to express our support for the Gang Abatement and Prevention Act of 2007. The IACP is grateful for your leadership on this important issue and we look forward to working with you to ensure the timely passage of this critical legislation.

In recent years, incidents of gang related crime and violence has increased at an alarming rate in communities throughout United States. Unfortunately, law enforcement's efforts to combat these crimes have been hindered by both a lack of resources and prosecutorial tools. The IACP believes that this legislation will help ensure that federal, state, tribal, and local law enforcement agencies have the tools and resources necessary to combat the growing problem of gang related crime and violence.

Once again, the IACP thanks you for your leadership on this important issue and for your continuing support of the law enforcement community.

Sincerely,

Joseph C. Carter  
 President



## International Association of Women Police

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Amy Ramsay  
Orillia, Ontario

**Executive Director**  
Terrie Swann  
Phoenix, AZ

**First Vice President**  
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**Editor WomenPolice**  
Jean VanLandingham  
Tulsa, OK

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A. Paul, MN

<http://www.iawp.org>

International Association of Women Police  
Dr. Amy Ramsay, President  
Ontario Provincial Police  
Operational Policy & Strategic Planning Bureau  
777 Memorial Avenue, Orillia, Ontario  
L3V 7V3 Canada  
T: 705-329-7585  
F: 705-329-7596  
[amy.ramsay@ontario.ca](mailto:amy.ramsay@ontario.ca)

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

30 April 2007

Dear Senator Feinstein:

On behalf of the International Association of Women Police (IAWP), representing thousands of law enforcement officers from around the world, I would like to express my appreciation to you for introducing the "Gang Abatement and Prevention Act of 2007" and contribute our support for the legislation.

I understand how serious the gang problem is in the United States – it is also a significant problem in many other countries. Compounding this problem is the fact that gangs have been directly linked to narcotics trade, human trafficking, identification document falsification, violent maiming, assault and murder, along with the use of firearms to commit deadly shootings. It is my hope that the significant progress made against gangs in your country will be seen as a model for other countries.

I thank you for your continued support of law enforcement. We look forward to working with you to fight for the passage of this bill. If you have any questions, please feel free to contact me, at (705) 329-7585.

Sincerely,

Amy Ramsay, PhD

*The mission of IAWP is to strengthen, unite, and raise the profile of women in criminal justice internationally.*



**INTERNATIONAL UNION  
OF POLICE ASSOCIATIONS  
AFL-CIO**  
*THE ONLY UNION FOR LAW ENFORCEMENT OFFICERS*

SAM A. CABRAL  
*International President*

DENNIS J. SLOCUMB  
*International Executive Vice President  
Legislative Affairs*

TIMOTHY A. SCOTT  
*International Secretary-Treasurer*



May 1, 2007

The Honorable Diane Feinstein  
331 Hart Senate Office Building  
Washington, DC 20515

Dear Senator Feinstein:

On behalf of The International Union of Police Associations, AFL-CIO, representing more than 100,000 rank and file law enforcement professionals across the nation, I wish to express our strong support for S. 456, "**The Gang Abatement and Prevention Act of 2007.**"

The creation of High Interstate Gang Activity Area programs will provide a national strategy and the crucial funding to facilitate the cooperative effort of all law enforcement to combat the violence and criminal enterprises of the gangs. Further, the enhanced penalties and the creation of various federal statutes to address this criminal phenomenon will allow law enforcement to more effectively investigate, apprehend and incarcerate those who prey on our communities.

We are appreciative of your efforts in this matter and your continuing support of law enforcement over the years to provide them with the resources and the tools to continue to protect our communities.

I look forward to working with you and your staff to bring this critical piece of legislation forward.

Very respectfully,

Dennis Slocumb  
International Vice President

DS/sk

---

Legislative Affairs Office • 211 North Union Street • Suite 100 • Alexandria, Virginia 22314-2643 • (703) 519-4210  
International Headquarters • 1549 Ringling Blvd • 6<sup>th</sup> Floor • Sarasota, Florida 34236-6772 • (941) 487-2560 • Fax: (941) 487-2570



San Diego County Sheriff's Department

Post Office Box 939062 • San Diego, California 92193-9062



William B. Kolender, Sheriff

William D. Gore, Undersheriff

June 1, 2007

Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

**The Gang Abatement and Prevention Act of 2007 – SUPPORT**

Dear Senator Feinstein:

I am in strong support of "The Gang Abatement and Prevention Act of 2007", which increases gang prosecution and prevention efforts.

Making our communities safe is the ultimate goal for every law enforcement agency. It is clear the Gang Abatement and Prevention Act of 2007 provides not only the coordinated efforts of federal, state and local agencies and community groups, but also the necessary funding to accomplish this goal.

Senator, I commend your continued commitment to protecting communities from continued gang criminal activity. It is one of my greatest priorities. Your legislation will provide a valuable tool in our combined effort to better protect our communities.

Sincerely,

William B. Kolender, Sheriff

WBK:sl

*"Keeping the Peace Since 1850"*



1400 K Street, Suite 400 • Sacramento, California 95814  
Phone: 916.658.8200 Fax: 916.658.8240  
www.cacities.org

May 18, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Senate Hart Office Building  
Washington, DC 20510

**RE: S. 456 (Feinstein) Gang Abatement and Prevention Act of 2007  
Notice of Support**

Dear Senator Feinstein:

On behalf of the League of California Cities (League), which represents California's 478 cities, we are pleased to support S. 456, "The Gang Abatement and Prevention Act of 2007." This important legislation would assist local governments in developing strategies to battle gang problems nationwide. Many of the most dangerous and well-established gangs originate in California. In coordination with the federal government, California could begin to address this problem with federal resources and support.

This legislation would create High Intensity Interstate Gang Activity Areas (HIIGAA) and provides assistance in the form of criminal street gang enforcement teams made up of local, state and federal law enforcement authorities to investigate and prosecute criminal street gangs in each area. This is very important to California, which already has four regions within the state that have been designated as High Intensity Drug Trafficking Areas (HIDTA). The League supports tools that will allow local governments to increase public safety in communities.

Additionally, S. 456 would increase and enhance law enforcement resources committed to investigation and prosecution of violent gangs, it would deter and punish violent gang crime, it would protect law-abiding citizens and communities from violent criminals, it would revise and enhance criminal penalties for violent crimes, and it would expand and improve gang prevention programs. The League supports stiffer penalties for violent offenders, supports additional funding for local agencies to recoup the costs of crime and supports measure that will increase community safety.

Thank you for your great leadership on this urgent issue for California. We look forward to working closely with you in advancing the legislation.

Sincerely,

Handwritten signature of Maria Alegria.

Maria Alegria, President,  
League of California Cities

Handwritten signature of Christopher McKenzie.

Christopher McKenzie,  
Executive Director

**Statement of Senator Patrick Leahy**  
**Chairman, Judiciary Committee**  
**"Examining the Federal Role to Work with Communities to Prevent and Respond**  
**to Gang Violence: The Gang Abatement and Prevention Act of 2007"**  
**June 5, 2007**

The importance of today's Committee hearing is underscored by the recent news that violent crime in America is again on the rise. This troubling news is the result of the Bush Administration's failure to heed the lessons learned from our successful fight against violent crime in the 1990s. Congress and the Clinton Administration in the 1990s provided significant new funding to strengthen state and local law enforcement, as well as supporting programs to prevent gang and youth violence, and our joint efforts worked.

Studies have repeatedly shown that, largely due to these initiatives, violent crime and gang offenses steadily dropped to historic lows. But the Bush Administration chose a different course, and, despite warnings from me and others, has repeatedly cut funding for state and local cops on the beat and community programs targeting the prevention of youth crime. I hope that with today's hearing and new legislative proposals, we can begin to reverse the mistakes of this Administration and place this country back on the right track to reducing violent crime.

I know the witnesses today agree with me about the importance of our state and local law enforcement, who work every day to keep our streets safer, and about the need for more efforts to prevent juvenile and gang crime. I share the views of Los Angeles Police Chief William J. Bratton, who is one of our witnesses today, that "we can't arrest our way out of our gang crime problem." As those who have worked on this issue for years know all too well, we must match our commitment to law enforcement with an equal commitment to intervention and prevention as a means of curbing gang violence. Neither strategy works without the other, and I believe, as so many law enforcement and civil leaders do, that any legislative proposals to address gang violence must focus on new means to prevent youth and gang violence.

The gang problems of today are not the same crime problems that we have faced historically. The gangs today are less centralized and younger than ever before, and the violence from these groups is less affected by traditional law enforcement techniques. Local police forces and community groups from across the country have responded in new ways to this problem, and their efforts and successes in creating programs to provide alternatives and options for youth who are at risk for gang violence must be encouraged and applauded.

I want to thank Senator Feinstein for her continued hard work on this important issue, and for her commitment to restoring the resources necessary for state and local law enforcement, along with community and civic groups, to combat gang violence.

The Gang Abatement and Prevention Act of 2007 is an improvement over earlier gang legislation. It does not contain the death penalties, mandatory minimums, and expansive

juvenile transfer provisions that were among my strongest objections to some of the past proposals. I am hopeful that, with additional changes, it could provide some of the resources necessary to reverse the policies of this Administration which have neglected the officers who combat gang violence on a daily basis and the organizations that work to keep children out of gangs. I particularly support provisions in the bill to provide up to \$1 billion over 10 years to support collaborative law enforcement and community prevention efforts, with at least half of that amount going to civic groups for innovative prevention programs that truly work to reduce gang violence.

I am concerned, though, that certain provisions in the current version of the bill may work against these valuable efforts by creating mandatory sentencing schemes and federalizing many petty crimes that do not attack the core problem and only direct our federal law enforcement efforts away from the most serious offenders. I do not believe that sweeping new federal crimes, which federalize the kind of street crime that states have traditionally addressed and can address well with the adequate resources, are the right way to go. I thank Senator Feinstein for working with me toward addressing many of these concerns, and I hope that she and the other sponsors of this bill will continue to work with me to find common ground and come up with legislation that all can support without reservation.

We all care deeply about eradicating gang violence, and we must work together to create a comprehensive solution to this troubling, persistent problem. I am dismayed that the Bush Administration has turned away from the tried and proven methods used to reduce gang crime and other violent crime so effectively. I will work tirelessly to reverse their mistakes and reinvigorate our efforts to provide federal support for those who combat gang violence every day and to protect those who are its victims.

#####



June 12, 2007

The Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

The Local Initiatives Support Corporation would like to thank you for your leadership in introducing S. 456, "The Gang Abatement and Prevention Act of 2007". Through our Community Safety Initiative, LISC is working to leverage the resources of the community development industry to address crime and blight in some of this country's most troubled neighborhoods. While portions of S. 456 Titles I and II are outside of LISC's area of expertise, we are in firm support of Title III which promotes greater coordination and resources for gang prevention.

LISC is dedicated to the transformation of distressed neighborhoods into healthy and sustainable communities of choice and opportunity—good places to work, do business and raise children. For more than 25 years, LISC has mobilized \$8 billion from corporate, government and philanthropic resources to support local community development activities in urban and rural areas nationwide. These activities include the development of affordable housing, commercial real estate, schools and other community facilities, as well as programs that promote homeownership, entrepreneurship and community safety. We are grateful for the support you have shown for LISC's work in California and across the country over the years.

Creating safe communities where youth have positive alternatives to gang life is a fundamental priority of LISC's work. Title III in S. 456 would provide resources and systems that would be of great value to our Community Safety Initiative (CSI). Specifically, the local collaborative working groups in designated High Intensity Interstate Gang Activity Areas (described in Title III, Section 301) would facilitate the cross-industry partnerships that are at the heart of the CSI model. The Los Angeles CSI program, led by the Coalition for Responsible Community Development, has used a similar task force structure to plan and implement its award-winning "Graffiti Free Zone" initiative with the Los Angeles Police Department and City Attorney for the past five years. These partners are now collaborating on cultural mediation workshops, conflict resolution trainings and other gang prevention programs in South LA high schools as part of their CSI program.

The National Gang Research, Evaluation and Policy Institute, also described in Title III, would provide an important vehicle for sharing and promoting effective gang violence

LOCAL INITIATIVES SUPPORT CORPORATION  
1825 K Streer, NW, Suite 1100 ■ Washington, DC 20006 ■ Phone 202.785.2908 ■ Fax 202.835.8931  
WWW.LISC.ORG

prevention models with practitioners around the country. Our CSI program employs a similar approach across its national site network through direct technical assistance and knowledge-sharing events such as conferences and webcasts. We recently introduced an annual "Gang Prevention and Youth Safety" award for police departments and community organizations engaged in creative programming in this area, and we will be conducting a national webcast on the topic in October 2007. The research agenda, funding resources and coordinating systems described in Title III would advance CSI's work as we seek to engage more community developers in gang prevention around the country.

We appreciate your consideration of the challenges posed by gangs in the communities that LISC and its affiliates serve. Your efforts to increase federal resources for deterrence and prevention through S. 456 are greatly valued by our industry. Please let us know if LISC can be of assistance to you.

Sincerely,



Benson F. Roberts  
Senior Vice President for Policy and Program Development

Cc: Barbara Burnham, Senior Director of Federal Policy and Congressional Relations  
Julia Ryan, Director, LISC Community Safety Initiative



LEROY D. BACA, SHERIFF

County of Los Angeles  
 Sheriff's Department Headquarters  
 4700 Ramona Boulevard  
 Monterey Park, California 91754-2169



February 2, 2007

The Honorable Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington, DC 20510

Dear Senator Feinstein:

**GANG ABATEMENT AND PREVENTION ACT OF 2007  
 AS INTRODUCED ON JANUARY 31, 2007**

The Los Angeles County Sheriff's Department is proud to support the Gang Abatement and Prevention Act of 2007. This crucial piece of legislation would help front-line law enforcement by adopting new criminal laws and tougher penalties against those who commit gang-related crimes, authorize funding for investigations, prosecutions, and witness protection programs, and invest in successful community programs to prevent young people from joining gangs in the first place. This legislation would provide more than \$1 billion in funding for gang enforcement, prevention, and intervention programs over five years.

We endorse this bipartisan effort to combat our national terrorism problem of gang activity and violence. We, in Los Angeles County, have experienced the scourge of gang terrorism for too long. Gang activity and violence has permeated throughout our nation. What was once just a problem for America's major cities, is now a problem we find in every state of the union and even in some small towns. The Federal Bureau of Investigation (FBI) has reported that violent crime is increasing at its highest rate in 15 years, and many experts attribute this to the increased gang presence in our cities, both large and small.

*It was a pleasure seeing you. I hope you  
 could get a better!*

*A Tradition of Service*

The Honorable Dianne Feinstein

-2-

February 2, 2007

This bill would make many gang crimes federal offenses. It would enable gang crimes to be prosecuted under the racketeering (RICO) laws, which were designed to prosecute organized crime. This bill also increases penalties for gang-related crimes with longer sentences, and strengthens the penalties for gun possession or use by these criminals.

This bill would also designate certain locations as High Intensity Interstate Gang Activity Areas (HIIGAA). These areas would receive assistance in the form of criminal street gang enforcement teams made up of local, state, and federal law enforcement authorities to investigate and prosecute criminal street gangs in each high intensity interstate gang activity area.

One of the most important aspects of this bill is the provision for education and prevention programs. This bill addresses the scourge of gang violence on our children. We must collaboratively work together to reach all at-risk children and provide them support and guidance. Gangs prey on children and recruit them into their organizations. The gang offers the facade of belonging and acceptance, when in reality that existence is wrought with drugs, destruction, and death. This bill would create a gang prevention program. The goal is to show children that gangs, drugs, and jail are not viable choices. Instead, the only choices are education, opportunity, and success.

Gang activity and violence abatement have been my top priority in an effort to create a safer environment in Los Angeles County. A federal partnership with state and local law enforcement is the only way to effectively combat and eradicate this national problem. Working together through enforcement, increasing penalties, and especially prevention and education, we can prevail. Again, I applaud this bipartisan effort to seriously address one of our nation's worst problems.

Should you need further assistance on this issue, or have any questions, please do not hesitate to contact me directly at (323) 526-5000.

Sincerely,



LEROY D. BACA  
SHERIFF



June 1, 2007

Senator Dianne Feinstein  
331 Hart Senate Office Building  
Washington, D.C. 20510

**RE: The Gang Abatement and Prevention Act of 2007**

Dear Senator Feinstein,

I write to express my support for your bill **The Gang Abatement and Prevention Act of 2007 (S. 456)**. This initiative is a comprehensive criminal bill to increase gang prosecution and prevention efforts. It includes plans to establish an extended federal commitment to help fight criminal street gang violence nationwide, authorize more than \$1 billion during the next five years to support Federal, State and local law enforcement efforts against violent gangs, witness protection programs, and services geared toward gang prevention.

According to recent Federal Bureau of Investigation Uniform Crime Reports, violent crime in the United States is on the rise, with a 2.5 percent increase in violent crime in 2005. Many of these violent crimes are due to the spread of criminal street gangs.

**The Gang Abatement and Prevention Act of 2007** allows for the prosecution of any person who commits, conspires, threatens or attempts a listed gang crime. This bill creates of a new crime for gang recruitment - enforceable against anyone who recruits others to gangs with the intent that they participate in gang crimes; a federal crime for violence committed in furtherance of drug trafficking; and enacts various changes to federal criminal code designed to more effectively deter and punish violence by criminal street gangs.

