

CENTRAL
FILE
PORTLAND
IMPACT
PROGRAM
UPDATE

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FALL 1974
CENTRAL
FILE

PORTLAND IMPACT PROGRAM UPDATE

FALL 1974

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The Staff of the Impact Program
City of Portland, Oregon
Office of Justice Coordination & Planning
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I.

**PORTLAND'S
CRIMINAL
JUSTICE
SYSTEM**

I. PORTLAND'S CRIMINAL JUSTICE SYSTEM

A. General City Characteristics

The City of Portland is located in northwestern Oregon at the confluence of the Willamette and Columbia Rivers. It is the core city of a Standard Metropolitan Statistical Area (SMSA) which includes four counties: Multnomah, in which almost all of Portland is situated, Washington, Clackamas and Clark County, Washington. The population of the SMSA--1,051,000 people--increased by 23% between 1960 and 1970, while the population of the city increased only 2%. This small increase was a result of annexation, without which the population figure would have decreased slightly.

The city's 382,619 population includes only a small percentage of minority residents. In 1970, only 5.6% were Black and 2.2% other races--primarily Oriental, Chicano and American Indian. Twenty-eight percent of the population is under 18 years of age and 15% is 65 years or older.

The City of Portland has a higher percentage of families with incomes below poverty level, a lower median income, fewer single unit structures, older housing and more older

residents than the SMSA as a whole. A higher proportion of residents of the city than of the SMSA are high school drop-outs and are unemployed.

B. Law Enforcement

Law Enforcement responsibilities within Oregon are shared by state, county and municipal governments. The Oregon State Police primarily enforce traffic laws on state and interstate highways and the fish and game laws, though they occasionally provide specialized investigative services to local police agencies. The Multnomah County Department of Public Safety (formerly "Sheriff's Office") has 240 sworn officers and serves the small municipalities and unincorporated areas within the county but outside the Portland city limits. The Department of Public Safety has responsibility for the Courthouse Jail in downtown Portland, where arrestees brought in by Portland Police Bureau officers have been booked since the closing of the downtown City Jail in February, 1973. The County also operates the Rocky Butte Jail, another temporary holding facility for arrestees. Rocky Butte is primarily the detention facility for those awaiting trial, awaiting transfer to other correctional institutions in the state, or serving sentences of less than 12-months duration.

Except in certain limited circumstances, most frequently "hot pursuit" of an offender from the scene of a crime, neither County nor City police have authority outside their respective jurisdictions.

The Portland Police Bureau provides primary law enforcement services to the city. The Bureau is comprised of 743 sworn officers, including eighteen women, five Blacks, and three persons of Latin American heritage. Women officers are beginning to assume equitable patrol functions. The ratio of officers to city citizens is 19 per 10,000.

The Bureau's 1973-1974 budget of \$15,481,000 includes \$1,813,000 in Federally granted monies. Approximately 88% of the budget is devoted to personnel costs, 8% to materials and services, and 4% to capital expenditures. Between 1963 and 1973, the total number of PPB personnel increased 21%, from 733 to the present total of 962. Entry-level salaries for patrol officers increased from \$562 in 1963 to \$1,057 in 1972.

At least two years college education is required of recruit officers, or the recruit is obligated to attend the equivalent of two years of college within five years of his appointment. Over half the officers joining the force in 1973 held baccalaureate degrees. Recruits attend 640 hours of training at the Metropolitan Police Academy, exceeding the

280 hours required for certification by the Oregon State Board on Police Standards & Training. Veteran officers receive from 24 to 48 or more hours of in-service training yearly.

The Office of the Mayor has direct authority over the Police Bureau. In January, 1974, Mayor Neil Goldschmidt invited the retirement of longtime Chief Donald McNamara and appointed former Berkeley Police Chief Bruce Baker to head the Bureau. At that time the Bureau was re-organized into three branches: operations, support services, and administration. Each branch is commanded by a deputy chief who reports directly to Chief Baker.

The State of Oregon adopted a revised criminal code in January, 1972. Elements of many offenses, including the five Impact target offenses, were re-worded and re-categorized. Many of the offense titles are no longer directly comparable to offenses tallied in the FBI's Uniform Crime Reports. Other recent changes in the law include de-criminalization of public intoxication and the option by police to issue misdemeanor citations in lieu of arrest.

Legislation was enacted by the Oregon State legislature in 1971 permitting the City of Portland and Multnomah County to establish a Charter Commission to consider consolidation of

the two jurisdictions. The resulting proposed consolidation plan was rejected by City/County voters this May. Consideration of the merger of the two respective police agencies is still proceeding, however. The Police Consolidation Project, implemented in late Spring of 1973, has as its objectives:

- 1) to organize and staff a participatory consolidation study model, designed to allow input from all levels of the police agencies which would be affected,
- 2) to examine the community and citizen expectations of police,
- 3) to design a model police management and operation system to address local needs,
- 4) to initiate the implementation of the consolidation of certain staff service functions of the police agencies, and
- 5) if the proposed Charter for consolidation had been approved by the voters, to initiate implementation of the police consolidation model as a whole.

C. Prosecution

The District Attorney of Multnomah County, Mr. Harl Haas, is a non-partisan elected official with responsibility for prosecution of criminal offenses and for a number of civil and advisory functions within the County. His salary is paid by the state, with a portion supplemented by the County. His staff consists of 51 deputy district attorneys, 17 of whom

are responsible only for the prosecution of felony cases. The office has sole discretion over criminal cases--whether to file, which charge, and any changes or withdrawal of the charge prior to court action. Deputies work in teams, each team a "trial unit" responsible for certain categories of offenses.

Efforts are being made to improve communications between the District Attorney's Office and the local police departments. The position of police/district attorney liaison officer has been established to keep officers apprised of prosecution decisions and the outcome of cases involving their respective arrestees. All deputies are required to ride along in squad cars periodically to familiarize themselves with the police function. This improved communication has greatly enhanced the preparation of sound criminal cases.

The District Attorney's Office has also initiated better communications with the victims of serious offenses, and the surviving family members of murder or manslaughter victims. These persons are kept informed of case progress, trial dates, outcome, sentencing, etc. The Office will initiate a public information campaign in conjunction with its Rape Advocate Project.

D. The Courts

When the District Attorney decides to charge an individual with a criminal offense, the case is generally presented to the County Grand Jury. The Grand Jury is composed of seven persons chosen at random from the 300 jurors selected monthly by the Circuit Court for jury duty. The prosecution, the arresting officers, witnesses to the offense and other related persons present evidence informally and conversationally before the Grand Jury. Neither the offender nor his counsel participates. Grand jurors then determine whether there is sufficient evidence to establish probable cause both that an offense has been committed and that the suspect or arrestee may be culpable. The foreman, elected by fellow jurors, endorses True Bills (indictments for the offense at issue) and Not True Bills (where probable cause is not found) and presents the cases to the Multnomah County Circuit Court for adjudication.

A defendant has a right to a Grand Jury indictment in the State of Oregon, but he may waive this right and allow the case to proceed directly to the adjudication stage on the filing by the District Attorney of an Information of Felony. This may occur as part of the plea negotiation process, or if the defendant plans to plead guilty and wants a rapid disposition of his case.

The indigent defendant is provided legal services by the 17-attorney Metropolitan Public Defender's Office. The Court appoints counsel in 50% of the felony and civil commitment cases before it each year, and 75% of these are referred to the Public Defender's Office. The remaining indigent cases are defended by court-appointed attorneys in private practice. Indigent defense counsel are responsible for the preparation of pre-sentence reports and determining options available to the Court in sentencing the defendant.

The State of Oregon is ultimately responsible for court functioning. The Oregon Supreme Court is the highest court, with jurisdiction over criminal cases appealed from respective county Circuit Courts, and both original and appellate jurisdiction over civil cases. A Court of Appeals was created in 1969 to relieve the Supreme Court of some appellate responsibility and speed the disposition of criminal appeals. In 1973, the average time between decision in Circuit Court and final disposition on appeal was six months.

Circuit Courts are the state trial courts of general jurisdiction. Judges are elected on a non-partisan ballot in their respective districts, but salaried by the state. They preside over civil cases involving more than \$2,500, all felony cases, and cases appealed from the lower District Courts.

District Courts are state trial courts of limited jurisdiction, responsible largely for preliminary hearings in felony cases, misdemeanors, traffic offenses, and violation of city ordinances. District Court judges are also elected, and salaried by the state.

In 1973, the Oregon Legislature enacted new pre-trial release procedures. The law now provides for the release of a defendant on his own recognizance (ROR), on conditional release, or on security release. Release on recognizance involves a personal promise by the defendant to appear in court when summoned. Criteria for ROR are established in the legislation. Conditional release allows the magistrate broad latitude in releasing a defendant under whatever restrictions on his activities seem appropriate. Security release permits a suspect to post 10% of a prescheduled bail directly to the court, rather than posting bail through a bondsman. All but 1% of the security is returned by the court when the case is adjudicated.

Twelve-member juries have in the past been required for Circuit Court cases, but voters approved a constitutional amendment in 1972 allowing for passage of laws providing for juries of less than twelve but no fewer than six jurors. Further, unanimous decisions are now no longer required for conviction. In criminal cases, ten members of the jury may

render a verdict of guilty. The only exception is in murder cases, where the decision must still be unanimous. This new provision was recently upheld by the United States Supreme Court.