My extensive involvement with the California League of Cities and the National League of Cities indicates that the problem of gangs is shared, to some degree, by all cities. This bill will be an important tool in combating this problem.

For these reasons, I am pleased to support **The Gang Abatement and Prevention Act of 2007**.

Sincerely,

A handwritten signature in cursive script that reads "Ronald O. Loveridge".

Ronald O. Loveridge  
Mayor



**MAJOR CITIES CHIEFS ASSOCIATION**

Atlanta, Georgia  
 Austin, Texas  
 Baltimore City, Maryland  
 Baltimore Co., Maryland  
 Boston, Massachusetts  
 Buffalo, New York  
 Calgary, Alberta  
 Charlotte-Mecklenburg,  
 North Carolina  
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 Cleveland, Ohio  
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 Vancouver, British Columbia  
 Virginia Beach, Virginia  
 Washington, DC  
 Winnipeg, Manitoba

April 30, 2007

The Honorable Dianne Feinstein  
 331 Hart Senate Office Building  
 Washington, DC 20510

Dear Senator Feinstein:

I am writing today to offer the support of the Major Cities Chiefs for your anti-gang legislation, S. 456, *the Gang Abatement and Prevention Act of 2007*. We commend you for your tireless efforts to address gang violence in the United States.

Gangs are a concern for law enforcement at all levels and they have become national criminal syndicates. With the growth in gangs, gang related crime has also seen a sharp increase. Gangs today are more violent and better organized than in the past and there is a very real danger that gangs may become gateways for terrorist recruiting.

Your bill will provide more than a \$1 billion for prevention, intervention and enforcement efforts against gang activities. This comprehensive approach to gang violence and crime will help law enforcement tackle this growing problem.

We are happy to join with law enforcement across the Nation supporting this legislation and look forward to working with you to ensure its prompt passage and enactment into law.

Sincerely,

Darrel Stephens  
 President



Rob McKenna  
**ATTORNEY GENERAL OF WASHINGTON**  
 1125 Washington Street SE • PO Box 40100 • Olympia WA 98504-0100

June 7, 2007

*Sent by Fax*

The Honorable Maria Cantwell  
 United States Senator  
 511 Dirksen Senate Office Building  
 Washington, DC 20510

**RE: Support for S.456, the Gang Abatement and Prevention Act of 2007**

Dear Senator Cantwell:

With a great sense of urgency, I write to thank you for your sponsorship of Senate Bill 456, the Gang Abatement and Prevention Act of 2007 and urge its adoption by the Congress.

Last year, my office conducted a survey of local law enforcement agencies to assess the growing problem of violent crime committed by members of criminal street gangs. We concluded that gang membership and gang-related crime are once again on the rise in the State of Washington and that the problem is not limited to large urban communities.

As you and I discussed early this year at the Yesler Community Center, what is needed is a partnership between the federal and state governments to fight rising gang violence and crime. The existing federal gang enhancement is a somewhat cumbersome tool, and I support the creation of new gang-specific offenses, as well as enhancing penalties for offenses committed to further the activities of a criminal street gang or one's position within a gang.

It is appropriate for federal legislation to address not only RICO predicate crimes but violent crimes in aid of racketeering, such as aggravated sexual abuse and murder or other violent crimes committed during a drug trafficking crime. Adoption of stiffer sanctions at the federal level for patterns of violent crime committed by criminal street gangs will allow state and local jurisdictions to focus on those offenses appropriately addressed in state criminal codes such as gang tagging, automobile and property theft, home invasion robbery, assault, rape or murder.

Additional criminal sanctions alone, however, will not enable us overcome the challenge of rising gang membership, gang crime and violence. Resources for additional prosecutors will enable charges to be filed once successful investigative work and enforcement actions have occurred. Creation of a national gang data base at the FBI will serve as a strong incentive for

Hon. Maria Cantwell      ATTORNEY GENERAL OF WASHINGTON  
June 7, 2007  
Page 2

state and local law enforcement agencies to share information and ultimately lead to intelligence driven policing as a key strategy in the battle against gangs.

Finally, a balanced response must include an ongoing commitment to prevention and intervention strategies directed at juveniles on the cusp of joining the gang lifestyle. The existing USDOJ Project GREAT supports gang prevention strategies in three Washington communities, and I look forward to seeing additional federal partnership resources deployed on behalf of evidence-based prevention programs in our state.

Please do not hesitate to contact me directly if there is anything else I can do to assist in adoption of this important legislation.

Sincerely,



ROB MCKENNA  
Attorney General

RMM/jlg

cc:    Hon. Edmund G. Brown, Jr., California Attorney General  
      Brian Moran, Chief Deputy Attorney General  
      Mike Bigelow, Chief of Staff, Office of the Attorney General



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The Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

We would like to express support for your legislation, S. 456, the Gang Abatement and Prevention Act of 2007, on behalf of the more than 4,000 local mentoring programs and nationwide network of state and local Mentoring Partnerships that we represent. In particular, we appreciate the inclusion of Title III, which seeks to increase federal resources to deter and prevent at-risk youth from joining illegal street gangs. Funding under this new initiative could assist mentoring programs which have proven expertise in working with at-risk youth.

MENTOR/National Mentoring Partnership provides tools, materials, and other support that help mentoring organizations effectively make high-quality matches between mentors and the young people who can benefit from their guidance and attention. One of our end goals is to keep youths from becoming delinquent or committing negative youth behaviors, such as joining gangs or perpetrating gang violence. We also seek to emphasize positive youth development, which can encourage youth to put their energy and ingenuity to work in ways that allow them to contribute to society. Your bill would achieve both aims.

Thank you for your leadership in introducing S. 456. Please feel free to contact us if we can be helpful in the implementation of the Act once enacted or in providing mentoring resources to assist you in these and other youth violence prevention efforts.

Yours truly,

Karen Nussle  
Senior Vice President

**WRITTEN TESTIMONY OF JOE MOLLNER  
SENIOR DIRECTOR, DELINQUENCY PREVENTION  
FOR THE COMMITTEE ON JUDICIARY  
Hearing on "Examining the Federal Role to Work with  
Communities to Prevent and Respond to Gang Violence"  
Tuesday, June 5, 2007**

Mr. Chairman and distinguished members of the Committee, thank you for the opportunity to submit written testimony on S456, important legislation that would provide federal aid to communities to help prevent and respond to gang violence. I commend the work of Senator Feinstein in introducing this legislation and the commitment of this Committee for addressing the rising rate of gang violence and the federal role in assisting communities in their response to and prevention of this growing problem.

I have had the good fortune to work in law enforcement for 27 years before retiring in order to accept a position with Boys & Girls Clubs of America. Working in law enforcement provided me with the opportunity to work on the suppression side of dealing with gangs. Many of us, like you, saw that the gang problem was not going away and in fact, was increasing.

I also learned that dealing with gangs using suppression alone did not have long lasting effects on the problem. That is one of the reasons I accepted the position of Senior Director of Delinquency Prevention with Boys & Girls Clubs of America. Prevention, intervention and suppression are all key in addressing this insidious gang problem.

There is no question that violent crime in America is on the rise. According to an FBI report released in December of 2006, violent crime rose 2.5 percent in 2005, the largest increase in the United States in 15 years. Even more alarming, it jumped 3.7 percent during the first six months of 2006. Furthermore, studies are showing that the growing numbers of offenders are younger, and their crimes

tend to be more violent. This growth can partly be attributed to the spread of criminal street gangs. Without question, gangs impact our nation's most vulnerable population: our youth, and are becoming more prevalent in our large and mid-sized cities. Many of today's American families are experiencing unprecedented pressure in society which undermines their ability to effectively supervise their children. Without effective parental oversight these young people can become easily influenced by gang membership and glamorized violence in popular culture. The supportive relationships and caring adults in a Boys & Girls Club setting are critical to redirect unacceptable behavior and channel positive outcomes.

A 1998 study by Mark Cohen, "The Monetary Value of Saving High Risk Youth," estimated the total costs to society of allowing one youth to leave high school for a life of crime and drug abuse to be somewhere between \$1.7 and \$2.3 million. For the youth's years as a juvenile, the study estimated the criminal justice costs at an average of \$52,500 annually. This is just a snapshot of the financial costs. Other costs to the family and community deterioration are incalculable.

For Boys & Girls Clubs of America, juvenile crime and gangs are nothing new. In our more than 4,000 Clubs across the United States and on military bases around the world, caring and concerned adult staff provide 4.8 million young people with a safe haven from peer pressure that often leads to crime. This safe haven has been a proven crime deterrent. Senator Biden's 2002 Report, "Safe Havens, Safe Children," stated, "In virtually every case, juvenile crime rates in the areas surrounding Boys & Girls Clubs sharply declined in the late 1990's, and did so even as control rates rose, stayed the same, or declined at a lesser rate."

Thanks to Congress and the Department of Justice, we have been able to expand our reach to America's young people. In just the last two years alone, we opened more than 480 Clubs and served an *additional* 400,000 youth. We have continued support to our 200 Clubs on Native American lands, supported the re-

building efforts of our Clubs in the Gulf Coast that were ravaged by Hurricane Katrina and continued updating and supporting our NetSmartz Internet Safety Initiative. This reach also includes our special efforts in targeted re-entry which helped more than 3,000 young people in juvenile facilities find their way back to society in 2005 through 2006.

I know this Committee is very familiar with the success of Boys & Girls Clubs of America and the much needed benefit we bring to society and our nation's youth. The success of our programs is tied directly to a safe positive Club environment; fun; supportive relationships with caring adults and peers; opportunities and expectations; and recognition. These five key elements are the essence of our youth development principles and enable Clubs to deepen the impact of all members served.

While our programs and our outreach encourage our youth to resist gang pressures, we have two specialized program initiatives that I would like to bring to your attention. They are our Targeted Outreach Initiative and our Smart Moves program. Our Targeted Outreach Initiative specifically addresses gang prevention and intervention, delinquency prevention and intervention and targeted re-entry of the most at-risk young people. This program identifies young people at the risk of – or involved with – youth gangs, and directs them to positive alternatives. Through collaboration with law enforcement, schools and community leaders, those most at risk or currently incarcerated in juvenile detention facilities are targeted for the program. Clubs offer supportive adult mentoring and programs that help young people develop life skills needed to navigate challenges more effectively.

Since 1996, BGCA was able to fund and provide technical assistance to 229 sites that utilized the Gang Prevention through Targeted Outreach (GPTTO) program. Together, the sites were able to serve over 10,000 at-risk youth. In addition to Gang Prevention, 27 sites provided the Gang Intervention through

Targeted Outreach (GITTO) program which offered case management to 1,050 youth already involved with gang activity. Based on a 1997-1999 study of BGCA's Gang Prevention and Intervention Programs conducted by Public/Private Ventures, it was estimated that the incremental cost per youth per year for the GPTTO and GITTO approaches are far less than gang suppression. Boys & Girls Clubs starting these programs received seed grant money from the Office of Juvenile Justice Delinquency Prevention through BGCA in the amounts of \$4,000 for prevention and \$15,000 for intervention. These Clubs raised the additional funds to operate the direct costs of the programs ranging from \$3,000 to \$46,000 (prevention) and \$22,000 to more than \$1 million (intervention). These funds cover the direct costs of one year of implementation. These costs do not include the resources spent on Club operating expenses, management, facility upkeep or maintenance. Thus the average incremental cost of providing Gang Prevention and Intervention Programs for one young person is \$340 and the Intervention component cost is \$1,889. Compared to the cost of juvenile incarceration, which costs taxpayers between \$34,000 and \$85,000 per year, prevention is obviously a great investment.

The study went on to show that Targeted Outreach has a direct, measurable impact on youth behavior and well-being. After a year, 73 percent of gang prevention youth and 68 percent of gang intervention youth were still attending the Club. The more often they attended, the more likely they were to have less contact with the juvenile justice system, become more engaged in school and become disengaged from gang behaviors and peers.

BGCA's nationally acclaimed SMART Moves (Skills Mastery and Resistance Training) program is another way Boys & Girls Clubs fight juvenile crime and work with young people most at risk for gang involvement. Through SMART Moves, young people learn to resist alcohol, tobacco and other drug use, as well as handle premature sexual activity. With an emphasis on peer and parental support, participants enhance their life skills, build their resiliency and strengthen

their leadership abilities. In a 1991 study, funded by the U.S. Office of Substance Abuse Prevention (OSAP) and Henry J. Kaiser Family Foundation on "The Effects of Boys & Girls Clubs on Alcohol and Other Drug Use and Related Problems in Public Housing", the results showed that youth who live in public housing and who have access to a Boys & Girls Club, the influence of a Club is paramount. The presence of a Club is manifested in their involvement in healthy and constructive educational, social and recreational activities. Unlike youth without access to a Club, Club members are less involved in unhealthy, deviant and dangerous activities. Housing sites with Boys & Girls Clubs experienced fewer juvenile crimes and drug activity. Public housing sites with Boys & Girls Clubs, when compared to public housing sites without Boys & Girls Clubs, experienced 13 percent fewer juvenile crimes, 22 percent less drug activity and 25 percent less crack presence.

Boys & Girls Clubs of America has also provided gender-specific programming that has been especially effective. Passport to Manhood promotes and teaches responsibility in young men ages 11-14. After completing 14 sessions associated with a specific aspect of manhood, each participant receives his own "passport" to underscore the notion that he is on a personal journey of maturation and growth.

A similar program is offered to young women. SMART Girls is designed to encourage healthy attitudes and lifestyles that will enable early adolescent girls to develop to their full potential.

Each of these personal development programs has garnered positive results. Most of our Club alumni report that Clubs helped them in their ability to get along with others and their families. In fact, 85 percent believe their participation had a positive effect on their ability to work with others.

Preparing for the future also plays a critical role in combating juvenile crime. Boys & Girls Clubs offer many programs to boost youth confidence in their ability to attain success as adults. Project Learn, an education enhancement program, addresses the importance of improving school performance. Career Launch and Job Ready programs help youth remove barriers to employment and introduce them to the world of work – and opportunities. A 2007 Lou Harris study of Club alumni reported that Club alumni graduate at higher rates than adults do in general. It also cites:

- 57 percent of Club alumni believe that a Club saved their life.
- 70 percent said Clubs had a positive impact on their avoiding difficulty with the law.
- 78 percent said belonging to a Club kept them out of trouble.

All of these programs—and many more—help our youngest generation overcome challenges and become responsible, caring and productive citizens.

We have done a great deal to focus on gang prevention and intervention and recognize much more needs to be done. Again, we applaud Senator Feinstein and the sponsors and co-sponsors of S 456 in introducing this legislation.

In closing, Boys & Girls Clubs of America, along with our Congressional and Agency partners and our many corporate partners and donors, will continue to provide a safe haven for young people across America and on military bases around the world. We will reach out to all young people, especially those who need us most, to provide them with hope and opportunity. Finally, we will continue to work together with law enforcement, schools and community leaders to make our neighborhoods safer so that our youngest generation will learn to resist the temptation to join gangs. Given a positive place to learn and grow, America's youth can strive for success – making a brighter future for our communities, and ultimately, our nation. Thank you for your time and support for America's children most in need.

**NATIONAL ASSOCIATION OF POLICE ORGANIZATIONS, INC.**



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January 29, 2007

**THOMAS J. NEE**  
President  
Boston Police  
Patrolmen's Association

**MICHAEL J. PALLADINO**  
Executive Vice President  
Detectives' Endowment  
Association of New York City

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

**MICHAEL J. MADONNA**  
Recording Secretary  
New Jersey State Policemen's  
Benevolent Association

On behalf of the National Association of Police Organizations (NAPO), representing 238,000 rank-and-file police officers from across the United States, I would like to thank you for introducing the "Gang Abatement and Prevention Act of 2007" and advise you of our support for the legislation. If enacted, this legislation will greatly assist state and local law enforcement in their efforts against gang expansion and violence.

**SEAN M. SMOOT**  
Treasurer  
Police Benevolent & Protective  
Association of Illinois

Recent studies on gangs have estimated that over 25,000 different gangs, comprising over 750,000 members are active across the United States. 100 percent of all cities larger than 250,000 have reported gang activity, and approximately half of those cities stated their gang problem was getting worse. Compounding this problem, gangs have been directly linked to narcotics trade, human trafficking, identification document falsification, violent maiming, assault and murder, and the use of firearms to commit deadly shootings. The "Gang Abatement and Prevention Act of 2007" works to reduce gang violence by creating new High Intensity Interstate Gang Activity Areas (HIIGAAAs) to facilitate cooperation between federal, state and local law enforcement and by authorizing more than \$1 billion over the next five years to combat gang activity. It also creates new gang prosecution statutes focusing on street gangs and increases the penalties for violent gang crimes, strengthening prosecutors' ability to combat gang activities.

**JAKE JACOBSEN**  
Sergeant-at-Arms  
Phoenix Law  
Enforcement Association

**MICHAEL McHALE**  
Executive Secretary  
Southwest Florida Police  
Benevolent Association

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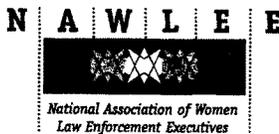
**WILLIAM J. JOHNSON**  
Executive Director

I thank you for your continued support of law enforcement. We look forward to working with you to fight for the passage of this bill. If you have any questions, please feel free to contact me, or NAPO's Legislative Assistant, Andrea Mournighan, at (202) 842-4420.

Sincerely,

William J. Johnson  
Executive Director

*The National Association of Police Organizations (NAPO) is a coalition of police unions and associations from across the United States that serves to advance the interests of America's law enforcement through legislative and legal advocacy, political action and education. Founded in 1978, NAPO now represents more than 2,000 police unions and associations, 238,000 sworn law enforcement officers, 11,000 retired officers and more than 100,000 citizens who share a common dedication to fair and effective crime control and law enforcement.*



3 Dunham Street  
Carver, MA 02330

May 9, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

On behalf on the National Association of Women Law Enforcement Executives (NAWLEE), I am writing to express our organization's support of the Gang Abatement and Prevention Act of 2007. NAWLEE is appreciative of your efforts and leadership in bringing forth is legislation and will support your efforts in any way possible.

Gang related crime and the violence often associated with it is on the rise in our communities and current law enforcement resources have not been enough to make an impact. NAWLEE anticipates that this legislation will increase the law enforcement resources necessary to more effectively expand and improve gang prevention programs, and enhance our ability to investigate and prosecute criminals engaged in violent crimes.

Again, on behalf of NAWLEE members, thank you for your support of Law Enforcement and your efforts in helping to keep our citizens safe.

Sincerely,

*Laura Forbes*  
Laura Forbes  
President

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**Laura Forbes, President**  
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To promote the ideals and principles of women executives in law enforcement and to provide a forum for the exchange of information concerning law enforcement and generally foster effective law enforcement

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- RON E. STALLING

May 22, 2007

The Honorable Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510-0504

Dear Senator Feinstein:

The National Black Police Association is writing this letter in support of the Gang Abatement and Prevention Act of 2007.

The Gang Abatement and Prevention Act of 2007 will provide monies and resources to address the growing problem of gangs and gang violence in our communities. This legislation will provide the opportunity to begin to examine alternative approaches to prevention and intervention in the gang culture as well as utilizing the existing research regarding effective grass roots strategies for addressing problem.

Additionally, it provides law enforcement agencies with the funding for equipment, personnel, and the increase in penalties for crimes related to gangs and gang related crimes.

The National Black Police Association believes this legislation goes a very long way in the right direction as it provides the needed resources to address gangs and the gang culture in our communities. Hopefully, the future strategies will involve a comprehensive approach in a public health paradigm.

We are excited about the opportunity to work you. Also, thank you for leadership on this important issue in our community.

Sincerely,

Ronald E. Hampton  
Executive Director

Cc: Marcus G. Jones, National Chairman

JUN. 6. 2007 9:36AM



## **Concerns of Police Survivors, Inc.**

**P.O. Box 3199 • South Highway 5 • Camdenton, Missouri 65020  
(573) 346-4911 • (800) 784-COPS (2677) • Fax (573) 346-1414**

E-Mail Address: [cope@nationalcops.org](mailto:cope@nationalcops.org)

**Reaching Out to Help America's Police Survivors**

June 7, 2007

The Honorable Diane Feinstein  
United States Senate  
Washington, DC 20510

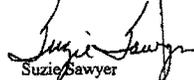
Dear Senator Feinstein:

The National Board of Concerns of Police Survivors is expressing its strong support for S. 456, a bill that would aggressively combat gang violence and the senseless killings of not only innocent citizens but law enforcement officers as well. Knowing full well that some gangs require their new members to inflict serious harm and even death on innocent, unsuspecting citizens and law enforcement officers, the proposed legislation will provide the federal funding that is so necessary to combat gang violence.

As gang violence continues to rise and create additional issues for law enforcement, the Federal government must step to the plate to address this issue.

On behalf of the 15,000 surviving families who comprise the membership of Concerns of Police Survivors, and especially those families who have lost their loved one to gang violence, it is our hope that S. 456 will soon become law. This widespread issue will finally be addressed with the funding and resources that necessary to rid America's streets of the ever-growing issue of gang violence.

Sincerely yours,

  
Suzie Sawyer  
Executive Director

This Project was supported by Grant 2005-DD-BX-K004 awarded by the Bureau of Justice Assistance.



June 1, 2007

The Honorable Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington, DC 20510

Dear Senator Feinstein:

I am writing on behalf of the National Crime Prevention Council (NCPC) to express strong support for S. 456, the Gang Prevention and Abatement Act of 2007. NCPC is pleased to see this bill's emphasis on addressing gang violence through collaborative and comprehensive strategies tailored to local concerns. We are also pleased to see that the legislation includes funding for prevention-focused solutions to this pervasive problem.

NCPC's mission is to help people keep themselves, their families, and their communities safe from crime. Protecting children and youth is one of NCPC's most important responsibilities. For over 27 years, we have helped many cities create sustainable partnerships between local government and law enforcement that mobilize residents, forge stronger neighborhoods, engage youth, coordinate services for families, and apply prevention-focused strategies that reduce crime and improve quality of life.

NCPC partners with schools, law enforcement agencies, and community groups across the country. Every day, NCPC's successful programs educate young people about crime prevention and how to avoid gangs, engage youth in meaningful service to their communities, mobilize teens to educate their peers about avoiding victimization, help children learn safety skills, and train law enforcement officers and educators on how to create safer schools. Our partners in these programs include the Crime and Violence Prevention Center within the office of Attorney General Brown, the California Crime Prevention Officers' Association, and the California communities and local law enforcement agencies among the 400+ members of the NCPC-led Crime Prevention Coalition of America.

Since 2001, NCPC has also been a partner of the Project Safe Neighborhoods Initiative (PSN), supporting district-specific training for U.S. Attorneys' offices and their local partners and creating the first public service announcements produced for the initiative. I would be pleased to share additional information on NCPC's involvement in PSN, our successful youth-related programs, and our California-based partners.

Thank you for your leadership in introducing this important legislation. I would welcome the opportunity to discuss our ideas about how NCPC could help support state and local officials leading efforts in the High Intensity Interstate Gang Activity Areas (HIIGAAAs) proposed in S. 456. I would also welcome the opportunity to share our ideas on how to enhance further the prevention- and evaluation-focused components of the bill. Please feel free to contact me at 202-261-4191 if NCPC can provide further assistance to you and your staff.

Sincerely,

1800 Connecticut Avenue, NW  
 Thirteenth Floor  
 Washington, DC 20036-5325  
 tel 202-468-6272  
 fax 202-298-1355  
 www.ncpc.org

Alfonso E. Longardi  
 President and CEO

06/06/2007 11:31

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PAGE 02

THE NATIONAL CENTER FOR  
**Victims of Crime**

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Mary Lou Leary

June 6, 2007

The Honorable Dianne Feinstein  
 United States Senate  
 Washington, D.C. 20510-0504

Dear Senator Feinstein:

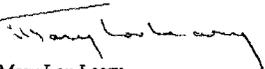
The National Center for Victims of Crime commends you for the introduction of the Gang Abatement and Prevention Act of 2007, S. 456. Your bill would make a number of important changes to help address the growing problem of intimidated witnesses and gang crime that threatens neighborhoods across the nation.

In particular, we applaud the bill's provisions that promote a coordinate community response to witness intimidation through assistance to areas designated "High Intensity Interstate Gang Activity Areas." Unless we improve our nation's response to intimidated witnesses, the problem of violent crime—especially gang crime—will continue to escalate. The bill would also increase funding for state witness protection programs, providing much-needed, flexible assistance to help bring safety to intimidated witnesses.

The bill would also provide support for programs to provide at-risk youth with positive alternatives to gangs. This is an important component in any meaningful effort to address gang violence. The National Center recently completed a survey project involving teens in Massachusetts neighborhoods with high levels of gang crime, asking them about their experience with gangs and witness intimidation. We also asked them for recommendations to prevent gang crime, and their most common suggestion was for communities to provide youth with alternatives to joining gangs—including educational, economic, and social opportunities.

Thank you for taking on this important issue. We urge your colleagues to join with you to support the Gang Abatement and Prevention Act of 2007.

Sincerely,



Mary Lou Leary

2000 M Street, NW • Suite 480 • Washington, DC 20036 • Tel. 202 / 467-8700 • Fax 202 / 467-8701 • www.ncvc.org



Office of the President

National District Attorneys Association  
99 Canal Center Plaza, Suite 510, Alexandria, Virginia 22314  
703.549.9222 / 703.836.3195 Fax  
www.ndaa.org

May 25, 2007

The Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510-0504

**POSTAGE PAID**

Dear Senator Feinstein:

On behalf of the members of the National District Attorneys Association (NDAA), I am writing to express our organization's support for S.456, the "Gang Abatement and Prevention Act of 2007."

In 2003 then NDAA President, Robert McCulloch, Prosecuting Attorney, St. Louis County, Missouri testified before a hearing of the Senate Committee on the Judiciary that "the gang culture is pervasive in urban, suburban and rural communities. The demand for new markets for criminal activities, the ability to enlist new members and the inability of many local police departments to cope with organized gangs has lead to their expansion both into new criminal endeavors and new geographical areas."

Unfortunately for our nation, what was true almost four years ago remains true today. Gang organizations have become increasingly more violent; more technologically advanced; and more adept at the intimidation of material witnesses. The problem is complex and it impacts local prosecutors daily. With state and local prosecutors handling approximately 95% of criminal cases, assistance in the form of funding, resources, and intelligence will provide state and local officials with the necessary tools to address these crimes.

The "Gang Abatement and Prevention Act of 2007" will provide critical funding and personnel at the state and local levels for criminal street gang enforcement teams; improve the dissemination of vital information regarding gang activity among law enforcement agencies through the establishment of a National Gang Activity Database; provide grant funding for the hiring of additional local prosecutors; and establish a short-term state witness protection section within the United States Marshals Service to assist state and local law enforcement with the protection and relocation of witnesses.

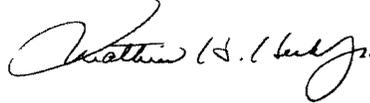
I thank you on behalf of the National District Attorneys Association for your efforts to address this serious issue - violent gang crime and witness intimidation seriously impact our members' and the communities they serve to protect.

*To Be the Voice of America's Prosecutors and to Support Their Efforts to Protect the Rights and Safety of the People*

155

If our Association can be of assistance to you or your staff or if you need any additional information please contact Rhea Arledge, NDAA legislative counsel at either 703-519-1679 or by e-mail at [rhea.arledge@ndaa.org](mailto:rhea.arledge@ndaa.org).

VERY TRULY YOURS,

A handwritten signature in black ink, appearing to read "Mathias H. Heck, Jr.", written in a cursive style.

MATHIAS H. HECK, JR.  
PRESIDENT

PROSECUTING ATTORNEY  
MONTGOMERY COUNTY, OHIO

cc: National District Attorneys Association's Board of Directors

## National Juvenile Justice & Delinquency Prevention Coalition

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March 16, 2007

The Honorable Patrick Leahy  
Chair  
Senate Judiciary Committee  
Russell Senate Office Building  
Room 433  
Washington, D.C. 20510

The Honorable Arlen Specter  
Ranking Member  
Senate Judiciary Committee  
Hart Senate Office Building  
Room 711  
Washington, D.C. 20510

Dear Senators Leahy and Specter:

On behalf of the undersigned organizations, we are writing regarding S. 456, the Gang Abatement and Prevention Act of 2007, the general problem of transferring youth into the criminal justice system, and the reauthorization of the Juvenile Justice and Delinquency Prevention Act.

We greatly appreciate the removal of the juvenile transfer provision from S. 456, and, given the particularly dangerous effects of prosecuting youth as adults on the youth and for public safety, we urge that there be no further efforts to reinsert this or any similar language. Comprehensive national research on the practice of prosecuting youth in the adult system has conclusively shown that transferring youth to the adult criminal justice system does nothing to reduce crime and actually has the opposite effect. Study after study has shown that youth transferred to the adult criminal justice system are more likely to re-offend and to commit more serious crimes upon release than youth who were charged with similar offenses and had similar offense histories but remained in the juvenile justice system.<sup>1</sup>

Moreover, national data shows that, in comparison to youth held in juvenile facilities, young people incarcerated with adults are:

- twice as likely to be beaten by staff; and
- 50% more likely to be assaulted with a weapon.<sup>2</sup>

A Justice Department report also found that youth confined in adult facilities are nearly 8 times more likely to commit suicide than youth in juvenile facilities.<sup>3</sup>

Further, minority youth will be disproportionately affected by this policy. Recent studies by the Department of Justice have shown that more than 7 out of 10 youth admitted to state prisons across the country were youth of color. Youth of color sent to adult court are also over-represented in charges filed, especially for drug offenses, and are more likely to receive a sentence of incarceration than White youth even when charged with the same types of offenses.<sup>4</sup>

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Co-Chairs: Tim Briceland-Betts, Child Welfare League of America and  
Sandi Boyd, Center for Children's Law and Policy.  
For more information contact CWLA at 202-942-0256 or CCLP at 202-637-0377.

Despite the removal of the transfer provisions from S. 456, we remain acutely aware that youth will continue to be prosecuted in the federal criminal justice system under this legislation. We hope that this process and the treatment and sentences to which these youth would be subjected will be informed by our increasing knowledge about adolescent and brain development and the ramifications on their behavior and on the lesser levels of culpability of youth more generally.

In order to effectively address youth involvement in gangs, we also believe it is crucial to ensure adequate funding to community groups working on the spectrum of issues surrounding youth gang participation. There are practices that we know work with at-risk and delinquent youth, the same youth who are more likely to join gangs. Indeed, studies have shown that the evidence based practices that work with violent and seriously delinquent youth are more cost effective and produce more benefits than traditional punitive measures.<sup>5</sup>

Furthermore, because of our rapidly increasing scientific and medical knowledge confirming the differences between youth and adults, it is crucial that we divest crime legislation, such as S.456, from the reauthorization of the Juvenile Justice and Delinquency Prevention Act (JJDPA) this year. As the primary vehicle through which the federal government sets standards for youth in justice systems across the country, the JJDPA, and the broad consensus upon which it has been built, is patently incompatible with legislation that results in the prosecution of juveniles in the federal system. The JJDPA is the only federal tool for ensuring accountability of juvenile justice systems and appropriate outcomes for youth, and, as such, it is imperative that we preserve its integrity and purpose.

Again, we greatly appreciate the removal of the juvenile transfer provisions from the gang legislation currently under consideration, and we hope that you will keep our other concerns in consideration as you deliberate on S. 456 and the reauthorization of the Juvenile Justice and Delinquency Prevention Act this year. If you have questions please feel free to contact Elizabeth Kehoe at the National Juvenile Defender Center at 202.452.0010 or Tim Briceland-Betts, co-Chair of the National Juvenile Justice and Delinquency Prevention Coalition, at the Child Welfare League of America at 202.942.0256.