Circuit Court judges are state judicial officers, while court administrators and clerical personnel are county employees. On a rotating basis, one judge is elected by the seventeen others to serve as Presiding Judge. He in turn appoints a Chief Criminal Judge to conduct arraignments, hear pre-trial motions, hand down sentences, and attend to other criminal matters. The Presiding Judge also assigns eleven judges both criminal and civil cases for trial, four judges to domestic relations and juvenile court matters, and one to probate matters. In 1971, the criminal docket was transferred from the District Attorney's Office to the Chief Criminal Judge. Court control over the docket has helped eliminate the backlog of cases, reducing from 125 to 45 days the average time from arrest to trial.

E. Corrections

The rehabilitation of convicted adult felons is primarily the responsibility of the Corrections Division of the Oregon State Department of Human Resources. Last year more than 900 felons tried in Multnomah County were referred to the

Corrections Division--72% were placed on probation, the remainder institutionalized.

The Division administers three correctional institutions. Oregon State Penitentiary is a maximum security facility housing an average daily population of 1,300 male inmates. With the expansion of community-based release programs, the prison population is decreasing but the proportion of serious offenders is increasing. Half the inmates here serve sentences of over five years, and half have been convicted of crimes of violence.

The Oregon State Correctional Institution houses approximately 500 male felons with no history of previous incarceration, who are under 27 years of age, and who did not commit serious offenses.

Female offenders are committed to the Women's Correctional Center, a maximum security facility with a 74-person capacity. Most inmates have committed property crimes. The average length of incarceration here is one year.

Multnomah County operates two correctional institutions. Rocky Butte Jail, with a capacity of 459 men, is a holding facility for persons awaiting trial or sentencing. However, some misdemeanants, and felons with reduced sentences, serve

time there for periods of a few weeks to one year. Women prisoners are now housed in one wing of the Multnomah County Donald E. Long Juvenile Home.

Multnomah County Correctional Institution, a minimum security facility, houses sentenced felons and and misdemeanants for periods less than one year. Because the facility is near the Portland metropolitan area, many inmates participate in the Work Release Program, which permits an individual to be employed while serving his sentence and residing at the institution. His earnings are managed by a correctional counselor. He may pay restitution to his victim by order of the court, part is used to pay his board and room, and he is given spending money; the remainder is held for him in trust.

Community based programs are an integral part of Oregon's correctional program. The Work Release Program, authorized by the state legislature in 1965, has served nearly 4,000 individuals. There are eight work release centers in Oregon, two of which are located in Portland, another planned. The Women's Community Treatment Center in Portland has a capacity of 15 and the Portland Men's Center can serve 20 individuals.

Impact funds have been granted the State of Oregon Corrections Division to enhance its capacity to rehabilitate target and "high risk" offenders, including funds to supplement

its present service resources. Such resources include remedial instruction, G.F.D. preparation, vocational training, job development, individual and family counselling, and residential care. Further funds are available through the Impact program to augment existing training resources of the Corrections Division in order to provide training for staff and volunteers participating in Impact projects.

The Multnomah County Juvenile Court has jurisdiction in any case involving a person who is under eighteen years of age and a) who has violated any law of the United States, or a state, county or city; b) who is beyond the control of his parents or anyone having custody; c) whose behavior, conditions, or circumstances are such as to endanger his own welfare or the welfare of others; d) who is dependant for support upon a child care agency that needs the help of the court in planning for his best interest; e) whose parents or lawful guardians have abandoned him, failed to support him or to provide him with education as required by law, or have abused him physically or emotionally; or f) who has run away from home.

A juvenile may be taken into custody by a police officer (or by a counselor, employee of the state or county welfare department, or by any other person authorized by the juvenile court) in the following circumstances: 1) if he were an adult he could be arrested without a warrant, 2) if the juvenile's

condition or surroundings appear to be such as to jeopardize his welfare, 3) if the Juvenile Court has ordered that the juvenile be taken into custody.

When a juvenile is taken into custody, he must be informed of his right to remain silent and can have an attorney present. If he cannot afford counsel, the court will provide it. Oregon law prohibits the detaining of a juvenile by police for more than three hours. The juvenile must then be released to his parents or guardian or be taken to Multnomah County Juvenile Court. The law forbids the fingerprinting or photographing of a juvenile without a court order.

Matters relating to juveniles coming to the attention of the police are handled by the Youth Division of the Portland Police Bureau. The Youth Division was formed in 1973 through the merger of the Women's Protective Division, which handled cases involving juvenile females and males under ten years of age and cases involving child abuse, neglect, and abandonment; and the Juvenile Division, which coordinated all cases involving juvenile males ten years and older. The Youth Division staff of 34, including 22 line officers, now handles these matters, as well as investigation of some misdemeanors and status offenses. The Youth Division maintains liaison with schools and with social agencies which deal with youth and refer juveniles coming to its attention to appropriate social agencies.

The Children's Services Division has responsibility for all state programs for juvenile delinquents. Services include both institutional and community care. MacLaren School for Boys and Hillcrest School for Girls were recently merged and MacLaren is now a co-residential facility for adjudicated delinquents. With the increasing number of community-based alternatives to incarceration, the number of commitments will decrease, but the individuals who are in the institution will evidence more severe problems and histories of delinquent behavior. Community services for delinquent youth provided by the state include foster care, group homes and parole supervision. Placement of a juvenile in the legal custody of the CSD is for an indefinite period of time. In cases of violation of a law or ordinance, the juvenile may not be held longer than the maximum period of time an adult would have to serve for the same offense. The period of placement cannot extend beyond the 21st birthday of the offender.

Community-based services to juveniles directed toward reducing delinquency and recidivism especially for target offenders have been augmented by Impact funding. The Youth Progress Association, which previously operated one residential center for young men and one for young women, was enabled by Impact funds to open two additional residential care centers. Youth Progress offers comprehensive evaluation of client problems, job finding and counseling services, and scholastic

assistance to juveniles referred from juvenile institutions, Juvenile Court, State Juvenile Parole, Children's Services Division, and law enforcement agencies. Youth Progress also provides temporary living accommodations for some of its clients.

Additional residential care is provided by the Specialized Out-of-Home Care Project, which will provide alternative living arrangements for juvenile offenders. Assessment of the child's needs and the meeting of those needs is a major objective of the project. Services will be provided in conjunction with the Case Management Program, which provides juvenile robbery and burglary offenders with closer supervision than is usually possible. The program will operate with small caseloads and provide comprehensive services on a contractual basis with other public and private agencies. A strong diagnostic component and a "client advocate" role for the counsellor typify the program.

A re-entry program will be implemented by Project Picture (Intensive Care, Training, Unified Rehabilitation Effort) which will utilize a community treatment team to plan and implement a program of re-entry into the community for juvenile offenders, diagnosing problems, assessing needs, and providing services. A half-way house serving a daily population of 15-20 boys will provide living facilities for individuals without other

suitable living situations.

II.

**PORTLAND'S
IMPACT
PROGRAM**

IMPACT GOAL STATEMENT

It is the goal of the Impact Planning Staff to develop alternative solutions to the problem of "target crime" reduction in the City of Portland.

IMPACT OBJECTIVES

- I. To develop, finalize and implement all Impact action projects in consonance with the Performance Management System utilized in the Impact Plan.
- II. To supervise the development and implementation of a comprehensive Evaluation Plan for the Impact Program consistent with the Performance Management System utilized in the Plan.
- III. To develop and implement fiscal and program monitoring procedures for all Impact action projects.
- IV. To provide the Impact Task Force and the appropriate local and state governing bodies with recommendations for the expansion, reduction, re-direction or termina-

tion of Impact action projects.

- V. To refine and update the Portland High Impact Plan.
- VI. To develop transitional plans for local assumption of successful Impact projects.
- VII. To coordinate the acquisition and use of additional LEAA or other federal funds for Impact or Impact-related projects.
- VIII. To collect, analyze and disseminate information regarding target crimes committed in Portland in 1971, 1972, 1973 and 1974.

HISTORY OF THE PROGRAM

In January of 1972, Portland and seven other cities-- Denver, Dallas, Baltimore, Newark, Atlanta, Cleveland and St. Louis--were selected to participate in the LEAA High Impact Anti-Crime Program announced in Washington, D.C., by then Vice President Spiro Agnew. Portland was the only city on the West Coast selected under the 160 million dollar program.

While Portland was the smallest in population (384,000), it suffered one of the highest burglary rates, ranking third among United States cities with populations between 250,000 and 1,000,000. In addition to its high incidence of burglaries, Portland was selected as a result of its achievement record in the use of LEAA funds and Oregon's general commitment to productive institutional change within the criminal justice system.

When Portland was selected to participate in the Impact Program, then Mayor Terry Schruck was unable to attend the announcement in Washington due to ill health. Governor Tom McCall did attend and accepted the selection on behalf of the City. Upon his return, the governor appointed the Impact Task Force from among state, county and city officials, private citizens and representatives of the local labor and business

communities. In February of 1972 the Task Force was expanded to include additional city and county representatives. By the end of March, a planning staff was formed as part of the previously-established City-County Office of Justice Coordination and Planning, and at a meeting in April held in Lincoln City, Oregon, the Impact Task Force reached agreement on division of responsibilities for the program.

Responsibility for Plan and project development, as well as for project implementation and program monitoring, was given to the Planning Staff under the direction of Ms. Elizabeth Preston. Responsibility for baseline data collection and analysis was given to Mr. J. Bradford Shiley and his staff, and project evaluation and fiscal monitoring was given to the Oregon Law Enforcement Council under the direction of Mr. Edward Cooper.

The original Impact planning staff consisted of Director Preston and four senior planners selected from various local criminal justice agencies. A single secretary provided clerical support.