Sincerely,

**National Organizations:**

American Civil Liberties Union  
 American Humanist Association  
 Break the Chains: Communities of Color and the War on Drugs  
 Campaign 4 Youth Justice  
 Center for Children's Law and Policy  
 Child Welfare League of America  
 Children's Defense Fund  
 Coalition for Juvenile Justice  
 Counsel of Juvenile Correctional Administrators  
 Criminon  
 Disciples Justice Action Network (Disciples of Christ)  
 Equal Justice Society

Federal CURE  
 Federal Prison Policy Project  
 Federation of Families for Children's Mental Health  
 International CURE  
 Justice Policy Institute  
 Juvenile Justice Initiative  
 Legal Action Center  
 Mental Health America  
 National African-American Drug Policy Coalition, Inc.  
 National Alliance of Faith and Justice  
 National Alliance to End Homelessness  
 National Association of Criminal Defense Lawyers  
 National Center for Youth Law  
 National Council of La Raza  
 National HIRE Network  
 National Juvenile Defender Center  
 National Juvenile Justice Network  
 National Parent Teacher Association (PTA)  
 National Youth Advocate Program  
 Pendulum Foundation  
 ROOT (Reaching Out to Others Together), Inc.  
 The Academy of Criminal Justice Sciences--Policy Section  
 The Council of Juvenile Correctional Administrators (CJCA)  
 Unitarian Universalist Association of Congregations  
 United Church of Christ, Justice and Witness Ministries  
 United Methodist Church, General Board of Church and Society  
 Voices for America's Children  
 Women of Reform Judaism  
 Youth Law Center

**State/Regional Organizations:**

Barton Child Law and Policy Clinic, Emory University School of Law  
 C. Burgess Consulting & Associates (CA)  
 Children's Law Center of Massachusetts  
 Connecticut Juvenile Justice Alliance  
 Consortium for Youth Services (DC)  
 Covenant House (NY)  
 Disciples Advocacy and Witness Network of the Christian Church Capital Area (DC)  
 Families & Friends of Louisiana's Incarcerated Children  
 Families United for Children's Mental Health (CT)  
 Franklin County Public Defender Office (Columbus, Ohio)  
 Girls Justice Initiative (CA)  
 Hearthstone of Minnesota  
 Heartland Alliance for Human Needs & Human Rights (IL)  
 Houston Federation of Families for Children's Mental Health (TX)  
 Idaho Federation of Families

Idaho Federation of Families for Children's Mental Health  
 Indiana Juvenile Justice Task Force, Inc.  
 Iowa Federation of Families for Children's Mental Health  
 Iowa Suicide Prevention Task Force  
 Iowa Suicide Education and Research Center  
 Indiana Juvenile Justice Task Force, Inc.  
 Juvenile Justice Center, Suffolk University Law School  
 Juvenile Justice Coalition (OH)  
 Juvenile Justice Initiative of Illinois  
 La Raza Centro Legal (CA)  
 Leo A. Hoffmann Center, Inc. (MN)  
 Michigan Council on Crime and Delinquency  
 Mid-Atlantic Juvenile Defender Center  
 Midwest Juvenile Defender Center (IL)  
 Mississippi Youth Justice Project  
 Montana Family Support Network  
 National Youth Advocate Program, Inc. (OH)  
 National Youth Advocate Program (WV)  
 New York Juvenile Justice Coalition  
 North East Ohio Health Services  
 Office of the Circuit Defender, Stone Mountain, Georgia Judicial Circuit  
 Ohio Youth Advocate Program  
 Partnership for Safety and Justice (OR)  
 People Place Resource Center (IA)  
 Presbyterian Church (USA), Washington Office  
 Prison Legal News (VT)  
 Public/Private Ventures (PA)  
 SCRED (MN)  
 Southern Juvenile Defender Center (AL)  
 Southern Poverty Law Center (AL)  
 Southwest Juvenile Defender Center  
 Statewide Parent Advocacy Network of NJ (SPAN)  
 Tennessee Commission on Children and Youth  
 The Chicago Area Project (IL)  
 The Legal Aid Society of New York  
 The St. Cloud Children's Home (MN)  
 Therapeutic Services Agency (MN)  
 United We Stand of New York  
 Voices of Ohio's Children  
 Washington Association of Criminal Defense Lawyers  
 Wisconsin Council on Children and Families  
 Woodland Hills Juvenile Residential Treatment Center (MN)  
 Youth Justice Coalition (CA)  
 Youth Represent (NY)

cc: Senate Judiciary Committee

- <sup>1</sup> Miami-Dade County Public Defender's Office. Re-Arrest Rates Among Youth Sentenced in Adult Courts: Evaluation Report for Juvenile Sentencing Advocacy Project. 15 Oct. 2001. 12 Oct. 2006 [http://www.pdmiami.com/JSAP\\_2001\\_Impact\\_Evaluation.pdf](http://www.pdmiami.com/JSAP_2001_Impact_Evaluation.pdf); Florida Department of Juvenile Justice. A DJJ Success Story: Trends In Transfer of Juveniles to Adult Criminal Court. 08 Jan. 2002. 05 Oct. 2006. pg. 2; Issue Brief 5: the Changing Borders of the Juvenile Justice: Transfer of Adolescents to the Adult Criminal Court. 2006. MacArthur Foundation Research Network on Adolescent Development and Juvenile Justice. 21 Nov. 2006 <<http://www.macfound.org/atf/cf/%7BB0386CE3-8B29-4162-8098-E466FB856794%7D/ADJJTRANSFER.PDF>>; Benda, B.B. and Tollet, C.L. (1999) "A Study of Recidivism of Serious and Persistent Offenders Among Adolescents." *Journal of Criminal Justice*, Vol. 27, No. 2 111-126.
- <sup>2</sup> Forst, Martin, Jeffrey Fagan, and T. Scott Vivona. (1989) "Youth in Prisons and Training Schools: Perceptions and Consequences of the Treatment-Custody Dichotomy." *Juvenile and Family Court Journal* 39:1.
- <sup>3</sup> Michael G. Flaherty, An Assessment Of The National Incidence Of Juvenile Suicide In Adult Jails, Lockups And Juvenile Detention Centers, The Community Research Forum of the University of Illinois 10 (1980).
- <sup>4</sup> Juskiewitz, J. 2000. Youth Crime/Adult Time: Is Justice Served? Washington, DC: Prepared by Pretrial Services Resource Center for the Building Blocks for Youth Initiative.
- <sup>5</sup> Steve Aos, Marna Miller, and Elizabeth Drake. (2006). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. Olympia: Washington State Institute for Public Policy.



May 21, 2007

Senator Diane Feinstein  
Washington, D.C.

**RE: Senate Bill 456  
Gang Abatement and Prevention Act**

Dear Senator Feinstein,

The 20,000 law enforcement members of the National Latino Peace Officers Association (NLPOA) unanimously support and endorse the proposed *Gang Abatement and Prevention Act* (S. 456), as submitted. The NLPOA is a law enforcement organization made up of federal, state, and local law enforcement officers. The organization's members include more than 13 Chiefs of Police and Sheriffs. The membership also includes every level of law enforcement positions. The NLPOA has 80 chapters in 30 States and Puerto Rico and members in every state.

The NLPOA supports the *Gang Abatement and Prevention Act* (S. 456) as this legislation will assist in combating the violence and fear that surrounds many of our communities, both small and large. This legislation will help "Keep America Safe."

The NLPOA believes that this legislation is comprehensive and with meticulous attention dedicated to the facts as they apply to the rule of law. This legislation was well reasoned and provided a proportionate response to these types of crimes.

Sincerely,

*Roy Garivey*

Roy Garivey, National NLPOA President  
PO Box 1717  
Las Vegas, NV 89125  
E-mail: [garivey@latinopoa.org](mailto:garivey@latinopoa.org)  
(713) 829-9351

CC: National Executive Board and NLPOA Members

To strengthen  
and promote  
cities as centers  
of opportunity,  
leadership, and  
governance



1301 Pennsylvania Ave., N.W.  
Washington, D.C. 20004-1763  
202-626-3000  
Fax: 202-626-3043  
www.nlc.org

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Donald J. Bonk

June 13, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

On behalf of the National League of Cities, I write to express support for the "Gang Abatement and Prevention Act of 2007", S. 456. As the representative of over 19,000 cities and towns, NLC believes the bill is an important step forward that will help to address serious public safety concerns in communities.

Increasing violent crime, particularly crimes committed by juveniles, is a troubling reality for many cities across the country. While local elected officials are doing all that they can to fight back, it's clear that these trends cannot be reversed solely by local agencies or enforcement alone. Instead, real solutions call for coordinated efforts among federal, state, and local agencies and resources for prevention and intervention initiatives.

The legislation takes that coordinated and balanced approach. The more than \$1 billion that the legislation authorizes over the next five years will support services geared towards gang prevention, coordinated law enforcement efforts against gang violence, and witness protection programs. Included in this authorization are resources to create a new High Intensity Interstate Gang Activity program that is structured to facilitate cooperation between state, local, and federal law enforcement in identifying, targeting, and eliminating violent gangs in areas where gang activity is particularly prevalent. Importantly, the legislation's enforcement efforts are complimented by significant funding dedicated to collaborative, community-based prevention and intervention services for at-risk youth.

Thank you for your leadership with this comprehensive anti-gang bill and your commitment to keeping our communities safe. If you need any additional information, please contact Carolyn Coleman, NLC's Director, Federal Relations, at 202.626.3023.

Sincerely,

Bart Peterson  
President  
Mayor, Indianapolis, Indiana

Past Presidents: Clarence E. Anthony, Mayor, South Bay, Florida • John DeBattista, Jr., Mayor, New Haven, Connecticut • Brian J. O'Neill, Councilman, Philadelphia, Pennsylvania; Directors: R. Michael Kemp, Executive Director, Virginia Municipal League • Susan Burgess, Mayor Pro Tem, Charlotte, North Carolina • Thomas Carlsen, Mayor, Springfield, Missouri • Susan Davis, Executive Director, Ohio Municipal League • Deborah Denard Delgado, Councilwoman, Hattiesburg, Mississippi • Joseph Donatelli, Mayor, Flagstaff, Arizona • Pat Eiland, Councilmember, Novato, California • Ted Ellis, Mayor, Buffalo, Indiana • Walter Epps, Council Member, Cedar Hill, Texas • Margaret Flaley, Councilmember, Duarte, California • Rene Flores, Councilmember, St. Petersburg, Florida • John Franklin, Councilmember, Chattanooga, Tennessee • Gary Graham, Mayor, O'Fallon, Illinois • Donald A. Grosser, Mayor, Raleigh, Nebraska • Jeanne Harlin, Councilmember, Vancouver, Washington • Dawn B. Heister, Council Member, Norfolk, Virginia • Charles Hughes, Councilman-At-Large, Gary, Indiana • Bruce Jeffrey, Executive Director, Vermont League of Cities and Towns • Mitchell E. Johnson, Council Member, Phoenix, Arizona • Martin Jones, Council Member, Conyers, Georgia • Jennifer L. Kim, Council Member, Austin, Texas • Daley W. Lyman, Commissioner, Orlando, Florida • Margaret Mahery, Executive Director, Tennessee Municipal League • Cynthia Mangini, Councilman-At-Large, Enfield, Connecticut • Marcia Marston, Councilmember, Rochester, Minnesota • Henry Blumfeld, Jr., Councilman, Gainesburg, Maryland • Tom Ed. McHugh, Executive Director, Louisiana Municipal Association • Deryl Reese, Mayor, Chesdron, North Carolina • James Parkins, Jr., Mayor, Selma, Alabama • Daniel Poonk, Mayor, Bedford, Ohio • Richard Radloff, Councilman, Greenhouse, Florida • Lynn Rice, Executive Director, League of Nebraska Municipalities • Julie Abney Robison, Council Member-At-Large, Cary, North Carolina • Shirley Scott, Council Member, Tucson Arizona • Anne Strideli, Council Member, Columbia, South Carolina • Walter Stuenkel, Council Member, Loveland, Colorado • Conita Appynasynaty, Executive Director, North Dakota League of Cities • Ken Strohbeck, Executive Director, League of Arizona Cities and Towns • Lynne Whalen, Council Woman, Casper, Wyoming • Lynn Whalen, Council Woman, Casper, Wyoming • Denise Zinn, Councilman, Los Angeles, California



# National Major Gang Task Force

**EXECUTIVE DIRECTOR**

Edward Cohn, Commissioner  
Indiana Department of Correction  
(Retired)

April 26, 2007

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The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510-0504

**RE: Gang Abatement and Prevention Act of 2007 (S. 456)**

Dear Senator Feinstein:

Please be advised that the National Major Gang Task Force is in support of the above referenced legislation.

Our membership of approximately 1500 from across the country appreciates your continued initiative and leadership in developing this legislation.

Sincerely,

Edward L. Cohn  
Executive Director

**EXECUTIVE LEADERSHIP COUNCIL**

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Criminal Justice and Investigative Forensics  
School of Undergraduate Studies  
University of Maryland

John Vanyur, Assistant Director  
Correctional Programs Division  
Federal Bureau of Prisons, Central Office

**National Major Gang Task Force Executive Headquarters**  
338 South Arlington Avenue, Suite 112 · Indianapolis, Indiana 46219  
Phone: (317) 322-0537 · Fax: (317) 322-0549 · Email: nmgtf@earthlink.net · Website: www.nmgtf.org

**NATIONAL NARCOTIC OFFICERS' ASSOCIATIONS COALITION**

P.O. Box 2456 West Covina, California 91793-2456 • (626) 960-3328 • Fax (626) 960-3328

www.natlnarc.org

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Richard M. Sloan - Executive Director

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- Arizona Narcotic Officers' Assn.
- Arkansas Narcotic Officers' Assn.
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- Georgia Narcotic Officers' Assn.
- Iowa Narcotic Officers' Assn.
- Illinois Narcotic Drug Enforcement Officers' Assn.
- Indiana Narcotic Drug Enforcement Assn., Inc.
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- Missouri Narcotic Officers' Assn.
- Montana Narcotic Officers' Assn.
- Narcotic Officers Association of Hawaii
- National HIDTA Directors Association
- National Drug Enforcement Officers' Assn.
- Nevada Narcotic Officers' Assn.
- New England Narcotic Enforcement Officers' Assn.
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- New Mexico Narcotic Officers' Assn.
- New York Organization of Narcotic Enforcers
- North Carolina Narcotic Enforcement Officers' Assn.
- Narcotic Assn. of Regional Coordinating Officers of Ohio
- Assn. of Oklahoma Narcotic Enforcers
- Oregon Narcotics Enforcement Assn.
- Pennsylvania Narcotic Officers' Assn.
- Puerto Rico Narcotic Officers' Assn. (TERO)
- R.I.S.S. Projects
- Tennessee Narcotic Officers' Assn.
- Texas Narcotic Officers' Assn.
- Utah Narcotic Officers' Assn.
- Washington State Narcotics Investigators' Assn.
- Whelan Narcotic Officers' Assn.

April 17, 2007

The Honorable Patrick Leahy  
Chairman  
Senate Committee on the Judiciary  
224 Dirksen Senate Office Building  
Washington, DC 20510

Dear Chairman Leahy:

On behalf of the National Narcotic Officers' Associations' Coalition (NNOAC), I urge you to consider S. 456, the Gang Abatement Act of 2007. The more than 55,000 law enforcement officers represented by the NNOAC support this effort to give state and local law enforcement and community prevention and intervention groups new resources to prevent gang crimes and investigate gang violence.

Importantly, this bill encourages law enforcement intelligence and information sharing among new "high intensity interstate gang activity areas" and existing High Intensity Drug Trafficking Areas (HIDTAs). The direct overlap between gang crime and illegal drug trafficking means that efforts to address gangs in one particular region cannot be divorced from efforts to investigate and prevent illegal drug trafficking. Close collaboration is a necessity, and administrative resources already deployed for multi-jurisdictional drug enforcement efforts should be leveraged to enhance gang enforcement. This maximizes the resources that can be applied directly to the street for gang enforcement and prevention activities.

The NNOAC appreciates your continued dedication to helping state and local law enforcement tackle the tough challenges we face every day. Gang activity has destroyed the ambitions and lives of too many young Americans. Aggressive efforts to enforce laws and prevent gang violence are very much needed.

I respectfully request that you give serious consideration to S. 456, the Gang Abatement Act of 2007, and look forward to working with you on this important legislation.

Sincerely,  
  
Ronald E. Brooks  
President, NNOAC

06/06/2007 14:25 FAX 7035355500

NOVA

002

June 6, 2007



Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein,

I am writing on behalf of the National Organization for Victim Assistance to advise you of our recent vote in unanimous support for the Gang Abatement and Prevention Act (S.456). The deterrent effects of your enforcement and prevention approach promise to save many of our citizens from victimization by gangs. We applaud you for continuing your work on behalf of crime victims and pledge to work with you to keep putting victims first.

As always, we thank you for your leadership in the fight for victims' rights in crime detection, prosecution, punishment, and prevention.

Sincerely yours,

A handwritten signature in black ink that reads "Joseph Myers".

Joseph Myers  
President

National Organization for Victim Assistance

...urthouse Square 510 King Street, Suite 424 Alexandria, VA 22314 www.trynova.org office: 703.535.NOVA (6682) fax: 703.535.5500



NATIONAL ORGANIZATION OF  
BLACK LAW ENFORCEMENT EXECUTIVES

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of Police (Retired)  
Chattanooga Police Department, Chattanooga, TN

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**DOUGLAS DELEAVER**  
Chief of Police  
Maryland Transit Administration Police, Baltimore, MD

*Immediate Past President*  
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Atlanta Police Department, Atlanta, GA

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Plainfield Police Department, Plainfield, NJ

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Assistant Inspector General (Retired)  
U.S. Environmental Protection Agency, Washington, DC

*Legislative Affairs*  
**EDRICH L. ALEXANDER**  
Deputy Commissioner  
New York State Division of Criminal Justice, Albany, NY

*Parliamentarian*  
**JAMES L. YOUNGER, II**  
Chief of Police  
Albany Police Department, Albany, GA

*Associate Members Representative*  
**SHEILA A. WIMBEELY**  
Detective  
Nassau County Police Department, Long Island, NY

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Supervisor (Retired)  
West State Police, Albany, NY

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Postal Inspector  
U.S. Postal Inspection Service, Bala Cynwyd, PA

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Chief of Police  
Hattiesburg Police Department, Hattiesburg, MS

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Chief of Police  
Lincoln Heights Police Department, Lincoln Heights, OH

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Deputy Chief of Police  
University City Police Department, St. Louis, MO

*Region Six Vice President*  
**FATIMA R. MELVIN**  
Commander  
Phoenix Police Department, Phoenix, AZ

*Federal Assistant to the National President*  
**MONICA O. JOHNSON**  
Associate Special Agent in Charge  
Special Security Administration - DHS, Baltimore, MD

*Special Assistant to the National President*  
**ROBERT L. STEWART**  
Chief of Police (Retired)  
Ormond Beach Police Department, Ormond, FL

*Special Assistant to the National President*  
**MARK LOGAN**  
Assistant Director  
Bureau of ATF, Washington, DC

*Special Assistant to the President for International Affairs*  
**SEYMOUR A. JONES**  
Deputy Assistant Director  
Federal Law Enforcement Training Center, Glynco, GA

May 18, 2007

The Honorable Senator Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510-0504

JESSIE LEE, JR.  
Executive Director

Dear Senator Feinstein:

I am writing to you on behalf of The National Organization of Black Law Enforcement Executives (NOBLE) to express our strong support for the Gang Abatement and Prevention Act of 2007.

The growing incidence of gang violence is the bane to the safety and security of our communities, including rural areas of this country. The criminal activities, murders, drug related crimes and violence perpetrated by gangs, borders on terrorism. Unfortunately, law enforcement's ability to combat these gang activities is hindered by a lack of human resources, as well as, a lack of technology to monitor and track gang activities that transcend jurisdictional boundaries.

The Gang Abatement and Prevention Act of 2007 will provide a cost effective means of addressing the growing problem of gang violence by creating a national strategy for early intercession and prevention, in addition to, identifying, apprehending, and prosecuting gang related criminal activities across the nation. Specifically, the bill provides for the designation of High Intensity Interstate Gang Activity Areas (HIIGAA) that will identify, target and eliminate violent gangs where gang activities are particularly prevalent.

This bill will provide law enforcement funding for intervention and prevention efforts by law enforcement, schools and civic groups focused on at-risk youth, in a combined, prevention-intervention-suppression approach, modeled after the proven, "Operation Ceasefire" strategy.

The bill increases the penalties for existing racketeering and violent crimes by creating a new federal crime for violence committed in furtherance of drug trafficking. It also provides for enhancements to the federal criminal code designed to more effectively deter and punish acts of violence, by gangs and other violent criminal organizations.

NOBLE believes that this combined prevention-intervention-suppression approach will help provide the resources and funds required for our federal, state and local law enforcement agencies to effectively, combat the growing problem of gang related crime and violence.

NOBLE's 3,500 law enforcement executive members thank you for your continued leadership on this important issue and for your continuing support of the law enforcement community. We look forward to working with you to help pass this important legislation.

Sincerely,

Jimmie Dotson  
National President

HUBERT T. BELL, JR. OFFICE COMPLIANCE  
4609 PINECREST OFFICE PARK DR., SUITE F, ALEXANDRIA, VA 22312-1442 (703) 658-1529 FAX (703) 658-9479  
31<sup>ST</sup> ANNUAL TRAINING CONFERENCE & EXHIBITION • JULY 27 – AUGUST 1, 2007 • FORT LAUDERDALE, FL



National Organization of  
Parents Of Murdered Children, Inc.

*For the families and friends of those who have died by violence.*

---

100 East Eighth Street, Suite B-41 • Cincinnati, OH 45202 • Toll Free: (888) 818-POMC  
Fax (513) 345-4489 • Website: [www.pomc.org](http://www.pomc.org) • Email: [natpomc@aol.com](mailto:natpomc@aol.com)

May 24, 2007

The Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20510

Dear Senator Feinstein;

On behalf of the National Organization of Parents Of Murdered Children, Inc (POMC) I would like to express our strong support for S. 456 and thank you for introducing such important legislation.

POMC was founded in 1978 by Charlotte and Bob Hullinger in Cincinnati, Ohio, after the murder of their daughter, Lisa. POMC is a national organization with over 100 chapters and 350 contact people throughout the United States and abroad. Over 100,000 requests for POMC's services and assistance received each year.

POMC's members understand first hand the devastation that gang violence causes as countless number of our members have lost loved ones to gang violence, including myself. My brother, Howard Levey, was murdered in Phoenix in November 1996 as he sat in his vehicle waiting for his friends to show up for their weekly basketball game. He was approached and shot at point blank range as he sat in his car by two gang members who wanted his car. In an instant, this father, husband, brother, son and friend too many was gone—the killers, who were hardened gang members did not think for a second about the man they murdered. Sadly, Howard's murder is one of many within our organization that have been caused by gang violence.

POMC believes that this important legislation will help to ensure at the federal, state, tribal and local levels, that law enforcement agencies will have the tools and resources necessary to combat gang violence.

The National Organization of Parents Of Murdered Children, Inc strongly supports the provisions within S. 456 and thank you for your continual leadership in promoting crime victims rights and issues.

Very Truly Yours,

Dan Levey  
National President  
Parents Of Murdered Children, Inc

*Dedicated to the Aftermath and Prevention of Murder*



## NATIONAL SHERIFFS' ASSOCIATION

1450 DUKE STREET • ALEXANDRIA, VIRGINIA 22314-3490 • 703-836-7827 • Fax 703-683-6541  
WWW.SHERIFFS.ORG • NSAMAIL@SHERIFFS.ORG

January 29, 2007

The Honorable Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510-0504

Dear Senator Feinstein:

I write to you on behalf of the National Sheriffs' Association to express strong support for the Gang Abatement and Prevention Act of 2007. This much needed legislation takes a necessary step toward addressing the growing epidemic of gang violence that is affecting our entire nation and has even stretched into some of our most rural communities.

The National Sheriffs' Association is the voice of 3,087 elected sheriffs across the country and the largest association of law enforcement professionals in the United States. As chief law enforcement officers in many jurisdictions across the country, sheriffs are aware that gang activity has been directly linked to the narcotics trade, human trafficking, identification documentation falsification and the use of firearms to commit deadly shootings. Thus, NSA recognizes the importance of the programs and initiatives the Gang Abatement and Prevention Act promotes.

The Gang Abatement and Prevention Act of 2007 would effectively address the growing problem of gang violence by creating a rational strategy to identify, apprehend, and prosecute gangs across the nation. Specifically, the bill would provide for the designation of High Intensity Interstate Gang Activity Areas (HIIGAA's) to identify, target and eliminate violent gangs in areas where gang activity is particularly prevalent. Such a program is integral to the cooperative efforts of local law enforcement to effectively deal with gang related activities.

While our top priority is to fully restore funding for the Edward Byrne Justice Assistance Grant Program, we believe that sheriffs would also benefit from the authorization of \$1 billion to assist Federal, State and local law enforcement efforts to combat gang violence and promote gang prevention. Sheriffs hold the well-being and safety of their constituents as their highest priority. Appropriate funding, however, is necessary to effectively maintain safe communities. The Gang Abatement and Prevention Act aptly recognizes this need and allows for sheriffs to address the maladies of gang violence in schools, in local communities, and even across jurisdictions.

The Gang Abatement and Prevention Act of 2007 is a comprehensive piece of legislation that addresses both the enforcement and prosecution aspects of the battle against gang violence. The National Sheriffs' Association and its member sheriffs fully support this legislation and thank you for your continued support of law enforcement.

Sincerely,  


Ted Kamatchus  
President

*Serving Our Nation's Sheriffs Since 1940*

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## NATIONAL TROOPERS COALITION

---

**Brad Card, Legislative Liaison**  
 412 First Street, SE  
 Washington, DC 20003  
 Office: 202-484-4884  
 Fax: 202-484-0109  
 Cell: 202-549-6120  
 Brad.card@dotkgroup.com

**Michael F. Canning, Director**  
 Government Relations Office  
 12 Francis Street  
 Annapolis, MD 21401  
 Office: 410-269-4237  
 Fax: 410-269-7523  
 Cell: 410-370-9800  
 ntc@maniscanning.com

May 23, 2007

The Honorable Dianne Feinstein  
 815 Hart Senate Office Building  
 Washington, DC 20510

Dear Senator Feinstein:

On behalf of state troopers and highway patrol officers across this nation, the National Troopers Coalition (NTC) is pleased to join our professional colleagues in law enforcement in supporting S. 456, the Gang Abatement and Prevention Act of 2007.

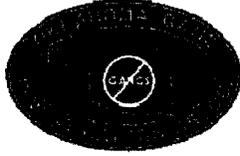
Gang-related crime has increased at a troubling rate; and the NTC is proud to support legislation that will enhance our efforts to identify, apprehend and prosecute these violent groups. S. 456 authorizes \$500 million over the next 5 years to designate High Intensity Interstate Gang Activity Areas (HIIGAA's), and increases penalties for racketeering and other violent crimes. With these tools and the restoration of the Edward Byrne Justice Assistance Grant Program, troopers across this nation will be able to more effectively fight to stop these violent groups that are terrorizing our communities.

Thank you for your support of all the troopers and highway patrolmen represented by the National Troopers Coalition and our fellow law enforcement officers across this Country. If I may be of any further assistance to you, please feel free to contact me or our NTC Washington, DC representatives, Michael Canning or Brad Card.

Sincerely,

Dennis Hallion  
 Chairman

SUPPORT YOUR STATE TROOPERS  
 REPRESENTING OVER 40,000 TROOPERS SERVING 230 MILLION AMERICANS



**Oklahoma Gang Investigators Association**  
**315 SW 5<sup>th</sup> Street Room 200**  
**Lawton, Oklahoma 73501**  
**405-620-2254 fax: 580-355-0306**

June 13, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

On behalf of the Oklahoma Gang Investigators Association (OGIA), I would like to thank you for introducing the "Gang Abatement and Prevention Act of 2007" and advise you of our support for the legislation. If enacted this would greatly assist state and local law enforcement in their efforts against gang expansion and violence.

Our organization is comprised of law enforcement, probation officers, department of corrections employees and federal agents. The Association is a non-profit organization who provides law enforcement and communities the education to help try to fight the growing gang problem in our state.

Every year our Organization puts on a conference for law enforcement and we bring in speakers from all over the world. This is a great opportunity for our membership to become educated regarding gangs so they can go back into their communities and educate the citizens.

Our organization is a board run association with all of our board members being volunteers. We are committed to living up to our motto which is "a gang is only as strong as a community allows it to be".

I thank you for your continued support of law enforcement. We look forward to working with you to fight for the passage of this bill. If you have any questions, please feel free to contact me, Tim Hock, Association Vice-President at (405) 316-4694.

Sincerely,

Tim Hock  
Vice President

JUN 5 2007 12:22PM  
 06/05/2007 10:12:20 AM 213 485 7683 Eighth Council District

NO. 9571 P. 2002/003

**COMMITTEES**

**Chair**  
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**Los Angeles City Council**



**BERNARD C. PARKS**  
 Councilmember, Eighth District

**CONTACT INFORMATION**

**City Hall Office**  
 300 North Spring Street  
 Room 400  
 Los Angeles, CA 90012-4873  
 (213) 475-7009  
 (213) 485-7683 fax  
 TDD: (213) 473-6991

**Consultant Service Center**  
 8475 S. Vermont Ave.  
 Los Angeles, CA 90044-3494  
 (213) 485-7616  
 (213) 485-8136 fax  
 TDD: (323) 789-2758

**Crescent Office**  
 3847 S. Crestview Blvd.  
 Los Angeles, CA 90008  
 (323) 293-8467  
 (323) 293-3696 fax

May 31, 2007

Hon. Dianne Feinstein  
 United States Senate  
 331 Hart Senate Office Building  
 Washington, D.C. 20510

Dear Senator Feinstein:

I recently introduced the enclosed Resolution in support of both your S. 456 and Congressman Adam Schiff's H.R. 1582. This Resolution, to include in the City's 2007 Federal Legislative Program Support for the legislation, is pending consideration by the Council's Intergovernmental Relations Committee. Once adopted by the Committee and Council, our Washington, D.C. lobbyists will be directed to actively support the bill on the Hill. Until the Council has acted on this Resolution, I am pleased to offer my support of the legislation as an individual City Councilman and a former Los Angeles Police Chief.

As Chair of the City Council's Budget and Finance Committee, I am also pleased to report that in the recent Budget deliberations, the City Council and the Mayor recently allocated funding for the implementation of the City's Gang Reduction Strategy. This strategy is based on the success of the implementation of the federal Gang Reduction Program in the Boyle Heights area of Los Angeles. On April 18, 2007, the Mayor issued a report which credits this program for the 44 percent decrease in gang-related crime in Boyle Heights. The City Council and the Mayor plan to replicate the Boyle Heights Gang Reduction Program in other high violence zones throughout the City. Passage of the Gang Abatement and Prevention Act would help expand the implementation of the City of Los Angeles Gang Reduction Strategy, particularly with the provisions which propose the designation of High Intensity Interstate Gang Activity Areas (HIIGAA).

Like the City's Gang Reduction Zones, the federal program will facilitate cooperation between local, state and federal law enforcement in identifying, targeting and eliminating violent gangs in areas where gang activity is particularly prevalent. Selection of such designated areas would be based on current and predicted levels of gang crime, the extent of existing resources committed to gang crime, and the extent to which a significant increase in the allocation of federal resources would enhance local response to gang crime. If the City is designated as a HIIGAA, federal



e-mail: parks@council.lacounty.org  
 website: www.lacounty.org/council/cdb



JUN 5 2007 12:23 PM FAX 213 485 7683 Eighth Council District

NO. 9571 P. 9003/003

Senator Dianne Feinstein  
May 31, 2007  
Page 2 of 2

funding would significantly enhance existing gang prevention, intervention and suppression efforts in Los Angeles.

Please do not hesitate to contact my office if you need further assistance on this matter.

Sincerely,



BERNARD PARKS  
Councilman, 8<sup>th</sup> District



STEPHAN R. PASSALACQUA  
SONOMA COUNTY DISTRICT ATTORNEY

600 ADMINISTRATION DRIVE, 212-J SANTA ROSA, CA 95403 (707) 565-2311

San Francisco Office

MAY 23 2007

Action

February 9, 2007

Senator Dianne Feinstein  
United States Senate  
One Post Street, Suite 2450  
San Francisco, CA 94104

San Francisco Office

FEB 21 2007

Action

RE: Legislation to Fight Gang Violence

Dear Senator Feinstein,

I recently spoke to your California Staff Director Jim Molinari when I was in Washington at the National District Attorney Capital Litigation Workshop regarding the above mentioned legislation you were sponsoring. I have reviewed the aspects of the Gang Prevention Legislation and wanted to inform you that I enthusiastically support the bill and your efforts to address one of the most significant challenges that we face in Sonoma County and throughout the State of California and the Nation.

Enclosed please find our Critical Needs Assessment for 2006 which highlights how gang violence has placed an enormous strain on the Sonoma County criminal justice system (pages 1, 9-11, 23-31). I'm available to assist you in anyway possible with your legislation. Please do not hesitate to contact me.

Sincerely,

Stephan R. Passalacqua  
District Attorney

pc  
Feinstein

Enclosure

cc: Jim Molinari ✓



## Peace Officers Research Association of California

May 30, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

Re: S. 456

Dear Senator Feinstein:

I am writing to express the support of the Peace Officers Research Association of California (PORAC) for the Gang Abatement and Prevention Act (S. 456), your bill to combat gang violence. PORAC, an organization representing over 60,000 law enforcement officers in California and Nevada, appreciates this effort to address both the causes and the effects of gang activity.

From our experience, we know that your bill's approach, not only increasing criminal penalties for gang violence but also augmenting assistance to at-risk areas through the Project Safe Neighborhoods program, strikes the right kind of balance. Simply put, S. 456 will make our streets safer.

PORAC also appreciates that your bill authorizes grants to improve technology and training to identify gang members and other violent offenders. We also welcome S. 456's authorization of PORAC also appreciates that your bill authorizes grants to improve technology and training to identify gang members and other violent offenders. We also welcome S. 456's authorization of assistance for additional communities designated as High Intensity Interstate Gang Activity Areas. As law enforcement officials on the ground in California, we know that such assistance is badly needed.

Senator Feinstein, PORAC is very thankful for your continued work on behalf of improving public safety in California through S. 456 and other measures. We look forward to continuing to work with you on issues of importance to families in California and around the country.

With warm regards,

Ron Cottingham  
President, PORAC

4010 Truxel Road • Sacramento, CA 95834-3725 • (916) 928-3777 • FAX (916) 928-3760 • (800) 937-6722



FROM :

PHONE NO. :

May. 07 2007 02:12PM P1



GARY PENROD, SHERIFF-CORONER



May 7, 2007

The Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20515

Position: **SUPPORT: S. 456 - Gang Abatement and Prevention Act of 2007**

Dear Senator Feinstein,

As the Sheriff of San Bernardino County I am pleased to support your bill S. 456. This bill will increase and enhance law enforcement resources committed to investigation and prosecution of violent gangs, deter and punish violent gang crime, protect law-abiding citizens and communities from violent criminals, revise and enhance criminal penalties for violent crimes, expand and improve gang prevention, and for other purposes.

As throughout the Nation, San Bernardino County is plagued with gangs and this bill will be a tremendous help to reduce gang violence. If I can be of assistance in this matter please feel free to contact me.

Thank you for your support of public safety.

Best Regards,

GARY S. PENROD, Sheriff

By: Barbara Ferguson, Lieutenant  
Legislative Liaison  
951-313-1348 (cell)

SAN BERNARDINO COUNTY SHERIFF'S DEPARTMENT  
655 East Third Street • San Bernardino, California 92415-0051 Post Office Box 569 • San Bernardino, California 92402-0569



1400 I Street, NW  
Suite 800  
Washington, DC  
20005-6526

PHONE 202-729-8000  
FAX 202-729-8100  
www.PointsOfLight.org

May 22, 2007

U.S. Senator Dianne Feinstein  
SH-331 Hart Senate Office Building  
United States Senate  
Washington, D.C. 20510

Dear Senator Feinstein:

Thank you for contacting us about S.456 – The Gang Abatement and Prevention Act. The Points of Light Foundation is pleased to sign on as a supporter of this legislation. Please let us know what we can do to be of service in helping advance this bill.