After the announcement that Portland was to participate in the Impact Program, the various agencies serving the criminal justice system of Multnomah County were informed and their program proposals solicited. The planning staff made personal

contact with agency personnel in virtually every city, county, state and private agency having any interest in possible participation in the Impact Program. The direction and guidelines of Impact were explained, namely:

Implement 20 million dollars in innovative, coordinated programming which will demonstrably reduce instances of stranger-to-stranger street crime and burglary in Portland by 5% in two years and 20% in five years.

Subsequently, there were innumerable meetings, conferences and discussions with interested agencies at which planners assisted in focusing and refining concepts for project proposals.

It was the experience of the staff that few potential participants had well-developed planning capabilities. Consequently, the staff had to become directly involved in each agency's efforts to articulate program strategies, to develop program dynamics, prepare program descriptions, assist in evaluation design, etc. It was axiomatic from the start of the planning process that each proposed project be fully supported by its respective administrative entity. The importance of this principal relates to the ultimate interest and capacity of each agency to bring its program to fruition and make maximum use of the resources available to it. The planning staff assisted, urged and criticized, but could not usurp the responsibility of the operating agency.

The balance of the planning process involved the development of the Impact Plan. The Plan involved the identification of needs within the system, and means of reducing the instance of target crimes in response to the Impact guidelines. The unique character of the local crime problem was isolated and thereby those activities which would in fact correct, improve and enhance the criminal justice system's capacity to reduce crime identified for funding. This analysis required a thorough knowledge and understanding of existing operations and services. The lack of data relating to crime incidence, victimization, offender profiles, and agency and system capacities was a severe problem.

As the two functions--program development and Plan preparation--came together, a final task of the first phase planning emerged: the criticism and screening of projects on the basis of relevancy to the Plan, suitability under Impact guidelines, and the potential of the project to bring about substantial change in the effectiveness of service delivery.

The final grant development and submission was completed in August of 1974, and final grant award decisions by Region X LEAA are anticipated by December, 1974. All of Portland's Impact projects were developed in conformity with the format of the original Plan, approved by LEAA in February of 1973.

The Performance Management System (PMS) format of the original Plan is comprised of a series of objectives related ultimately to the reduction of crime. Each general objective constitutes a sphere of activity which is seen as bearing directly upon the success of the criminal justice system in controlling and reducing crime occurrence. Particular projects contemplate specific goal-oriented activities which will contribute to the general categorical objective and to the overall program objectives.

It was the intent of the Plan not only to treat the sub-systems of Prevention, Justice Administration, and Corrections as organizational and conceptual entities, but also to achieve systemization in provision of services unique to each.

The effectiveness of the criminal justice system is determined by the extent to which all its parts contribute to the total effort. If the police are successful in their efforts, the total system goal will not be achieved unless the courts and corrections processes fulfill their role. The two attributes of an effective police function are deterrence and detection. The former addresses those individuals who may avoid criminal acts because they fear arrest and punishment. If the potential offender has good reason to believe that he will not be caught and punished, he will take greater risks. The detection role,

the more measurable and tangible of the two, involves apprehending the offender once he has committed a crime. Unlike deterrence, detection is not an end in itself. If deterred, both potential offender and the community are better off, but detection achieves nothing more than securing the individual for disposition by the system. It is successful rehabilitation that is the end of detection.

The failure of the criminal justice system is in its efforts to rehabilitate offenders. The police and courts are constantly re-processing the same people. Data in the original Plan, and in the continuing analysis of baseline target-crime data, reveal the staggering rates of recidivism. If a house is burglarized or a citizen robbed, the chances are seven out of ten that the offender has not only committed an offense before, but has been previously convicted. It might well be said that once a person enters the criminal justice system, chances are that he'll return continuously. It was therefore concluded that if the community was to experience a reduction in crime, a greater investment than ever before had to be made in efforts to reduce recidivism. Portland's Impact Plan thus placed greatest emphasis on, and committed greatest resources to, the corrections component of the criminal justice system.

The purpose of the Impact Program has been to support the development and implementation of innovative programs and projects

to reduce the incidence of stranger-to-stranger street crimes and burglary. The requirement that proposed programs be innovative has been an attempt to discourage programs which simply enlarge existing criminal justice system activities without analyzing their strengths and deficiencies and without examining new approaches to problems.

The Impact Program is unique in that its emphasis lies principally on planning to reduce specific crimes. The mandate of the program has been to shift the focus from system efficiency to system productivity, in order to determine why the system is unsuccessful in reducing crime and to remedy deficiencies rather than enlarging on them. The limitation to reduction of target crimes provides a focal point for cross-system analysis of effectiveness.

III.

**INDIVIDUAL
PROJECT
STATUS**

through the following public information method:

Community meetings	40,000
Neighborhood Canvassing	13,440
Markers in Libraries	6,000
Markers in Fire Stations, Local Police Precincts	5,800

PROJECT DESCRIPTION:

The Crime Prevention Bureau conducts, on a large scale, block meetings and property identification programs for residences and businesses. Meetings allow dissemination of information on the burglary and robbery problems in Portland; how potential victims can protect themselves; preferable security hardware; how to conceal the vulnerability of a residence to burglary; the advantages in marking valuable property; promote watching out for the welfare of neighbors; and handling money away from home to avoid becoming a victim. The grant also develops an Environmental Crime Hazard Reporting System, Residential Crime Hazard Reporting System, and looks to the potential of a uniform municipal Building Security Code.

LEADERSHIP AND STAFF STRUCTURE:

The Bureau consists of a Director, Assistant Director, three Area Coordinators, two of whom are police officers, four Assistant Area Coordinators, and a support staff of three. The Bureau is located in downtown Portland and maintains close ties with the Office of the Mayor.

PROGRESS TO DATE:

The Crime Prevention Bureau was initially awarded a six-month planning grant in March of 1973. At that time the Director, Assistant Director and a secretary were hired. The activities under that grant included research, development and initial implementation of broad project objectives.

In December, 1973, a two-year continuation grant was awarded. Remaining staff members were hired, each receiving over 40 hours of training and orientation.

Staff members conduct community meetings on request and canvass neighborhoods--especially in high crime areas--to promote property identification. The Bureau is also actively involved with such organizations as the American Association of Retired People, whose members volunteer their efforts to crime reduction projects. The staff of the Portland public

libraries are being trained to disseminate crime prevention information and to check out markers to City card holders.

A system has been developed by the Bureau to enlist the aid of the Portland Police Bureau in detecting potential crime hazards in the community. The staff is also working in conjunction with the Crime Prevention Association of Oregon to present a comprehensive statewide building security code before the Oregon legislature.

PROJECT TITLE: PUBLIC INFORMATION AND EDUCATION
SPONSORING AGENCY: City of Portland
CONTACT PERSON: Jane Walker, Project Director
Room 202 Chamber of Commerce Bldg.
824 S.W. Fifth Avenue
Portland, Oregon 97204
GRANT NUMBER: 74-DF-10-0109
DURATION OF GRANT: 4/1/74 through 3/31/76
BUDGET: Federal \$133,964
Local 15,000
Total \$148,964

PROJECT GOALS:

1. Improve public awareness of the target crime problem, particularly burglary, robbery and rape.
2. Increase general awareness of and support for the Portland Impact Program.
3. Increase specific awareness of and participation in those Impact projects seeking active public involvement.
4. Increase utilization of recommended crime prevention techniques by potential victims.

PROJECT OBJECTIVES:

1. Publish a Crime Prevention Bureau newsletter to be mailed quarterly to Portland citizens via Water Bureau billings.
2. Contact all other Impact projects to determine their needs in disseminating information to the public.
3. Develop a request for proposals for radio and television public service messages.
4. Coordinate Impact project activities with that advertising agency chosen to prepare public service messages.

PROJECT DESCRIPTION:

This project is housed with and operated through the Crime Prevention Bureau and will coordinate a broad-based information

and education campaign to alert citizens, through the media, to ways in which they can protect themselves from burglary and street-crime victimization. The project will keep citizens abreast of the target crime problem in Portland, create an awareness of the Portland Impact Program, and meet public information needs of the individual Impact projects.

LEADERSHIP AND STAFF STRUCTURE:

The Public Information Coordinator is responsible for implementing project activities. She reports directly to the director of the Crime Bureau Bureau, which has overall responsibility for the project and provides clerical assistance.

PROGRESS TO DATE:

The Coordinator was hired in late May, 1974, for her extensive experience with public information and the media. The first quarterly newsletter has been produced and distributed via Water Bureau billings. An advertising agency has been selected through bid process, and plans are underway to launch a broad-scale crime prevention media campaign. The first high-visibility products have been billboard messages throughout the city, space donated as a public service by the owner corporation.

PROJECT TITLE: PORTLAND RESIDENTIAL STREET LIGHTING

SPONSORING AGENCY: City of Portland Lighting Bureau

CONTACT PERSON: Donald Norman, Project Director
City Lighting Bureau
400 S.W. 6th Avenue
Portland, Oregon

GRANT NUMBER: 73-DF-10-0101

DURATION OF GRANT: 10/1/72 through 9/30/75

BUDGET: Federal \$173,000
Local 68,746
Total \$241,746

PROJECT GOALS:

Alter the environment to reduce the vulnerability and/or accessibility of the target or areas of crime.

PROJECT OBJECTIVES:

1. Decrease the number of stranger-to-stranger street crimes expected to occur in the target areas during the hours of darkness by 5% by the end of the first project year.
2. Decrease the number of stranger-to-stranger street crimes expected to occur in the target areas during the hours of darkness by 20% by the end of the project period (36 months).