Sincerely,

A handwritten signature in black ink that reads "Howard H. Williams III". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Howard H. Williams III  
Interim CEO and President

MAYOR  
Miguel A. Pulido  
MAYOR PRO TEM  
Linda C. Alvarez  
COUNCIL MEMBERS  
D. David Benavides  
Carlos Bustamante  
Michelle Martinez  
Vincent F. Summerton  
Sal Taniguchi



# CITY OF SANTA ANA

CITY MANAGER  
David N. Ream  
CITY ATTORNEY  
Joseph W. Fletcher  
CLERK OF THE COUNCIL  
Patricia E. Healy

June 1, 2007

The Honorable Dianne Feinstein  
United States Senator  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

On behalf of the City of Santa Ana I'd like to express our full support for your "Gang Abatement and Prevention Act of 2007." I commend you for your leadership role in this important legislation.

Federal, state and local collaboration is crucial as we move forward with a comprehensive gang strategy. The programs advocated in your bill, and the funds provided will be of great use to our law enforcement efforts; and will also be effective in our ongoing endeavor to better fund prevention and intervention efforts.

We have always appreciated your interest in this topic and your willingness to sponsor meaningful legislation that will truly assist our local efforts.

If I can be of any further assistance, please let me know.

Sincerely,

  
Miguel A. Pulido  
Mayor

MAY. 25. 2007. 5:15PM 714-834-5888

OCDA EXEC OFFICE

NO. 8617 P. 3/502/02



**TONY RACKAUCKAS**  
**ORANGE COUNTY DISTRICT ATTORNEY**

ORANGE COUNTY DISTRICT ATTORNEY'S OFFICE  
 401 CIVIC CENTER DRIVE WEST • SANTA ANA, CA 92701 (714) 834-3636

May 25, 2007

Honorable Dianne Feinstein  
 331 Hart Senate Office Building  
 Washington, DC 20510

Re: Gang Abatement and Prevention Act of 2007

Dear Senator Feinstein:

I am writing to express my support for your Gang Abatement and Prevention bill which will establish an extended federal commitment to help fight criminal street gang violence. This bill authorizes funding to support law enforcement efforts in prosecuting violent gang offenders and establishing prevention programs for at-risk youth. Over the years, numerous studies have underscored the fact that gang members are responsible for a statistically disproportionate amount of crime. Criminal street gangs and the chaos they create are among the foremost obstacles to the citizens' basic right to live in their community free from fear and victimization. I believe that combating this scourge is of the highest priority.

Because gang violence negatively impacts the lives of many innocent people each year, I strongly support this important legislation. In deterring and reducing this dangerous criminal behavior, we will make our community a safer place to live and work.

The Orange County District Attorney's Office appreciates your leadership role in spearheading this important piece of legislation. Please do not hesitate to contact our office should you require further assistance.

Sincerely,

  
 TONY RACKAUCKAS  
 District Attorney

TR:th/ru



County of San Bernardino  
**Office of the District Attorney**  
MICHAEL A. RAMOS, District Attorney

June 1, 2007

Senator Dianne Feinstein  
331 Hart Senate Office Building  
Washington, DC 20510

*Re: Letter of Support for S. 456, Gang Abatement and Prevention Act*

Dear Senator Feinstein:

As the District Attorney of San Bernardino County and the co-chair of the California District Attorney's Gang Violence Committee, I am writing this letter of support for your Gang Abatement and Prevention Act of 2007. This Bill does an excellent job of covering the three main goals of prevention, intervention and suppression.

We at the local level are engaged in a war with what we call our "local terrorists." We are doing our best to win this war on gangs, but we need help at the national level. This bill would give us the needed resources to continue to prosecute cases while having federal law enforcement and federal prosecutors as partners.

It toughens the laws on criminal street gang crime and adds sentencing enhancements for gang related conduct. We also believe that intervention and prevention focused on at-risk youth is key to our long-term success in eliminating gang violence.

Therefore, I am in full support of your Bill and I want to thank you for being a leader in the area of law and justice and the safety of all our citizens. Please call me if you need future assistance or testimony at the federal level.

Sincerely,

---

MICHAEL A. RAMOS  
District Attorney

MAR:kd

316 North Mountain View Avenue, San Bernardino, California 92415-0004 (909) 387-6603 • Fax (909) 387-6613  
E-mail address: [da@da.sbcounty.gov](mailto:da@da.sbcounty.gov) Web site: [www.district-attorney.org](http://www.district-attorney.org)



*Chuck Reed*  
MAYOR

June 4, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Office Building  
Washington, DC 20510

Dear Senator Feinstein:

I write in support of the "Gang Abatement and Prevention Act of 2007" (S. 456), your bipartisan legislation that takes a comprehensive and balanced approach to preventing and suppressing criminal street gangs.

Your legislation will provide valuable new legal authorities and funding resources to prevent, deter, and suppress gang activities, including gang recruitment of our most vulnerable youth.

I appreciate that your bill advances an approach that will both complement and supplement our local efforts. San José consistently ranks among the safest big cities in the country in large part because of our nationally-recognized approach to combating gang activity and violence. That strategy combines very strong law enforcement and partnerships with community-based organizations that address the needs of youth most at-risk of gang involvement.

By creating new grants to support both local public safety and community-based prevention services; establishing tougher federal penalties for gang crimes; expanding federal anti-gang enforcement efforts; and providing resources for greater collaboration among local, state, and federal entities, your legislation addresses key needs in San José, the region, and nationwide.

I believe that enactment of the Gang Abatement and Prevention Act will greatly assist local efforts against gang expansion and violence. I join with Governor Schwarzenegger, fellow mayors, the California League of Cities, and other national leaders in urging its passage.

Sincerely,

Chuck Reed  
Mayor

**Uhlich Children's Advantage Network (UCAN)**  
**Testimony to the US Senate Committee of the Judiciary**  
**Examining the Federal Role to Work with Communities to Prevent and Respond to**  
**Gang Violence:**  
**The Gang Abatement and Prevention Act of 2007**  
**05 June, 2007, 10:00 AM**  
**Room 226, Senate Dirksen Office Building**

Good morning, Ladies and Gentlemen of the Committee. Thank you for the opportunity to speak with you today about S456. We are thrilled with the attention this critical issue is receiving and are humbled by your invitation to share information that may help shape the solution. Uhlich Children's Advantage Network, known as UCAN, has been helping Chicago area children, youth and families stop their cycles of often intergenerational violence and despair since 1869.

Any given month or year will offer numerous memories for us to reflect on at another time. Perhaps Chicago's most indelible memory for the 2006-2007 school year will be the **28 teens** who have lost their lives to gun violence, many while traveling to or from school, from September 2006 through May 31, 2007. One is too many. Twenty-eight is unconscionable. Twenty-eight young lives cut short, futures unfulfilled; the impact ripples through our neighborhoods, schools, families and friends. Gun violence in Chicago, once on a slight decline, seems to be once again on the rise. In 2004, Chicago saw almost 500 homicides, the lowest number in more than decade. The number decreased in 2005 but increased in 2006. Nationally, young people aged 18- 24 have the highest homicide victimization rate.

Thanks in large part to federal funding through the US Department of Justice/ Safe Schools Initiative and through Project Safe Neighborhoods, UCAN is helping to shape our next generation of leaders to be violence-free. Project Safe Neighborhoods is a public-private partnership that included provider partners with law enforcement partners, underscoring the importance of having alternatives to incarceration for young people. This partnership included the US Attorney's office, ATF, the Chicago Police Department, and the Cook County State's Attorney's office.

During the past two years, UCAN has provided 720 hours of classroom-based violence prevention workshops to 3,000 non-duplicated 6<sup>th</sup> – 10<sup>th</sup> grade students in more than forty Chicago schools, many located in the Chicago Police District "hot zones" – the 7<sup>th</sup>, 9<sup>th</sup>, 10<sup>th</sup>, 11<sup>th</sup>, and 15<sup>th</sup> districts. These services were possible because of support from US Senator Richard Durbin, funding from the Department of Justice and from PSN.

In the past five years, UCAN has recruited and trained forty young people, ages 13-18, in our Young Leaders Development Institute. These young leaders engage in extensive education with peers, family members and adults to steer individuals away from destructive lifestyles, promote community safety, and educate leaders about the importance of violence prevention programming.

UCAN's violence prevention programming has steered 2,000 young people away from gangs, away from guns, and towards a strong future. These are not young people who romanticize violence. They're brothers, sisters, friends, and cousins who have said enough is enough! I will **not** lose any more family members to violence! UCAN's annual national poll asks more than one thousand young people about their views on violence, prevention programs, and adult engagement. Every year we learn

that youth nationwide want the same things- safety, adult understanding and engagement in the fight against crime, and the opportunity for a seat at the table to contribute to a solution.

UCAN firmly believes in the need for more resources, more diversion programs and more opportunities like the youth-led programs at UCAN, to give our young people real alternatives to violent lifestyles. For those young people who do engage in minor offenses, they need alternatives to incarceration so that one mistake can positively inform and direct the rest of their life, rather than closing the book on it.

There is tremendous value in having all parties work together in a cohesive, cooperative manner. With everyone at the table, open communication allows for information and knowledge to be shared. Successful partnerships are integral to programs being able to reach their intended participants and to achieve intended program goals.

These partnerships made it possible for students struggling through the war zones of their streets and blocks to experience an alternative to violence that resonates with them. Based on the successful Boston Model, which was named a Promising Practice Model by the US Office of Juvenile Justice and Delinquency Prevention in 1993, UCAN's youth-led violence prevention program uses a holistic, interactive, public health and education format to introduce students to the very real and far-reaching impact of living a violent life.

UCAN has been fortunate to partner with various state and national advocacy organizations and foundations to further our commitment to help young people live non-violent, productive lives and to help shape the world around them.

We are excited about the at least one hundred twenty-five million dollars that would be made available under S456 for prevention and intervention services. This level of funding underscores the importance of prevention services and the commitment of our elected leaders to support proven, successful programs.

Additional funding will allow us to reach another 800 hundred students in the Chicago Public Schools and across the city in just two years. It will allow 50 more young people to become engaged leaders and informed decision-makers.

It will allow UCAN to begin a critical diversion project that would afford young people with a single offense, non-weapon related, to change their personal direction and lead strong, productive lives. This partnership with the Chicago Police Department is ready to begin today, but has been put on hold for three years due to redirected funding from our intended funding source. It will answer our young people's pleas for quality services.

Our young people speak directly to us when they ask us to reduce the level of violence in their neighborhoods. They want adults to take charge, as we hear from one young leader in his freshman year of college who says: "Halloween isn't scary. What's scary is that 49% of my peers are telling you to stop cutting violence prevention programs and you're not listening!" He goes on to say that "Violence prevention should be part of the defense budget- homeland security begins at home."

Ladies and gentlemen of the Committee, in my twenty years of working with and learning from youth, I know without doubt that it is **essential** to have partners who work hand in hand for the protection and safety of our youth. Prevention services work, our young people won't let us think otherwise, and adults owe it to our next generation of leaders to start listening now.

Thank you for your attention this morning.

MAY 25 2007 5:14PM FROM ADMIN

TO 913189147318 NO. 8617 P. 2/5



**Los Angeles County Office of Education**

Leading Educators • Supporting Students • Serving Communities

May 23, 2007

Darlene P. Robles, Ph.D.  
Superintendent

Los Angeles County  
Board of Education

Sophia Waugh  
President

Rudal B. Fraw  
Vice President

María A. Casillas

Leslie K. Gilbert-Lewis

Angie Papadakis

Thomas A. Saenz

Rebecca J. Turandina

The Honorable Dianne Feinstein  
United States Senate  
1111 I Santa Monica Blvd., Suite 915  
Los Angeles, CA 90025

Dear Senator Feinstein:

This letter is to forward the support of the Los Angeles County Office of Education for the Gang Abatement and Prevention Act of 2007. My colleagues and I are grateful for your initiative to help us address the gang-related challenges impacting the schools and communities of Los Angeles County.

Since 1994 to the present, the staff of the Los Angeles County Office of Education has led educators, police officers and community leaders in developing the California Gang Risk Intervention Program. Through this program, we have assisted thousands of children, youth, and their families to prevent gang membership and involvement in gang-related criminal activities. Our support of the Gang Abatement and Prevention Act of 2007 is thus based on our direct experiences with similar efforts.

Please count on our Office to support this Act and assist in the realization of its prevention and intervention initiatives.

If you have any questions, please contact Mr. Gus Frias, coordinator of school safety programs, at (562) 922-6694. Thank you.

Sincerely,

Darlene P. Robles, Ph.D.  
Superintendent

DPR/GF:lc

cc Guillermo Gonzalez  
Deputy Director



**City of Salinas**

CITY CLERK • 200 Lincoln Avenue • Salinas, California 93901 • (831) 758-7381

May 21, 2007

The Honorable Dianne Feinstein  
331 Hart Building  
Washington, DC 20510-0504

SUBJECT: S. 144, MYNISHA'S LAW AND S. 456, GANG ABATEMENT AND  
PREVENTION ACT OF 2007

Please find enclosed copies of Salinas City Council Resolution No. 19204 in support of  
S. 144, Mynisha's Law, and Resolution No. 19205 in support of S. 456, Gang Abatement  
and Prevention Act of 2007.

Sincerely,

A handwritten signature in cursive script that reads "Ann Camel".

Ann Camel  
Salinas City Clerk

RESOLUTION NO. 19205

**A RESOLUTION SUPPORTING S. 456, GANG ABATEMENT AND PREVENTION ACT OF 2007**

**WHEREAS**, violent crime and drug trafficking are pervasive problems at the national, State, and local level; and

**WHEREAS**, gangs commit acts of violence or drug offenses for numerous motives, such as membership in or loyalty to the gang, for protecting gang territory, and for profit; and

**WHEREAS**, gang presence and intimidation, and the organized and repetitive nature of the crimes that gangs commit, has a pernicious effect on the free flow of interstate commercial activities and directly affects the freedom and security of communities plagued by gang activity, diminishing the value of property, inhibiting the desire of national and multinational corporations to transact business in those communities, and in a variety of ways significantly affecting interstate and foreign commerce; and

**WHEREAS**, gangs often recruit and utilize minors to engage in acts of violence and other serious offenses out of a belief that the criminal justice systems are more lenient on juvenile offenders; and

**WHEREAS**, gangs often intimidate and threaten witnesses to prevent successful prosecutions; and

**WHEREAS**, gang recruitment can be deterred through increased vigilance, strong criminal penalties, partnerships between Federal and State and local law enforcement, and proactive intervention efforts, particularly targeted at juveniles, prior to gang involvement.

**NOW THEREFORE, BE IT RESOLVED** the City Council of the City of Salinas hereby directs the City Clerk to forward this resolution to Salinas' elected national government representatives urging them to support S. 456, which would:

- 1) establish new Federal criminal law needed to fight national gangs; and
- 2) establish violent crime reforms to reduce gang violence; and
- 3) increase Federal resources to deter and prevent at-risk youth from joining illegal street gangs and for other purposes.

**PASSED AND ADOPTED** this 15th day of May 2007, by the following vote:

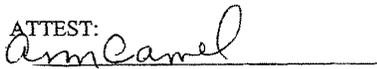
**AYES:** Councilmembers Barnes, Barrera, De La Rosa, Lutes, Sanchez Villegas and Mayor Donohue

**NOES:** None

**ABSENT:** None



MAYOR

**ATTEST:**  




**JERRY SANDERS**  
MAYOR

June 4, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Office Building  
Washington, DC 20510

Dear Senator Feinstein:

I write to express my strong support for your legislation, S. 456, the "Gang Abatement and Prevention Act of 2007". As Mayor and former San Diego Chief of Police, I believe that this bill will help to address a serious public safety concern in our City and communities across the country.

San Diego, like other urban areas throughout the United States, is continually grappling with gang activity and violence. In our experience, solving the problem cannot simply be approached from one direction. Legislation must deal with both eliminating current gang activities and working to prevent the cycle from continuing, and also enable the coordinated efforts of federal, state, and local agencies and community groups.

Your bill takes that balanced approach. By establishing new federal crimes for participation in or recruiting minors for criminal street gangs, imposing tougher penalties for violent gang crimes, and permitting wiretaps for gang crime investigations, prosecutors and law enforcement agencies will have more tools at their discretion to combat gang activity. For implementation, local law enforcement will benefit from increased federal resources for multi-jurisdictional task forces, FBI support, witness protection, and technology and training. These enforcement efforts are complemented by significant funding dedicated to collaborative, community-based prevention and intervention services for at-risk youth.

Thank you for your bipartisan leadership on this holistic anti-gang bill and your longstanding commitment to protect communities from continued gang criminal activity. I am pleased to lend my endorsement to the Gang Abatement and Prevention Act of 2007.

Sincerely,

JERRY SANDERS  
Mayor

JS/be/jm



*Jennifer Brown*

GOVERNOR ARNOLD SCHWARZENEGGER

March 20, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

The Honorable Orrin G. Hatch  
United States Senate  
104 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein and Senator Hatch,

Thank you for leading a bipartisan coalition to pass comprehensive gang legislation. I support your legislation, The Gang Abatement and Prevention Act of 2007, and appreciate that it would establish new crimes and tougher federal penalties to deter and punish members of illegal street gangs. I also strongly support the federal funding authorized in your bill for suppression, prevention and intervention programs.

Gang violence is a problem in communities all over California. We need to have a coordinated approach among federal, state and local governments to work together and eliminate this problem. I support the provisions in your bill that would create new High Intensity Interstate Gang Activity Areas, enhance existing federal efforts such as Project Safe Neighborhood and Safe Streets, and expand grants to states and local agencies and to community groups.

Fighting gangs in California will require various strategies including suppression, intervention and prevention. All of these efforts will require additional funds. I urge Congress to provide additional funding in Fiscal Year 2008 to build on federal anti-gang efforts, and to provide grants to state and local agencies to combat gangs and gang violence.

I appreciate your continued support for states and local communities in their fight against gangs.

Sincerely,

Arnold Schwarzenegger



*Greg Smith*  
**San Francisco Office**  
MAY 23 2007  
**Action**

OFFICE OF THE  
CITY COUNCIL  
  
SANDY SHEEDY  
  
COUNCILMEMBER  
DISTRICT TWO

CITY OF SACRAMENTO  
CALIFORNIA

May 3, 2007

Honorable Dianne Feinstein  
Member United States Senator  
One Post Street, Suite 2450  
San Francisco, CA 94104  
ATTN: Legislative Director

**Subj ct: Support S. 456 – Legislation to fight gang violence**

Dear Senator Feinstein:

On behalf of the City of Sacramento, I am pleased to write in support of S. 456. This legislation, co-sponsored by Senator Orrin Hatch (R – Utah) and a bipartisan coalition of 18 additional Senators, would establish tougher penalties for violent gang members and provide funding for gang enforcement, prevention, and intervention programs.

As we know all too well, tragedies resulting from gang violence have become too common in the Sacramento region and elsewhere in California. In Sacramento alone there has been a 24.3% increase in violent crimes since 2004. S. 456 would help provide a cohesive working relationship with other agencies to not only target Sacramento's gang problem, but work on fighting it state-wide.

The bill creates tougher laws for certain federal crimes in which gang members may be involved. It also provides funding for programs that help stop youths from turning to the "at-risk" lifestyle of a gang member.

Thank you for introducing this important legislation.

Sincerely,

*Sandy Sheedy*  
**SANDY SHEEDY, Chair**  
Law and Legislation Committee

cc: Senator Barbara Boxer  
Congresswoman Doris Matsui  
Mayor Heather Fargo and City Council  
John Freshman, John Freshman Associates

CITY HALL - FIFTH FLOOR  
915 I STREET, SACRAMENTO, CA 95814-2604  
PH 916-808-7002 • FAX 916-264-7680 ssheedy@cityofsacramento.org

**S.456 – The Gang Abatement and Prevention Act of 2007  
Support from Chief Executives and Associations**

- The U.S. Conference of Mayors;
- California Governor Arnold Schwarzenegger;
- The League of California Cities;
- Los Angeles Mayor Antonio R. Villaraigosa;
- Los Angeles Councilwoman Janice Hahn;
- Los Angeles Councilmember Bernard C. Parks;
- Los Angeles County's Board of Supervisors;
- San Diego Mayor Jerry Sanders;
- San Diego County's Board of Supervisors;
- The City of Sacramento;
- City of San Jose Mayor Chuck Reed;
- Long Beach Mayor Bob Foster;
- Bakersfield's City Council;
- San Bernardino County's Board of Supervisors;
- City of Inglewood Mayor Roosevelt F. Dorn;
- City of Oceanside Mayor Jim Wood;
- City of Riverside Mayor Ronald O. Loveridge;
- City of Encinitas Mayor James Bond;
- City of Santa Ana Mayor Riguel A. Pulido;
- The City of Salinas' City Council;
- Tulare County's Board of Supervisors;
- City of Gardena Councilman Steven C. Bradford



**OFFICE OF THE DISTRICT ATTORNEY**  
County of Ventura, State of California

**GREGORY D. TOTTEN**  
District Attorney

**JAMES D. ELLISON**  
Chief Assistant District Attorney

**MICHAEL K. FRAWLEY**  
Chief Deputy District Attorney  
Criminal Prosecutions

**JEFFREY G. BENNETT**  
Chief Deputy District Attorney  
Special Prosecutions

**MICHAEL D. SCHWARTZ**  
Special Assistant District Attorney

**ROBERT A. BRINER**  
Chief - Bureau of Investigation

May 30, 2007

VIA FACSIMILE 202-228-3954  
& U.S. MAIL

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

**Re: The Gang Abatement and Prevention Act of 2007 - Support**

Dear Senator Feinstein:

I am writing to offer my strongest support for your proposed legislation, the Gang Abatement and Prevention Act of 2007, as introduced on January 30, 2007. Congressional findings that "violent crime and drug trafficking are exacerbated by the activities of criminal street gangs" are realities in Ventura County.

Notwithstanding Ventura County's distinction as one of the safest counties in the United States, last year this office prosecuted more than 300 cases involving gang members. These cases ranged in seriousness from homicide to violent assaults and drug sales. Due to the difficulties inherent in the investigation and prosecution of gang crimes, these figures do not tell the whole story. Many crimes go unreported because of intimidation and because victims of gang crimes are often undocumented field workers reluctant to contact law enforcement or seek medical assistance for financial, cultural, or practical reasons.

On June 1, 2005, this office obtained a civil injunction to abate the nuisance created by one of the most violent criminal street gangs in our community, the Colonia Chiques. This gang is the largest and most violent turf-oriented criminal street gang in Ventura County. We then obtained a second injunction on October 24, 2006 against the second largest criminal street gang, the Southside Chiques.

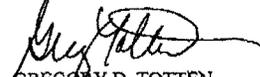
The Honorable Dianne Feinstein  
May 30, 2007  
Page 2

Since 2001, Colonia Chiques have perpetrated more than 300 robberies, and have been involved as a victim or suspect in over 400 violent assaults, including shootings, stabbings, assaults on police officers, and kidnapping. In the 15 months prior to filing the lawsuit, Colonia Chiques members were involved, as a victim or suspect, in 14 homicides. This represents more than 50 percent of the murders in the city of Oxnard.

Fighting gangs requires constant vigilance. By obtaining these injunctions, law enforcement has taken a major proactive step in preventing gang violence. The injunction is one vital tool available to law enforcement and prosecutors in addressing the issue of gang violence in Ventura County. Thank you for moving the federal government to join the fight by criminalizing the recruitment of gang members, toughening federal gang crime sentencing laws, and providing much needed funding for local law enforcement and prosecutors for gang prevention and gang prosecution.

If I can be of assistance to you in advancing this important proposal, be it through my testimony, or specific narrative examples of the horrors of local gang crimes, I will make myself available as needed to support this worthy action.

Very truly yours,



GREGORY D. TOTTON  
District Attorney

GDT/cb

K:\DHEH\GDT\Case\0702\Colonia Chiques 0001 ML\_070607.doc page 07

05/30/2007 7:01PM

*Reg Smith*

**COUNTY OF TULARE**  
**BOARD OF SUPERVISORS**



**ALLEN ISHIDA**  
Board Chairman

May 16, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator Feinstein:

On behalf of the Tulare County Board of Supervisors, thank you for authoring comprehensive gang legislation. We support your legislation and the tough federal penalties it uses to deter and punish illegal street gang members.

This key legislation will make participation in a criminal street gang a federal crime. It will be a federal crime for a street gang member to commit, conspire, or attempt a gang crime. Recruiting minors or others into a gang with the intent to commit a crime will also be a federal crime under this legislation.

Along with gang crimes becoming federal penalties, the punishment for carrying out a gang crime significantly increases under this legislation. Murder, kidnapping, and aggravated sexual abuse by a gang member could all result in life imprisonment without parole. If the crime is a serious violent felony, the criminal can receive up to 30 years in prison.

In 2006 there were 14 gang related homicides in the unincorporated portion of Tulare County. While an exact number of gang membership is not available, there are approximately 4,800 gang members divided between 120 gangs in Tulare County. Increasing the penalties and punishments for gang crimes will help reduce the amount of gang activity in Tulare County.

Thank you for your attention on this matter. I commend your efforts to increase penalties on gang related crimes.

Sincerely,

**Allen Ishida, Chairman**  
Tulare County Board of Supervisors

Administration Building

2800 W. Burrel, Visalia, CA 93291

(559) 733-6271 FAX: (559) 733-6898

May-10-07 03:08pm From-

T-654 P.002/002 F-453



THE UNITED STATES CONFERENCE OF MAYORS

1620 EYE STREET, NORTHWEST  
WASHINGTON, D.C. 20006  
TELEPHONE (202) 293-7330  
FAX (202) 293-2352  
URL: www.uscmym.org

- President: DOUGLAS H. PALMER, Mayor of Trenton
Vice President: MANUEL A. DIAZ, Mayor of Miami
Past President: JIMMY E. ABRAHAMSON, Mayor of Lancaster, Mass; RICHARD H. DALEY, Mayor of Chicago; THOMAS W. MERRINO, Mayor of Denver; DONALD L. JESSQUELLIIT, Mayor of Albany; JOSEPH B. RILEY, JR., Mayor of Charleston, SC
Treasurer: J. CHRISTIAN BULLWAGE, Mayor of Phoenix; MARTIN J. CLAVARZ, Mayor of Albuquerque; PATRICK HENRY HAYS, Mayor of North Little Rock; ELIZABETH B. SEITZ, Mayor of Bismarck; KWAME M. KUPATRICK, Mayor of Los Angeles; DANFEL B. MULLOY, Mayor of Springfield; ANJELU J. MULLER, Mayor of Alhambra, High; RITA L. MULLINS, Mayor of Phoenix; CHRIS HICKES, Mayor of Seattle; MYRKA E. OBERNDORF, Mayor of Virginia Beach; BILL PARCEK, Mayor of Norfolk; DAVID W. SMITH, Mayor of Newark, CA; DAVID G. WILLIAMS, Mayor of Super-Town
Advisory Board: ALAN AITRY, Mayor of Irvine; KAY BARNES, Mayor of Kansas City, MO; MARK BECHT, Mayor of San Diego; JAMES BRANNARD, Mayor of Newark, NJ; DAVID N. CIGELBINE, Mayor of Providence; MICHAEL B. COLEMAN, Mayor of Columbus; MIKE CORNETT, Mayor of Oklahoma City; JLEATHER PARCO, Mayor of Sacramento; SHIRLEY HANGLIN, Mayor of Atlanta; OSCAR B. GOODMAN, Mayor of Las Vegas; MUIF LINDENMANN, Mayor of Honolulu; JOHN W. MCKENLOOPER, Mayor of Denver; JAMES W. HOLLER, III, Mayor of Portsmouth; ROSAMUND DAVIS, Mayor of Richmond; URSULA L. LAWRENCE, Mayor of Southfield; CARLOS MAYANS, Mayor of Wichita; PATRICK MACDONRY, Mayor of Charlotte; LAURA MITLER, Mayor of Dallas; GAVIN NEWSON, Mayor of San Francisco; JAMES C. CURTIS, Mayor of Pompano Beach; BART REHASON, Mayor of Indianapolis; JORGE A. SANTINI, Mayor of San Jose; JOHN F. STRETT, Mayor of Indianapolis; ANTONIO A. VILLALBA, Mayor of Los Angeles; I. NICHOLAS WELLS, Mayor of Richmond, VA; WILL WYNN, Mayor of Austin
Executive Director: TOM COCHMAN

May 10, 2007

The Honorable Patrick J. Leahy
Chairman
Committee on the Judiciary
433 Russell Senate Office Building
Washington, DC 20510

The Honorable Arlen Specter
Ranking Member
Committee on the Judiciary
224 Dirksen Senate Office Building
Washington, DC 20510

Dear Chairman Leahy and Ranking Member Specter:

On Behalf of the nation's mayors, I am writing to express strong support for the "Gang Abatement and Prevention Act of 2007"( S.456), sponsored by Senator Dianne Feinstein [D-CA], and urge its approval by the Senate Committee on the Judiciary.

We believe there needs to be strong mayoral involvement and leadership in combating the issue of gangs as it impacts the nation's cities and suburbs. Based on 2005 data published by the FBI, and new data gathered directly from 28 cities across the country by the Police Executive Research Forum (PERF), cities in all regions of the country and of varying sizes are seeing increases in violent crime.

Gang experts have advised us that the nation's largest and most dangerous gangs, including the Bloods, Crips and Mara Salvatrucha (MS-13), have spread from west coast cities to communities in Seattle, New York, Texas, Virginia and other parts of the country. Mayors have taken the lead in building and sustaining effective programs against gang crime in their cities.

Mayors strongly believe gang recruitment can be deterred through increased vigilance, strong criminal penalties, equal partnerships with state and local law enforcement, and proactive intervention efforts. That is why we have endorsed S.456 which would establish and extend federal commitment to help fight criminal street gang violence nationwide, by authorizing more than \$1 billion over the next five years to support federal, state and local law enforcement efforts against violent gangs, witness protection programs, and services geared toward gang prevention. The bill includes \$500 million to create a new high Intensity Interstate Gang Activity Area (HIIGAA) program, to facilitate cooperation between local, state, and federal law enforcement in identifying, targeting, and eliminating violent gangs in areas where gang activity is particularly prevalent. The bill would also create new criminal gang offenses to prohibit recruitment of minors in a criminal street gang, and to punish violent crimes related to gangs.

Thank you for reviewing S.456 and the nation's mayors urge passage. If you need any additional information, please contact Ed Somers with the Conference of Mayors staff at (202) 861-6706.

Sincerely
Douglas H. Palmer
Douglas Palmer
Mayor of Trenton
President

Cc: Senate Judiciary Committee Members

195

**Testimony of  
The Honorable Antonio R. Villaraigosa  
Mayor  
City of Los Angeles**

**Examining the Federal Role to Work with Communities to  
Prevent and Respond to Gang Violence: The Gang Abatement  
and Prevention Act of 2007**

**United States Senate  
Committee on the Judiciary**

**Honorable Patrick J. Leahy, Chairman  
June 5, 2007**

Senator Feinstein, Ranking Member Specter, and members of the committee, thank you for holding this hearing on the pressing issue of preventing and responding to gang violence.

The federal government has a significant role in working with communities, such as Los Angeles, to prevent and respond to gang violence. It provides much-needed funding for evidence-based grant programs and supports the efforts of local cities such as Los Angeles in preventing our youth from entering gang life. But as the legislation before this committee recognizes, more must be done.

According to the FBI, the United States has approximately 30,000 violent street gangs, motorcycle gangs, and prison gangs with approximately 800,000 members. The National Gang Center estimates that there are sixteen notorious street gangs in this country with over 320,000 members. These gangs are well-organized and employ sophisticated tactics which have destroyed communities. They control neighborhoods through murderous violence and boost their illegal money-making activities, which include drug trafficking, robbery, theft, fraud, extortion, prostitution rings, and gun trafficking.

Los Angeles is no stranger to gang violence. We have more gang members than any city in the nation. More than 39,000 youth and adults are affiliated with over 400 different gangs. I am sure many of you have seen movies, most of them filmed in Hollywood, which depict the gang life. As

real as they may seem, they cannot even begin to capture the impact gangs have on families and communities.

Nearly 60% of all murders committed in Los Angeles last year were gang related and 70% of all shootings involved gangs. Last year alone, gang violence claimed the lives of 272 residents of Los Angeles and 1,500 of our people were hit by a bullet fired from a gang member's gun. Most of these victims were innocent bystanders and too many have been young children with bright futures and dreams transformed into memories.

These facts are enough to shake any mayor to the core – even the Mayor of the shining city on the sea. But the truth is that the reach of gangs goes far beyond city limits.

Gangs are no longer a local issue and they are no longer isolated to urban cities. They operate sophisticated multi-state and multi-national networks that cannot be contained by municipal police alone. That is why we need a sustained partnership with the federal government if we are going to turn our neighborhoods around. If we fail to work together, we won't just be out-gunned, we will be out-organized.

To address the problem of gang violence, we need a balanced solution and a partnership of shared responsibility between Federal, State and local governments. In the world of responding to emergencies, our governments operate under a system of "mutual aid." For gangs, what we need from the federal government is "mutual effort."

The Gang Abatement and Prevention Act creates that platform, by creating a collaborative and shared environment for law enforcement to work together on gang crime. It creates regional task forces with city, county, state, and federal authorities specifically tasked with containing gangs and preventing gang crime. Importantly, it puts these task forces in the areas of most impacted by gangs, designated as “High Intensity Interstate Gang Activity Areas” (HIIGAs).

At the same time, the bill sustains the wide consensus of gang experts, academics, and local officials that the only sustainable and effective anti-gang strategy must include elements of gang prevention, intervention, suppression and community-based re-entry. To implement this approach, the Gang Abatement and Prevention Act provides necessary resources for this comprehensive strategy.

These resources are critically important for those of us who grapple with the gangs every day. I have submitted for the record my gang reduction strategy. You will see that my comprehensive strategy focuses on all of these elements. It is tough on crime and equally tough on the root causes of crime.