PROJECT DESCRIPTION:

This project furnishes three Portland high target crime neighborhoods--Boise, Humboldt and Irvington--with a lighting improvement program, above the minimum standard service presently required, in order to deter crime. The areas of the three neighborhoods to receive improved lighting include streets, alleys, school grounds, parks, and specific high-crime pockets.

The project was developed jointly by the citizens of the target neighborhoods, Portland's Lighting Bureau, Park Bureau, School District, Development Commission and each of the neighborhood community development associations.

LEADERSHIP AND STAFF STRUCTURE:

No new staff is necessary for this project. The Director of the City Lighting Bureau will devote 5% of his time to the project. Installation of lighting will be done by contract.

PROGRESS TO DATE:

The Irvington School, Irvington Street and Boise and Humboldt Street lighting have been completed. Irving Park is in the construction stage. Unthank Park and Peninsula Park areas are in the design stage. Nothing has been done on the Boise and Humboldt School ground lighting.

SPECIAL CONDITIONS OUTSTANDING:

No special conditions were required of this project.

PROJECT TITLE: CRISS ACCELERATION
SPONSORING AGENCY: City-County Data Processing Authority
CONTACT PERSON: John Peterson, Acting Director
Data Processing Authority
4747 E. Burnside Street
Portland, Oregon
GRANT NUMBER: 74-DF-10-0106
DURATION OF GRANT: 10/1/73 through 9/30/76
BUDGET: Federal \$1,058,602
Local 331,918
Total \$1,390,520

PROJECT GOALS:

To secure for the community an atmosphere of safety, protection and freedom from injury and loss of property by improving the capacity of the government to administer the criminal law.

PROJECT OBJECTIVES:

1. Accelerate the development of CRISS and complete within 32 calendar weeks from the day of funding, a subsystem that will improve the capacity of the Portland Police Bureau and the Multnomah County Sheriff's Office to detect and respond to criminal activity.
2. To prevent court case congestion and delay in the processing of criminal matters and reduce the recidivism rate, by accelerating the development of CRISS and completing within 55 weeks from funding date an automated Courts Data System.

PROJECT DESCRIPTION:

Leadership and staff structure: A CRISS Project management staff and the City-County Data Processing Authority are involved in the development and operation of the project. The CRISS staff is composed of the project director, a Law Enforcement Coordinator, a Courts Coordinator and a Training Coordinator. The Data Processing Authority provides the systems and programming personnel as well as the operational personnel.

PROGRESS TO DATE:

The Crime File was implemented January 15, 1974. There are several "bugs" which are being corrected. There will be additional modifications made for ease of data entry.

The equipment provided by the Impact grant has been ordered. About one-third of it has been installed. Training classes are being conducted on the operation of the equipment.

The Courts Resource Committee has reviewed the conceptual design presented by the Arthur Young Company. Several changes have been made. A detailed design was to have been returned to the Committee in April of this year, but due to cost overruns a decision was made to terminate the services of Arthur Young and Company and request a detailed design from the CRISS staff proper. This design was submitted to representatives of user agencies in July.

In May, the CRISS Executive Board relieved Project Director Penny Orazetti of her duties and appointed Courts Coordinator John Peterson as Acting Director. Ms. Orazetti returned to her position as Sergeant with the Portland Police Bureau.

PROJECT TITLE: PORTLAND POLICE STRIKE FORCE
AND COMMUNICATIONS

SPONSORING AGENCY: Portland Police Bureau

CONTACT PERSON: Deputy Chief Gary Haynes,
Project Director
Portland Police Bureau
222 S.W. Pine Street
Portland, Oregon

GRANT NUMBER: 73-DF-10-0103

DURATION OF GRANT: 7/1/73 through 6/30/76

BUDGET: Federal \$3,699,509
Local 1,233,170
Total \$4,932,679

PROJECT GOALS:

Improve the capacity of the police to detect and respond to criminal activity.

PROJECT OBJECTIVES:

1. Re-organize the police bureau to increase apprehension of target offenders by 3% in one year and 5% in the second and third years by officers in the performance of their regular duty assignment.
2. Provide for gathering, analysis and dissemination of target crime information in order that crime information is available within 24 hours.
3. Reduce overall police response time by 25% and increase police presence by improved communications.
4. Provide additional manpower capability for concentrated efforts to apprehend burglars and robbers in order to reduce street crimes within thirty days in selected target areas.
5. Improve forensic investigation of target crimes in order to help achieve a 60% burglary reduction in a selected target area.
6. Abatement of professional criminal activities.
7. Provide for increased detection of crimes in progress so that 80% of all incidents of alarms activated by

intruders will result in the arrest of one or more persons.

PROJECT DESCRIPTION:

The combined Strike Force and Police Communications projects are designed to significantly reduce the incidence of crime through intensive suppression of target crimes and apprehension of target offenders (Strike Force) and increase police response time for the Strike Force and the entire Police Bureau (Communications).

The Strike Force provides intensive patrol of high target crime areas by assignment of regular officers on overtime basis, intensive surveillance of suspects and intervention of hold-ups in progress through the use of police-installed burglar alarms. Tactical decisions, such as allocation of personnel and definition of patrol targets, are based on a daily analysis of reported crime occurrence.

A consulting firm, Public Safety Systems, Inc. (PSSI), is performing the detailed design of a new dispatch system which will replace the Bureau's out-dated existing system. Police communications after mid-November, 1974, will be centralized at a re-furnished former civil defense center in a southeastern suburb. It is anticipated that the Multnomah County Sheriff's Office, with separate funding from other LEAA allocations, will eventually convert to the same dispatch frequency and be co-located with the Portland Police Bureau.

LEADERSHIP AND STAFF STRUCTURE:

The leadership of the Strike Force is drawn from the existing command structure of the Portland Police Bureau. The project director is an Assistant Deputy Chief with a fulltime complement of three sworn officers--a Lieutenant and two Sergeants, a Statistical Analyst, an assistant analyst, and one secretary.

The management of the Communications Project is also drawn from the Portland Police Bureau. The project is directed by a Sergeant presently assigned as Acting Director of the City Bureau of Communications, and receives varying degrees of staff support from the Bureau of Communications and the Police Bureau.

PROGRESS TO DATE:

From January 1, 1974, to September 30th, 1974, the Strike Force has been responsible for 432 arrests, cleared 437 cases, and recovered an estimated \$132,500 worth of stolen property. A variety of "missions" have been fielded, including a special surveillance detail, a highly successful fencing interdiction unit, and has placed an increasing number of LEAA-funded burglar

alarms in both commercial and residential structures.

The Police Communications project is nearing completion of Phase I. This segment, to be completed in December, involves the receipt and installation of new mobile and portable radios, the remodeling and expansion of the Communications Dispatch Center, and the installation of new transmission equipment. Phase II will involve additional systems engineering, including computer-aided dispatch, a 911 emergency center, and consolidation of City and County police communications.

PROJECT TITLE: SCHOOL BURGLARY PREVENTION
SPONSORING AGENCY: Portland Public Schools
School District #1
CONTACT PERSON: Leonard Schmurr, Chief Special
Investigator
Portland Public Schools
631 N.E. Clackamas Street
Portland, Oregon
GRANT NUMBER: 73-DF-10-0104
GRANT PERIOD: 6/1/73 through 5/30/76
BUDGET: Federal \$210,886
Local 92,698
Total \$303,614

PROJECT GOALS:

Reduce burglary-related property losses in the Portland Public Schools

PROJECT OBJECTIVES:

1. Reduce burglary-related property loss by 60% within three years in eleven high crime incident schools.
2. Provide a centrally monitored silent alarm system, radio equipment, prowler cars, personnel and procedures to provide effective alarm response capability.
3. Improve coordination of School District security officers and the Portland Police Bureau in their response to criminal activities within the schools.

PROJECT DESCRIPTION:

The project is divided into several stages, including a detailed planning and hardware systems design stage, bidding stage, implementation, de-bugging and operational stage. Planning, de-bugging and implementation will be followed by intensive evaluation of the project.

LEADERSHIP AND STAFF STRUCTURE:

Planning, design and equipment installation are functions performed by a contracting agency. Alarm response is the

CONTINUED

1 OF 4

joint responsibility of the Portland Police and the School District security personnel. Overall project management is the responsibility of the Chief of Special Investigation of the Portland School District.

PROGRESS TO DATE:

The design, contract and bidding stages of the project are completed. A major communications technology firm was awarded the hardware contract in mid-March of 1974. The prowl cars have been received and the radios are expected shortly. Construction and installation should be completed by early Fall, 1974.

PROJECT TITLE: DISTRICT ATTORNEY NON-PLEA BARGAINING PROJECT

SPONSORING AGENCY: Multnomah County District Attorney's Office

CONTACT PERSON: Harl Haas, District Attorney, Project Director
Forrest Rieke, Unit Supervisor
318 World Trade Building
Portland, Oregon

GRANT NUMBER: 73-DF-10-0107

DURATION OF GRANT: 10/1/73 through 9/30/75

BUDGET: Federal \$394,517
Local 43,836
Total 438,353

PROJECT GOALS:

1. Improve the capacity of the police to detect and respond to criminal activity.
2. Establish swift and appropriate disposition of criminal cases.

PROJECT OBJECTIVES:

1. Reduce negotiated pleas by offenders in cases involving the specific impact crimes of burglary, robbery and aggravated assault.
2. Maintain an "original charge" conviction rate of 85%.
3. Maintain an "original charge" conviction rate of 50% higher than the rate for the control group of similar cases prosecuted according to usual plea-bargaining procedures.
4. Maintain a rate of negotiated pleas for target offenses of less than 5%.
5. Increase by 50% the rate of guilty pleas to the "original charge" over 1972 figures for selected target offenses.
6. Maintain a rate of cases dismissed for insufficient or improperly obtained evidence 50% lower than for

the control group.

7. Maintain an arrest-to-trial period equal to that of the control group.
8. A backlog of cases from month to month will not exceed four per deputy district attorney.

PROJECT DESCRIPTION:

A separate trial team of deputy district attorneys has been established under this grant. These deputies work closely with the investigative units of the Portland Police Bureau to promote better evidence gathering and preparation of target-crime cases for trial, including provision of training in preparing search warrant affidavits. By preparing stronger cases, it is expected that deputies will not have to engage in the "plea bargaining" process with defense counsel in order to clear cases from the docket expeditiously. Effort will be directed to trying and winning cases on their merits on the original target-crime charges, rather than accepting pleas to "lesser included" charges in the absence of convincing evidence.

LEADERSHIP AND STAFF STRUCTURE:

A Senior Deputy District Attorney supervises the trial team under the direction of the District Attorney. Two experienced trial attorneys from previously-existing felony trial teams will spend 100% of their time on Impact cases in this unit. These three persons will assist in the training and orientation of three deputies experienced only with District Court (largely misdemeanor) cases. All personnel will be selected on the basis of their rapport with the detectives of the Portland Police Bureau. Average "tours of duty" for these personnel will be approximately six months, at which time a rotation will occur with other Circuit and District Court deputies; only the Unit Leader will remain constant. Clerical and support staff will be comprised of one legal assistant, one legal stenographer, one legal clerk, and one fulltime criminal investigator.

PROGRESS TO DATE:

The project staff occupies separate quarters one block from the Portland Police Bureau Central Precinct. Several hundred hours of instruction in preparation of search warrant affidavits have been supplied police bureau detectives. This has resulted, generally, in improved communication between the two disciplines and sounder case preparation. These

sounder cases have in turn led to a high rate of guilty pleas to original charges by target offenders, and a much enhanced conviction rate for those cases which proceed to trial. The unit has been able to expand the scope of its target crime prosecution from burglary and robbery to assault and homicide, and will include the crime of rape when the District Attorney Rape Victim Advocate Project is implemented.

PROJECT TITLE: PROJECT PICTURE
SPONSORING AGENCY: Childrens' Services Division
CONTACT PERSON: Bonnie Wilkins, Project Director
Portland Juvenile Community Services
1230 S.W. Main Street
Portland, Oregon
GRANT NUMBER: 74-ED-10-0106/S.1
DURATION OF GRANT: 1/1/74 through 9/31/76
BUDGET: Federal \$1,381,410
Local 255,184
Total \$1,636,594
Includes match to Out-of-Home
Care Project

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. Develop a parole service model using a team comprised of client, school and community persons and agencies.
2. Provide intensive supervision through community teams to approximately 400 youth in residence at the state juvenile training school or paroled to Childrens' Services in the Portland area.
3. Provide diagnostic and case planning services to the training school staff in the development of re-entry plans for youth in residence.
4. Operate a halfway house for 15 to 20 boys paroled from the state training school.

PROJECT DESCRIPTION:

Project Picture is a parole service model that consists of the juvenile offender, parent, school personnel, community persons and CSD personnel. This Community Treatment Team plans and implements a re-entry program for the client. The team works closely with MacLaren School for Boys staff to monitor diagnosis of problems, assessment of needs and services delivered. A halfway house has been rented to serve a daily

population of fifteen to twenty boys. It provides living facilities for clients whose own living situation is temporarily disrupted, for those in danger of committing new crimes, for those just coming out of MacLaren, and for older juveniles without families. Admission is by regular request and emergency referral.

LEADERSHIP AND STAFF STRUCTURE:

The Project Director (existing Region I Director), under the supervision of the director of Juvenile Community Services, will have overall coordination and management responsibility for PICTURE and the halfway house. The project director will directly supervise the Program Executive I, two Assistant Program Directors (Correctional Counselors IV), Halfway House Manager, and a Clerk IV.

The Assistant Project Director (Correctional Counselor IV) will provide: (a) overall guidance, coordination and supervision of counselors III; (b) coordination of program operations and research-related functions; (c) preparation of assigned supervisor/management reports; (d) regular consultation with the project director on management and policy matters; (e) interpretation of policies to line staff and supervisors; (f) participation in training and staff development; (g) establishment of liaison with various social service agencies; and (h) attendance at regular staff and supervisory conferences.

Staff counselors have responsibility for organizing and developing numerous citizens, social agency personnel and family members into effective community treatment teams. The teams will provide services to 45 assigned clients. They will also identify significant persons in the youths' lives and coordinate their efforts and resources to delivering services to the clients, including developing and supervising foster homes and other placement resources.

PROGRESS TO DATE:

An acceptable building has been located for the halfway house, and approval for the site--in downtown Portland--has been obtained from appropriate authorities. The house is presently being renovated and will accept its first residents early this Fall. Two secretaries, the house manager, and the Program Executive I have been hired. A full staffing complement will be achieved in early Fall.

PROJECT TITLE: DISTRICT ATTORNEY RAPE VICTIM
ADVOCATE PROJECT

SPONSORING AGENCY: Multnomah County District Attorney's
Office

CONTACT PERSON: Ms. Jane Sternberg
Room 600 Multnomah County Courthouse
Portland, Oregon

GRANT NUMBER: 75-DF-10-0101

DURATION OF GRANT: 10/1/74 through 9/30/76

BUDGET: Federal \$124,132
Local 13,800
Total \$137,932

PROJECT GOALS:

1. Alter the environment to reduce the vulnerability and/or accessibility of the target or areas of crime and educate the potential victim to reduce the opportunities for crime.
2. Improve the capacity of the police to detect and respond to criminal activity.
3. Establish swift and appropriate disposition of criminal cases.

PROJECT OBJECTIVES:

1. Increase the percentage of rapes reported to the police.
2. Reduce the trauma and psychological impact of rape on the victim and assist the victim in recovery and adjustment after the crime.
3. Prevent increase in the actual number of forcible rapes.
4. Alter community attitudes towards the crime of rape, its victims and the offender.
5. Increase the number of arrests and convictions of rape offenders.
6. Arrive at a better knowledge and understanding of the crime of rape, the treatment needs of the victim and the

offender, and the procedural difficulties of isolating the problems and dealing with them.

PROJECT DESCRIPTION:

A public information campaign will advise potential victims of the kind of evidence needed to obtain a conviction. Victims will be encouraged to report the occurrence of a rape and to press for a conviction of the assailant.

Training sessions for police officers and deputy district attorneys will improve the quantity, quality and procedural aspects of investigation and prosecution. It is expected that the training programs will be designed by professionals and will be presented by practitioners from various disciplines, including law, psychology, sociology, law enforcement, etc.

The "victim advocate" component of this program will prepare the victim for trial. The Advocate and her assistant will be available on a 24-hour basis to respond to reported occurrences. Initial contact with the victim will be at a single local hospital just prior to the necessary physical examination. It is expected that the pre-trial counseling provided the victim will enhance her ability to respond to cross-examination by the defense attorney and to assist in the prosecution of the assailant. In addition, it is expected that in some if not all cases the advocate herself will provide an excellent witness for the prosecution. She will be acceptable to the jury and will be able to testify to the condition of the victim at the time of reporting. The advocate will also help the victim to understand the evidentiary needs for conviction.

LEADERSHIP AND STAFF STRUCTURE:

The Victim Advocate will operate within the purview of the District Attorney's Office. The support staff includes a project assistant and a legal clerk.

PROGRESS TO DATE:

This grant has only recently been awarded. The Victim Advocate was appointed the final week of September, 1974, following an extensive application review process. Other staff appointments are pending.

PROJECT TITLE: SPECIALIZED OUT-OF-HOME CARE
SPONSORING AGENCY: Children's Services Division
State of Oregon
CONTACT PERSON: Ron Jenkins, Project Director
516 S.E. Morrison
Portland, Oregon
GRANT NUMBER: 74-ED-10-0102
GRANT PERIOD: 1/1/74 through 9/30/76
BUDGET: Federal \$915,242
Local Match for this project
is identified in Project
Picture

PROJECT GOALS:

To reduce recidivism by providing intake and residential care services to target offenders aged twelve to seventeen.

PROJECT OBJECTIVES:

1. Purchase a total of 1,350 months of client care.
2. Provide intake, screening and collaborative planning services to the Case Management program in the development of case plans for offenders requiring out-of-home care.
3. Provide casework services and supervision to clients and providers of out-of-home care.
4. In cooperation with Case Management, identify and assist in the development of community-based residential care resources suitable to the needs of target offenders requiring out-of-home care. It is expected that approximately 90% of the placement resources provided by this project will be new resources.
5. Develop and operate a day care center program for approximately fifteen youths who, with the aid of this additional resource, can continue to live in their own homes.

PROJECT DESCRIPTION:

Specialized Out-of-Home Care will match the identified

needs of the child requiring an alternative living environment with the most appropriate living arrangement available. Maximum use of this project should help to reduce the number of juvenile target offenders committed to MacLaren School for Boys (now co-educational) because of lack of adequate community resources.

The project will closely coordinate activities with the Case Management Program. Case managers and case workers will share caseloads as well as utilize existing services in support of rehabilitative efforts. The key element is professional assessment of the child's needs and matching such needs with available resources.