As proof of the effectiveness of collaboration, our model originates from a collaborative agreement between the City of Los Angeles and the U.S. Department of Justice. This joint effort, called the Gang Reduction Program, commonly referred to in Los Angeles as GRP, has resulted in the

most significant drop in crime in any gang-impacted community in Los Angeles.

The original collaboration started with a \$2.5 million federal investment over five years with the goal of reducing youth gang crime and violence in the community of Boyle Heights. Boyle Heights is a predominantly Latino neighborhood where nearly a third of the 194,061 residents live in poverty and unemployment is twice the national rate.

GRP incorporates a comprehensive and collaborative approach to reducing gang crime and violence, including an inventory and integration of existing community services and the application of best practices and evidence-based prevention, intervention, re-entry, and suppression programs. GRP also focuses on accountability and employs ongoing evaluation to ensure the effectiveness of its taxpayer-funded programs.

Many successful gang prevention, intervention, re-entry, and suppression programs are currently being implemented through GRP in Boyle Heights. The federal resources fund organizations that provide after-school programs, mentoring, truancy and dropout prevention, gang awareness trainings, intensive case management, job training and placement, pre-natal and infancy support, early college awareness, literacy programs, and tattoo removal. For example, the nationally-recognized Homeboy Industries, founded and led by Father Greg Boyle, is partially funded by the GRP and serves as a model for providing essential job training and other programs to get reformed gang members out of gangs. In addition, the GRP

also has a very productive partnership with Big Brothers/Big Sisters of Los Angeles which provides mentors and positive role models for youth.

The GRP programming in Boyle Heights has resulted in a coordinated effort to prevent gang recruitment and future involvement, provide opportunities for offenders returning to the community, and rid communities of violent gang leaders. In this community, gang-related crime has been reduced by 44% during a period where we have experienced an increase in gang crime in virtually every other part of the City.

Consequently, our current strategy expands the GRP and targets resources in the areas most impacted by gangs – eight “Gang Reduction Zones.” These areas were selected based on an objective assessment of gang-related crime rates while also taking into account other factors such as poor academic performance, truancy, dropout statistics, and conditions of joblessness and poverty – all factors that have been shown to be precursors to gang involvement and activity. Through our strategy, what we hope to bring to these communities is hope. What we hope to bring to the youth is safe passage into responsible adulthood.

As I stated, the GRP started with a federal investment, but it did not end there. Many of the programs that have played a part in the recovery of Boyle Heights were funded with City, County, State, and private dollars. Over the years, the City has allocated significant resources to programs and services geared toward at-risk youth. Now we must expand and leverage

those resources through multi-jurisdictional cooperation while ensuring that every dollar is spent effectively and efficiently.

It is my plan to replicate our successes, and it should be Congress' plan to replicate them in communities across the country. But to make it a reality, we need the federal government to make an investment and play its part. You just heard what we did for \$2.5 million in one of the most gang-impacted communities in the nation. Imagine what we could do with the \$1 billion authorized by this bill.

The Gang Abatement and Prevention Act of 2007 also has many aspects that complement and support my Gang Reduction Strategy for Los Angeles. While establishing new crimes and tougher federal penalties to deter and punish members of illegal street gangs, this bill also seeks to provide more than \$1 billion in funding for enforcement, prevention, and intervention programs over five years

Under this bill, recruiting minors to join criminal street gangs will be a federal crime. Penalties for recruitment can be up to 20 years in prison. This legislation also creates tougher laws for certain federal crimes like carjacking, conspiracy, and other gang-related offenses. The focus on suppression sends a clear message to current gang members that we will no longer tolerate their predatory practices on our youth and communities.

While collaborative law enforcement efforts are a key component to our comprehensive strategy, the bill recognizes the critical importance of

balancing enforcement efforts with effective prevention, intervention, and re-entry programs. Suppression, we know, works effectively in the short term. Prevention, however, is an essential part of a long term strategy to end gang violence.

In sum, the bill parallels many of the efforts of our most effective anti-gang program. Like the GRP, it funds prevention, intervention, and re-entry initiatives that will provide the alternatives our youth need to stay out of gangs. Just as we have done in Los Angeles by putting an additional 1,000 police officers on our streets, it provides funding for dedicated, federal anti-gang personnel. Finally, it aims to stop the spread of gangs by concentrating all of these resources into the areas where they are at their worst.

\* \* \* \*

As the Mayor of Los Angeles, I have seen gang violence destroy families and communities within our City.

On December 20, 2006, I received a call from my staff informing me that there had been a shooting in Angelino Heights. At about 8:30 at night two gang members – one barely 20-years-old – were seen driving down a quiet residential street. Neighbors heard the sound of gunfire. Shots rang from the car toward a nearby house. The car sped off. But one stray bullet pierced the front window of a neighboring apartment. That bullet crossed the living room and penetrated a wall into the kitchen, where stood a lovely

9-year-old girl. Her name was Charupa Wongwisetsiri. She died a few days later in the hospital.

Charupa, or Zsa Zsa, as her neighbors nicknamed her, had been in America for only a year, but her neighbors already called her a pint-sized ambassador for the whole community. They told stories about how she walked her little Chihuahua around the block, about how she talked unabashedly to every neighbor like she was the Mayor of Angelino Heights. They said she had a way of softening even the most recalcitrant of hearts with her relentless enthusiasm and her infectious warmth and humanity. The next day I met and grieved with Charupa's mother. She told me she had brought her daughter to Los Angeles – and to America – on the promise of a better education and a brighter future.

This incident occurred only a week after 14-year old Cheryl Green, a beautiful young girl, was murdered by gang members in the Harbor Gateway area of Los Angeles because of the color of her skin.

Senators, it is my hope that as a result of my testimony and others' you hear today that you support this gang abatement and prevention bill. Making this bill law is a critical step in helping cities throughout the nation best confront the gang violence plaguing our neighborhoods and provide the resources necessary to defeat it.

Your vote on this legislation is about the Cheryl Greens, the Charupa Wongwisetsiris, their families, and all the communities who will continue to

lose young children to this war we are fighting on the streets of America. It is no longer okay for us to just sit and say this is an important issue to us; we must enact policy that reflects our commitment and its growing impact on the constituencies we serve. The balance between suppression and prevention efforts is a critical component of any strategy to rid the country of gang violence and the federal government's leadership in this area is essential.

Senator Feinstein and members of the committee, thank you for inviting me to speak today on this important subject. I enthusiastically support this bill and ask that you pass this important legislation.

I am happy to answer any questions you may have.

MAY 31 2007 5:28PM

SENATOR FEINSTEIN

NNO. 9257 PP. 2

MAYOR  
Miguel A. Pulido  
MAYOR PRO TEM  
Claudia C. Alvarez  
COUNCIL MEMBERS  
P. David Benavides  
Carlos Bustamante  
Michele Martinez  
Vincent F. Sarmiento  
Sal Tinajero



CITY MANAGER  
David N. Ream  
CITY ATTORNEY  
Joseph W. Fletcher  
CLERK OF THE COUNCIL  
Patricia E. Healy

**CITY OF SANTA ANA**  
**POLICE DEPARTMENT**  
60 CIVIC CENTER PLAZA • P.O. BOX 1981  
SANTA ANA, CALIFORNIA 92702  
**OFFICE OF THE CHIEF OF POLICE**

May 30, 2007

The Honorable Dianne Feinstein  
United States Senate  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

On behalf of the City of Santa Ana Police Department, I am writing to support your Gang Abatement and Prevention Act of 2007 (S. 458), which is a comprehensive criminal bill to increase gang prosecution and prevention efforts.

The legislation will support enforcement efforts against violent gangs, including witness protection, intervention and prevention, and more funding for federal prosecutors and FBI agents involved in coordinated enforcement efforts against violent gangs.

Additionally, the legislation increases the penalties for existing racketeering, creates a new federal crime for violence committed in the furtherance of drug trafficking, and enacts changes to the federal criminal code designed to more effectively deter and punish violence by criminal street gangs and other violent criminals.

I wholeheartedly support the legislation and feel it will help to curb the dangerous epidemic of criminal street gangs in this country and community. Thank you for your hard work to improve the quality of life for all our citizens.

Sincerely,

PAUL M. WALTERS  
Chief of Police

jc





WASHINGTON OFFICE

## COUNTY OF SAN DIEGO

25 Massachusetts Avenue, N.W. • Suite 570 • Washington, D.C. 20001  
 Telephone 202-737-7523 • Fax 202-737-6788

FAX DATE: June 4, 2007

The Honorable Patrick Leahy, Chairman  
 Committee on the Judiciary  
 United States Senate  
 SD-224 Dirksen Senate Office Building  
 Washington, D.C. 20510

Dear Mr. Chairman:

I am writing on behalf of the San Diego County Board of Supervisors, Sheriff Bill Kolender, and District Attorney Bonnie Dumanis in support of Senator Feinstein's S. 456, the *Gang Abatement and Prevention Act*.

The Board, Sheriff Kolender, and District Attorney Dumanis are working together to address the issues of gangs and gang violence, and the detrimental impact they have on the local communities of San Diego County. They have created new intervention and prevention programs in partnership with the community over the past several years, reaching out to at-risk youth and their families and providing critical services to reduce gang violence. Unfortunately, many of these efforts are being severely impacted by the State's ongoing budget crisis.

The *Gang Abatement and Prevention Act* would provide critical resources to ensure that the County can continue its efforts to combat violent gangs. It would authorize \$1 billion over five years for both law enforcement and intervention and prevention efforts, with \$500 million going to support Federal, State, and local law enforcement efforts against violent gangs and \$250 million to be dedicated to intervention and prevention efforts for at-risk youth. It also creates new criminal gang prosecution offenses, enhances existing penalties, and proposes a reform for the juvenile justice system to facilitate prosecution of 16 and 17 year-old gang members who commit serious acts of violence. Please work with the members of your committee to take action on S. 456 or similar legislation as soon as possible.

Sincerely yours,

Thomas P. Walters  
 Washington Representative

TPW:sbm



May 8, 2007

The Honorable Dianne Feinstein  
United States Senate  
Washington, DC 20510

William G. Milliken  
*Chairman of the Board*

Hubert Williams  
*President*

Dear Senator Feinstein:

I am writing in support of S456, the Gang Abatement and Prevention Act of 2007.

Recent studies on gangs have estimated that over 25,000 different gangs, comprising over 750,000 members are active across the United States. Gangs have been directly linked to the narcotics trade, human trafficking, identification document falsification, violent maiming, assault and murder, and the use of firearms to commit deadly shootings. The Gang Abatement and Prevention Act of 2007 would work to reduce gang violence by creating new High Intensity Interstate Gang Activity Areas (HIIGAA's) to facilitate cooperation between federal, state and local law enforcement and by authorizing more than \$1 billion over the next five years to combat gang activity.

The bill will also and importantly provide funding for intervention and prevention efforts in a combined prevention-intervention suppression approach modeled after the successful Operation Ceasefire strategy.

Thank you for your leadership on this issue and your continued support of the law enforcement community.

Sincerely,



Hubert Williams

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## CITY OF OCEANSIDE

MAYOR  
JIM WOOD

May 31, 2007

The Honorable Dianne Feinstein  
United States Senator  
331 Hart Senate Office Building  
Washington, DC 20510

Dear Senator Feinstein:

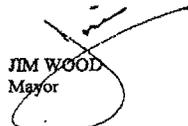
I am writing to express my full support for your "Gang Abatement and Prevention Act of 2007", and I further commend your leadership role in regards to this important legislation.

It is crucial that a bipartisan effort to combat our national terrorism problem of gang activity and violence happen now. Federal, state and local collaboration is absolutely necessary to move forward with a comprehensive gang strategy, and proposed legislation of this caliber will make the difference for communities around our nation.

We, a city of approximately 180,000 residents, understand the destructive results of gang activity. In only a three year period, we have lost two very fine police officers due to this scourge. Officers Tony Zeppetella and Dan Bessant were skilled police officers whose families, friends, co-workers and city residents mourned the senseless loss of these fine individuals. The tragedy that gangs bring to communities involves the loss of life, peace and security. This loss is unacceptable and must be stopped.

Once again, I thank you for moving forward on this legislation and trying to make our community, and our nation, a safer place to live.

Sincerely,

  
JIM WOOD  
Mayor

CIVIC CENTER • 300 NORTH COAST HIGHWAY • OCEANSIDE, CA 92054-2885 • TELEPHONE (760) 435-3059 • FAX (760) 436-6058  
E-MAIL: jwood@ci.oceanside.ca.us

**Testimony of Detective Patrick Word  
Gaithersburg (MD) Police Department**

**Representing the  
National Alliance of Gang Investigators Associations  
(NAGIA)**

**The Gang Abatement and Prevention Act of 2007**

**Before the Committee on the Judiciary  
United States Senate  
The Honorable Patrick J. Leahy, Chairman  
The Honorable Arlen Specter, Ranking Member**

**June 5, 2007**

## Highlights of Testimony

- The pervasiveness of gangs throughout society is undeniable. They incite fear and violence within our communities. Gangs threaten our schools, our children and our homes. Gangs today are more sophisticated and flagrant in their use of violence and intimidation tactics. As they migrate across the country, they bring with them drugs, weapons, violence and other criminal activity. Acknowledgement of the issue and joint community and law enforcement responses is our best defense.
- The National Alliance of Gang Investigators Associations (NAGIA) is an alliance of eighteen (18) gang investigator associations across the United States and Canada. The combined alliance represents over 20,000 gang investigators, intelligence officers, gang prosecutors, corrections officers, and parole and probation agents at the federal, state, local and tribal levels.

The NAGIA is a unique alliance of criminal justice professionals dedicated to the promotion and coordination of national anti-gang strategies. The NAGIA also advocates the standardization of anti-gang training, establishment of uniform gang definitions, assistance for communities with emerging gang problems, and input to policymakers and program administrators. The NAGIA is not meant to replace or duplicate the services provided by any other entity. Rather, it facilitates and supports regional gang investigators associations; the Regional Information Sharing Systems (RISS); as well as federal, state, and local anti-gang initiatives.

- The NAGIA has partnered with the National Gang Intelligence Center, The Global Intelligence Working Group, the National Youth Gang Center and the RISS Projects to coordinate the sharing of gang intelligence in order to foster information sharing among law enforcement officials involved in the daily investigation and apprehension of violent gang members.
- In 2002 and again in 2005, the NAGIA and the Bureau of Justice Assistance commissioned the National Gang Threat Assessment. To

date, this is the most comprehensive and scientific study of gang trends across our country. Additional funding is needed to begin the 2007 Threat Assessment.

- Local law enforcement is the frontline in the war on gangs and gang violence. 80% of all gangs are local and homegrown groups engaged in daily criminal activity in large and small communities, urban and rural, and every type of neighborhood in between. These gangs range in size from the minimum accepted definitions of three subjects to as large as several hundred. They cross all cultural boundaries in the make up of their membership and the ages range from 9 to 40 as a median. Too often, the media has confused the public linking the immigration issue as the major cause of gang problems and gang crime in the United States.
- Intelligence gaps still exist between law enforcement agencies and this hampers our ability to investigate and apprehend violators as well as present cases for prosecution, both locally and in the federal system. These gaps can be closed with the implementation of national reporting through the Violent Gang and Terrorist Organization File, VGTOF, an already existing database through the NCIC program.
- Criminal gangs have stepped up recruiting efforts over the years and few States have addressed the issue through legislative means. The NAGIA endorses those sections of the bill that allow for the prosecution of gang recruitment. In 2004, the Justice Department reported that there were 559, 566 full time law enforcement employees in the United States (UCR Report) and intelligence reports and the NAGIA/BJA threat assessment showed during that same period there were approximately 680,000 to 700,000 documented and validated gang members in the US.
- For a number of years, federal law enforcement partners have been hampered in their efforts to investigate and arrest juvenile gang offenders. They have relied on their state and local partners to handle this ever growing portion of gang violence. Juveniles are often leaders or shot callers of the most violent gangs and often escape the consequences of their illegal actions because many states do not have tough gang laws with stiff penalties for juveniles or the state and local

juvenile justice systems are overwhelmed with heavy case loads. The NAGIA also supports this aspect of the bill.

- Witness intimidation is a major problem for local law enforcement officials especially local prosecutors. Many violent gang cases are dropped or lost in local courts because witnesses do not or cannot come forward. Most local jurisdictions do not have the resources necessary to fund witness protection programs. The NAGIA supports and endorses the portions of the bill which assist law enforcement in this capacity.
- Law enforcement plays only one of three roles needed for communities and the country to deal with the issue of gang violence and gang crime. We are the suppression arm of the comprehensive approach needed. The NAGIA has partnered with the National Youth Gang Center and the GREAT program and endorses prevention and intervention efforts across the nation. Local non profits and faith based groups have assisted police departments in their efforts to prevent our young people from joining gangs and when they do want to leave the gang lifestyle, have assisted those who choose to do so. Without all of these components, the efforts will be in vain. The bill is part of the suppression arm and we welcome and endorse its passage.

My thanks to the committee and the members for inviting me to speak today and for your attention to this very important matter. I am available to answer any questions you may have.

*Submitted, the 5<sup>th</sup> day of June, 2007 on behalf of the National Alliance of Gang Investigator Associations, NAGIA.*

*Detective Patrick A. Word, NAGIA Executive Board for  
James Keeble, President NAGIA*