LEADERSHIP AND STAFF STRUCTURE:

The project director is responsible for overall administration and will concentrate most of his efforts on the development of new care resources. The assistant director will serve as the primary liaison with Case Management, sitting in on case planning sessions and providing screening, planning services, and assignment to caseworkers of appropriate cases. One caseworker will handle the Model Cities area, the day care center caseload, some foster care, and two to three specialized placements. The second caseworker will be responsible for placements in the north and southeast areas of the city, handling foster care, group home, and specialized placements. One secretary will provide record keeping and necessary clerical support services to the project.

PROGRESS TO DATE:

The director and secretary were hired during the first part of April. The director has re-written the project description and budget to reflect changes in the cost of care and further align the proposed activities with needs identified by the Case Management program.

PROJECT TITLE: YOUTH PROGRESS
SPONSORING AGENCY: Youth Progress Association
CONTACT PERSON: Ken Smith, Project Director
Youth Progress Association
1314 S.E. Taylor
Portland, Oregon 97214
GRANT NUMBER: 72-DF-10-0103
DURATION OF GRANT: 7/1/73 through 6/30/76
BUDGET: Federal \$106,031
Local 42,675
Total \$148,706

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to target offenders.

PROJECT OBJECTIVES:

1. Provide one-to-one and group counseling to assist young offenders in alleviating personal crisis.
2. Provide job counseling and referral services to the hard-to-place young offenders.
3. Familiarize offenders with employment-seeking skills.
4. Provide opportunities for educational enrichment through GED and other tutorial programs.
5. Provide two interim residential facilities with a capacity of six live-in offenders at each center. Approximately 125 offenders, aged 15 to 21, will be received over a 3-year period.

PROJECT DESCRIPTION:

Youth Progress Association offers comprehensive job finding and counseling services to young persons while also providing temporary living accommodations to some of those referred.

Youth Progress, under LEAA's block grant program, has maintained one residence center for young men and one for young women. The majority of residential placement referrals

are from federal and state courts. Referrals are received from Hillcrest, MacLaren, juvenile and adult parole and probation services, and virtually every correctional program in the metropolitan area. The age criterion for referral to Youth Progress is 15 to 21 years. The need for residential services far exceeds Youth Progress' ability to meet such need. While the resident centers served 100 young people in 1971, this number represents only 10% of the requests for residential services.

This grant allows Youth Progress to open two additional residential care centers, each manned by a resident-care supervisor. The units utilize present counseling and job development staff. Referrals are target offenders from Multnomah County Juvenile Court, State Juvenile Parole, Childrens' Services Division, and local law enforcement agencies. A comprehensive program consisting of evaluation of applicant problems, job placement, counseling and scholastic assistance is provided each accepted referral.

LEADERSHIP AND STAFFING:

This program is administered by the director of the Youth Progress Association. Two new house supervisors have responsibility for the two new Impact houses. One additional counselor-secretary has been hired for this project. The present assistant director of Youth Progress and two YPA counselor-secretaries devote 25% of their time to the project.

PROGRESS TO DATE:

One care center has been in operation since November, 1973. Twenty-three target offenders have been accepted for placement between November, 1973, and March, 1974. It is anticipated that the second center will be operational by mid-Fall of 1974.

One full-time supervisor has been hired. The program also has available an assistant who takes over when the supervisor is gone and is active in planning for the leisure-time of residents. The assistant receives room and board in exchange for part-time supervision.

In addition to intensive individual counseling, group counseling is conducted Tuesday evenings. Thursday evenings are activities nights, involving such recreation as swimming and basketball. Every other Saturday is a mandatory all-day activity such as hiking, skiing or a beach trip.

The regular Impact report forms are maintained by the director. In addition, a progress report is sent each week

to the target offender's parole officer or case manager. The evaluation has been redesigned in order to achieve a more objective measurement of outcome objectives and streamlined reporting requirements.

PROJECT TITLE: CASE MANAGEMENT CORRECTIONS SERVICES

SPONSORING AGENCY: Multnomah County Juvenile Court

CONTACT PERSON: Carl Mason, Project Director
Northeast Juvenile Services
3807 N.E. Union Avenue
Portland, Oregon

GRANT NUMBER: 72-ED-10-0101

DURATION OF GRANT: 1/1/73 through 6/30/76

BUDGET: Federal \$1,067,226
Local 396,509
Total \$1,463,735

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. Reduce the number of repeat target offenders among young offenders by 2% the first year, 5% the second year and 9% the third year in comparison to a control group.
2. Initiate delivery of corrections services to 1500 juvenile clients at the rate of 125 clients per quarter in accordance with client service needs as indicated at case staffings.
3. Effect case staffing within three calendar weeks from date each case is assigned to a Case Manager.
4. Maintain service caseloads at a level not to exceed 20 clients per Case Manager.
5. Organize four neighborhood advisory councils.
6. Implement contract service delivery. Given the target population of some 1500 individuals, approximate numbers to be contractually serviced in each category are as follows:

Education/training/job placement	390 juveniles
Health/social care	780 juveniles
Diagnostic services	800 juveniles
General emergency services	Open

PROJECT DESCRIPTION:

This program will focus on establishing service in the three high-crime juvenile referral areas of Portland: North, Northeast, and Southeast.

The objective of this project is to provide the juvenile offender with more intense and aggressive case supervision. Both private and public agencies are utilized as providers of services. This process helps to reduce the inconsistent, fragmented, and inadequate services provided to the juvenile offender. The program gives enhanced service to the target offender through a strong diagnostic component and a new "client advocate" role for the counselor.

Proposed caseloads for case managers will be 20 as compared to caseloads of 150 and 200 normally assigned Juvenile Court counselors.

Significant for this program is the contractual fee for service, which will enable the counselor to purchase needed services for his client. It provides the criminal justice system with linkage between private and public treatment agencies and the Juvenile Court.

LEADERSHIP AND STAFFING:

There are eighteen case managers, four center supervisors, seven clerical staff and one overall program director employed by this project. The project organization is presently in transition in that the four centers are being broken up into smaller, decentralized units throughout the community. When the decentralization process is complete, case managers will be part of multi-service teams including social workers, counselors and public health nurses. Case managers will, however, continue to report to their area supervisors.

PROGRESS TO DATE:

Facilities: The four centers proposed were operational in mid-July of 1973, two having been secured in January, and one each in March and July. Locations are as follows:

Southeast Juvenile Service Center	3534 S.E. Main St.
Northeast Juvenile Service Center	3807 N.E. Union
Albina Juvenile Service Center	5022 N. Vancouver
North Portland Service Center	8916 N. Woolsey

The project assumed correctional services for 442 clients during calendar year 1973. Additionally, charges against 47 clients were unsubstantiated and 46 clients were assigned to a control group, for a total client referral of 540.

From January through April of 1974, there was a total of 164 client assignments to case management (including new assignments and transfers from other programs). As of April 30th, 1974, there was a total of 355 cases being carried for an average caseload of 20.

The most persistent unmet needs of clients (as identified in the case plan) include out-of-home care, vocational training and job placement. Unavailability of resources is cited as the reason identified needs are not met.

PROJECT TITLE: FIELD SERVICES
SPONSORING AGENCY: State Corrections Division
CONTACT PERSON: Michael Balkovich
State Corrections Division
2575 Center Street, N.E.
Salem, Oregon 97310
GRANT NUMBER: 74-ED-10-0108
DURATION OF GRANT: 1/1/74 through 9/30/76
BUDGET: Federal \$1,067,301
Local 349,001
Total \$1,416,302

PROJECT GOALS:

1. Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. Increase the range of treatment goals, resources and methods in case plans over the first six months of the project.
2. Complete case planning in 90% of the cases within 30 working days of referral; maintain this rate for the duration of the project.
3. Insure that no more than 40% of the cases have to be replanned over the course of supervision, for each project year.
4. Insure that in 60% of the cases, the treatment activities are initiated within the specified time frame.
5. Increase the detection of client deviations from the case plan, over those in year one.
6. Increase the extent and frequency of resource utilization over that of the first six months of the project.
7. Increase by 50% over the first six months the number of recommended placements that are acceptable to available

- resources by the end of the first year, and maintain this rate for the duration of the project.
8. Reduce by 40% by the end of year one, and 50% by the end of year two, the incidence of unemployment among clients.
 9. Reduce the length of periods of unemployment among clients.
 10. Increase the earnings of clients over the period of supervision.
 11. Increase by 10% over the first six months the resolution of family conflicts which have previously figured in the client's "crime risk" behavior; and an additional 15% by the end of the second year.
 12. Reduce by 10% by the end of year one, and 25% by the end of year two, the client's money management problems as reported by parole officers and other key educators.
 13. Insure that the number of clients absconding and/or losing contact with parole/probation officers does not exceed 30% in the first year, and 20% in the second year.
 14. Reduce by 10% in the first year, and 12% in the second year, the frequency of target offenses charged against clients.
 15. Reduce by 10% in the first year, and 20% in the second year, the length of stay under supervision of those who successfully complete parole or probation.
 16. Reduce by 33% the recidivism of former parolees and probationers during the first six months after discharge from supervision.

PROJECT DESCRIPTION:

Through intensive supervision and systematic case management techniques, this project will afford parole and probation officers the opportunity to improve the level of services to their target offender caseloads. Current caseloads do not allow either the intensive supervision or an opportunity for client advocacy and community resource development most target clients require. Staff shortages, inadequate referral processes and resources, the absence of specially designed treatment plans, the lack of adequate procedures for monitoring the progress of

individuals in the rehabilitation process and other problems addressed by this project are factors that contribute to the high rate of recidivism among target offenders. This project would overcome these problems by providing comprehensive, timely, accurate assessment of client problems, interests, and needs, followed by provision of required services. Through the expanded availability and use of community resources supported by the project, the offender will have more varied and appropriate options open to him in the community.

LEADERSHIP AND STAFF STRUCTURE:

The staff will include three supervisors, seventeen journeyman parole officers, an employment officer, ten trainees or aides, eight clerks, and a varying number of student assistants and volunteers. The Regional Director of Parole and Probation Services will act as the project director.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECT TITLE: CLIENT DIAGNOSTIC AND TRACKING SERVICES

SPONSORING AGENCY: Corrections Division
State of Oregon

CONTACT PERSON: Project Director unannounced
Mr. Jack Evans
State Corrections Division
2575 Center Street, N.E.
Salem, Oregon 97310

GRANT NUMBER: 74-ED-10-0104

DURATION OF GRANT: 1/1/74 through 12/31/75

BUDGET: Federal \$816,221
Local Match identified in
Institutional Services
Project

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. To provide pre-sentence reports within 15 working days, for 90% of the target offenders found guilty in Multnomah County Circuit Court who are referred to the center.
2. To insure that 90% of the first phase of the Diagnostic Center treatment plans are implemented within 30 working days.
3. To provide 20 hours of consultation per month to target offenders upon request by the field supervisor.
4. To establish a management information system which records baseline data, individual program objectives, flow of clients, services delivered and case outcomes within six months of implementation.
5. To provide project and agency staff with timely retrieval of client information supporting implementation of effective case management processes, efficient budgetary control and evaluation.

PROJECT DESCRIPTION:

The Diagnostic Center component of this project will provide Circuit Courts with comprehensive pre-sentence data and recommendations for sentencing concerning 90% of the target offenders convicted in Multnomah County. The diagnostic assessment generated will also assist institutional and field service staffs in planning rehabilitative services for target offenders committed to the Division.

The tracking component of this project provides for development of standardized collection, storage, analysis and feedback of data concerning each target offender and "high risk" client in terms of the service objectives, actual services delivered, and case outcome. Net effect of tracking is a systematic case management device that makes the cost-effectiveness of each of the Division's six projects visible to managers and line staff, as well as to OLEC Evaluation Staff. Using information generated, staff of the Division will be able to modify each Impact project, if necessary, during the course of program operation.

LEADERSHIP AND STAFF STRUCTURE:

Overall supervision of the project will be provided by the Field Programs Coordinator. Administration of the project will be done by the project director. Two teams will be utilized and each will assist in administration of tests. A Tracking System Specialist will direct the tracking component. There will be a support staff of five secretaries and one researcher.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECT TITLE: INSTITUTIONAL SERVICES
SPONSORING AGENCY: State Corrections Division
CONTACT PERSON: William Heidenreich
State Corrections Division
2575 Center Street, N.E.
Salem, Oregon 97310
GRANT NUMBER: 74-ED-10-0109
DURATION OF GRANT: 1/1/74 through 9/30/76
BUDGET: Federal \$1,536,438
Local 234,638
Total 1,774,076

PROJECT GOALS:

1. Reduce recidivism by providing comprehensive services to offenders

PROJECT OBJECTIVES:

1. Of 74 clients who were tested and demonstrated functional illiteracy by reading at less than a 5.5 grade level, enroll 50% in remedial reading programs in the first year, and maintain 40% enrollment rate per year thereafter.
2. Of those clients who are enrolled in remedial education, 80% will attain a testing level of at least 5.5 for each year of the project.
3. Negotiated yearly education goals will be set for 100% of those clients whose scores fall between 5.5 and 9.5 level of education; for 75% of those cases, the goals will be achieved.
4. Within one year of the beginning of the project, of 182 clients who tested 9.5 or above but who do not have a G.E.D., enroll 50% in G.E.D. qualifying courses during that first year and maintain 40% enrollment rate per year thereafter.
5. Of those clients who complete G.E.D. qualifying instruction, 80% will pass the G.E.D. test within 90 days of qualifying to take the test.

6. Insure the availability of 100 Vocational Training positions within eight months of program inception and throughout the project period.
7. Insure 90% enrollment in the 100 available Vocational Training openings at all times for the duration of the project.
8. Insure certification of 50% of those individuals involved in Vocational Training programs within one year from program inception.
9. Provide vocational counseling to 100% of target offenders already incarcerated within one year and 100% of the newly-committed target offenders within one month of their commitment.
10. Provide recreational counseling to 100% of the target population already committed within one year and 100% of newly-committed clients within one month of commitment.
11. Negotiate plans and meet goals for the management of leisure time for 75% of the clients within three months of negotiation on an ongoing basis.

PROJECT DESCRIPTION:

This project provides academic and vocational training as well as academic, vocational and recreational counseling for target and "high risk" offenders in institutions. Assessment of individual client vocational, academic and recreational needs will be established upon admission to the institution and rehabilitative goals will be established for the clients. Based on goals set, individualized programs will be developed and appropriate placement in an institutional program will be implemented. Remedial, intermediate and secondary educational subjects will be taught and G.E.D. tests administered. Vocational training will be given, followed by appropriate certification in an effort to prepare the offenders for competition in the labor market on release. Recreational programs will be directed toward training clients to use their leisure time constructively.

LEADERSHIP AND STAFF STRUCTURE:

A staff of teachers, eight vocation training instructors, five counselors, six recreational therapists, four correctional officers and three secretaries will be added to the existing staff.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECT TITLE: PROJECT TRANSITION
SPONSORING AGENCY: Corrections Division
State of Oregon
CONTACT PERSON: Project Director unannounced
Mr. Jack Evans
State Corrections Division
2575 Center Street, N.E.
Salem, Oregon
GRANT NUMBER: 74-ED-10-0107
DURATION OF GRANT: 1/1/74 through 12/31/75
BUDGET: Federal \$402,007
Local Match identified in
Institutional Services
Projects

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. To develop and actuate vocational training and rehabilitation plans for 81 eligible target offenders in the first year and 110 in the second year.
2. To achieve 30 successful rehabilitations the first year and 50 the second year.
3. To reduce the conviction rate of participating target offenders by 10% the first year and 12% the second year.

PROJECT DESCRIPTION:

This project will attempt to reduce recidivism among target offenders who are eligible for Vocational Rehabilitation Division services and who are: (1) discharged directly from the correctional institutions; (2) paroled without benefit of work release programs; (3) placed on probation after evaluation by the Diagnostic Center.

The project will meet the needs of the target offenders by providing comprehensive vocational rehabilitation services not met by existing resources. Such offenders require specialized services from medical, psychiatric, vocational and educational

professionals. Vocational Rehabilitation Division resources cannot meet the needs of all eligible target offenders without expanded resources allowed through this project.

LEADERSHIP AND STAFF STRUCTURE:

The project director is the Vocational Rehabilitation Division Director of Field Services. Two vocational rehabilitation counselors will be assigned to work out of Portland and one out of Salem. There will also be one Human Resources Assistant and one secretary.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECT TITLE: CLIENT RESOURCES AND SERVICES
SPONSORING AGENCY: Corrections Division
State of Oregon
CONTACT PERSON: Projector Director Unannounced
Mr. Jack Evans
2575 Center Street, N.E.
Salem, Oregon
GRANT NUMBER: 74-ED-10-0105
DURATION OF GRANT: 1/1/74 through 12/31/75
BUDGET: Federal \$1,489,723
Local Match identified in
Institutional Services

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders.

PROJECT OBJECTIVES:

1. Provide remedial and GED instruction to 250 target offenders on release or discharge status each year.
2. Fifty percent of the enrollees will score at least a 5.5 grade level on a standardized examination after 320 hours of instruction.
3. Fifty percent of the clients who complete GED instruction will pass the examination within 90 days of qualifying to take the test.
4. Provide vocational training in community colleges or state certified proprietary schools to 50 target offenders on release or discharge status each year.
5. Fifty percent of those enrolled will receive certification upon completion of their training program.
6. Place an average of 275 target and high-risk offenders each year in appropriate and meaningful employment.
7. Fifty percent of those placed will remain in that employment for a minimum of six months unless promoted or transferred to a more desirable position.

8. Provide 82 hours of varied types of counseling to 75 target offenders and their families each year.
9. Job Therapy, Inc., will recruit, train and assign 50 citizen sponsors to target and high-risk offenders each year.
10. Ninety percent of the sponsors will visit once per month and maintain correspondence with clients over the course of commitment.
11. Provide emergency and short-term residential care and referral services for 40 target offenders during the second year of the project.
12. Provide short-term cost of living subsidies for an average of 350 target and high-risk offenders each year.

PROJECT DESCRIPTION:

This project will supplement resources for serving flat discharges, and target offenders included in Institutional Services, Field Services, and Transition Impact projects. Such resources will afford remedial instruction, GED preparation, vocational training, job development, individual counseling, family counseling and residential care and other services not included in the budgets for the latter grant applications.

LEADERSHIP AND STAFF STRUCTURE:

The project director will report to the Resources and Services Coordinator. The project staff will consist of a community project specialist, human resources assistant and a secretary.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECT TITLE: TRAINING AND INFORMATION
SPONSORING AGENCY: State Corrections Division
CONTACT PERSON: Robert Watson
State Corrections Division
2575 Center Street N.E.
Salem, Oregon
GRANT NUMBER: 74-ED-10-0103
DURATION OF GRANT: 1/1/74 through 12/31/75
BUDGET: Federal \$159,891
Local (match for this project
identified in Institutional Services)

PROJECT GOALS:

Reduce recidivism by providing comprehensive services to offenders

PROJECT OBJECTIVES:

1. Train at least 100 Impact corrections staff in an orientation to the State Corrections Division.
2. Have new employees score at least 80% on a written examination after training.
3. Train at least 120 Impact corrections staff, volunteers and students in an overview of the other LEAA Impact projects and in counseling by objective during the life of the project.
4. Train at least 90 Impact corrections staff, volunteers and students in caseload management during the life of the project.
5. Train at least 80 Impact corrections staff, volunteers and students in report writing; utilizing and developing community resources; public information and education principals and methods; and intervention strategies.

PROJECT DESCRIPTION:

This project will augment existing training resources of

the Corrections Division to meet training needs of staff, volunteers and students participating in the other five Corrections Division Impact projects. Impact project personnel will receive specialized training according to job requirements.

LEADERSHIP AND STAFF STRUCTURE:

The staff will be directed by a Human Resources Executive and will include a training technician, secretary and consultants as needed.

PROGRESS TO DATE:

This project has not yet been implemented.

PROJECTS PENDING

The following grant applications were not yet acted upon by the Region X Office, LEAA, as of the second week of November, 1974:

Case Management Continuation Requested: \$1,233,795

This second grant would allow continuation of the Case Management Juvenile Corrections project through September of 1976 at the present staff and service delivery level.

Phase 2 Police Communications Requested: \$1,357,195

This grant would augment the Portland Police Bureau police communications system implemented under the initial police bureau grant. Emphasis in the second phase would be the addition of computer-aided dispatch capabilities at the newly-remodeled Kelly Butte facility.

Commercial Street Lighting Requested: \$637,340

This grant would supply mercury vapor pedestrian-oriented street lighting along an extensive length of Union Avenue, which bisects the city's high crime Model Cities Area, as well as along shorter lengths of Williams and Vancouver Avenues, which are experiencing a swiftly growing crime rate.

Under previously-announced guidelines, no new proposals could be presented for Impact funding after September 30, 1974. The above three proposals thus constitute final formal applications under the original twenty million dollar allocation.

IV.

**PROGRAM
FISCAL
STATUS**

STATUS OF IMPACT AWARDS

<u>Project Title:</u>	<u>Grant Period:</u>	<u>Date of Award:</u>	<u>Amount Awarded:</u>	<u>Amount Drawn by 10/18/74:</u>
CRIME PREVENTION BUREAU (I)	3/1/73 thru 11/29/73	3/26/73	27,743	27,743
CRIME PREVENTION BUREAU (II)	12/1/73 thru 11/30/75	2/8/74	404,499	149,984
PUBLIC INFORMATION & EDUCATION	4/1/74 thru 3/31/76	5/16/74	133,964	-0-
RESIDENTIAL STREET LIGHTING	10/1/72 thru 9/30/75	11/3/72	173,000	91,829
CRISS ACCELERATION	10/1/73 thru 9/30/76	10/3/73	1,058,602	410,919
PORTLAND POLICE BUREAU STRIKE FORCE & COMMUNICATIONS	7/1/73 thru 6/30/76	7/5/73	3,699,509	786,132
SCHOOL BURGLARY PREVENTION	6/1/73 thru 5/30/76	5/24/73	210,866	32,253
DISTRICT ATTORNEY NON-PLEA BARGAINING	10/1/73 thru 9/30/75	10/22/73	394,517	174,757

Status of Impact Awards (continued)

Project Title:	Grant Period:	Date of Award:	Amount Awarded:	Amount Drawn by 10/18/74:
DISTRICT ATTORNEY RAPE VICTIM ADVOCATE	10/1/74 thru 9/30/76	9/16/74	124,132	-0-
PROJECT PICTURE	1/1/74 thru 9/30/76	2/4/74	1,381,410	15,390
SPECIALIZED OUT OF HOME CARE	1/1/74 thru 12/31/75	1/24/74	915,242	21,740
YOUTH PROGRESS ASSOCIATION	7/1/73 thru 6/30/76	7/5/73	106,031	20,500
CASE MANAGEMENT	1/1/73 thru 9/30/74	5/8/73	1,067,226	918,077
FIELD SERVICES	1/1/74 thru 9/30/76	4/17/74	1,067,301	34,833
CLIENT DIAGNOSTIC & TRACKING	1/1/74 thru 9/30/76	1/31/74	816,221	32,304
INSTITUTIONAL SERVICES	1/1/74 thru 9/30/76	4/17/74	1,536,438	35,000
PROJECT TRANSITION	1/1/74 thru 9/30/76	2/12/74	402,007	12,000

Status of Impact Awards (continued)

Project Title:	Grant Period:	Date of Award:	Amount Awarded:	Amount Drawn by 10/18/74:
CLIENT RESOURCES & SERVICES	1/1/74 thru 9/30/76	2/4/74	1,489,723	15,000
TRAINING & INFORMATION	1/1/74 thru 9/30/76	1/31/74	159,891	17,000
PLANNING: IMPACT STAFF & OLEC COMBINED			847,587	
OLEC EVALUATION STAFF			420,802	
			<u>16,436,711</u>	<u>2,795,461</u>
Required Future Funding:				
Impact Planning Staff through 12/31/76		336,491		
OLEC Evaluation		1,554,926		
Applications Pending:				
Case Management Continuation		1,233,795		
Commercial Street Lighting		637,340		
Police Communications Phase 2		1,357,195		
		<u>5,119,747</u>	<u>5,119,747</u>	
TOTAL POTENTIAL PROGRAM COST:			<u>21,556,458</u>	

V.

**EVALUATION
COMPONENT**

V. EVALUATION COMPONENT

Those who first conceived the Impact Program, and the Federal administrators who have subsequently implemented it, are earnestly committed to proving its worth. The innovation of crime-specific planning, and the expenditure of large sums to enhance all disciplines of a city's criminal justice system, would have been merely an academic exercise without the means to ascertain and quantify accomplishments. City administrators have a vested interest, as well, in determining which of the innovative Impact projects merit continued support and development after Federal funding expires.

Each Impact program has been held to a stringent degree of accountability. A comprehensive evaluation plan was required to be submitted concurrent and in conjunction with the full program Plan, and effective implementation of testing measures was so highly valued that a separate body of LEAA funds was channeled to the evaluation process. Portland was unique among the eight Impact cities in that the evaluation function was assumed early in program development by Oregon's state planning agency, the Oregon Law Enforcement Council,

rather than conducted in-house by members of the Impact staff proper.

In March, 1973, Portland's comprehensive evaluation plan was submitted to LEAA's Region X office and to the National Institute of Law Enforcement and Criminal Justice, designated that agency to approve the Impact evaluation designs. This plan has been supplemented by individual project evaluation designs as other projects have been developed and forwarded to Region X.

The National Institute tentatively decided to fund the plan in November/December of 1973, but the evaluation grant award was not made until April, 1974. Much debate took place regarding the depth and breadth of our proposed design. Many Federal administrators felt the design was overly extensive and costly to administer, but OLEC staff successfully advocated its original evaluation concept and was allowed a greater sum for evaluation than was received by any other Impact Program:

The evaluation work plan had to be up-dated in January, 1974, as a result of the delay in the grant award. Copies of the revised work plan and status reports on individual projects

in terms of evaluation activities were provided Impact Task Force members, LEAA Region X, and the National Institute. Complete staffing for the OLEC Evaluation Unit was achieved in April with the addition of two researchers, bringing the total to five full-time evaluators.

The majority of the Evaluation Unit's activities have been devoted to developing the evaluation designs for the individual Impact projects. These activities have primarily involved the specification of goals, process and outcome objectives in a meaningful and quantifiable manner; the development of an experimental and quasi-experimental design for each project, if at all feasible; the selection of control and comparison groups; the specification of necessary data elements; data collection form design; the retrieval of baseline information; the setting up or assuring the data collection process; developing coding manuals; specifying the types of analysis; and planning for the ensuing data tabulation, summarization, analysis, interpretation, and reporting to the Impact staff, respective project personnel, LEAA, and concerned state and local criminal justice administrators. In addition, the Unit has addressed the issues of security and privacy of information on individuals involved with the criminal justice system, and problems with gaining access to agency records for retrieval of necessary information.

The Evaluation Unit has prepared and forwarded three

separate requests for proposals to prospective consultant contractors. The first proposal involved the request for the design and conduct of the first Annual Sample Survey. This survey, to be conducted in the Portland SMSA, is a part of the Area-Based Target Crime Estimates Model to be constructed by the Unit. This model will hopefully provide current hypothesized socio-demographic data, to be related to target crime incidence on a census tract or grouping of census tracts basis. This request for proposals was prepared in December, followed by a bidder's conference and review of proposals in January, 1974. The Oregon Research Institute was selected for the contract and the approximately 5,000 residential and non-residential interviews will be conducted this summer. In conjunction with this survey, questions will be asked relating specifically to the Street Lighting and Crime Prevention Bureau projects, and responses utilized in their evaluation.

A second request for proposal for the Area-Based Crime Estimates Model was prepared in January/February, 1974, relating to the historical target crime incident reports retrieval and matching to census tracts; the analysis of the 1970 census data; developmental target crime estimates; and the tabulation and analysis of the up-dated Annual Sample Survey information for the estimates. The bidder's conference was held in March, and proposals received in April. Oregon Research Institute

was awarded this contract as well.

A third request for proposal was developed for evaluation of the Corrections Division projects. The request was mailed in January, the bidder's conference held in February, and proposals received in March, 1974. After a review of the proposals, the submitting agencies and firms were asked to re-submit estimates in light of a new combination of costs and modification of substantive work areas. The revised proposals were received in April, and the Evaluation Unit has recently selected the American Justice Institute for this portion of the evaluation task.

The evaluation plans specific to several projects are presently undergoing modification as the thrust of the projects themselves are being refined.

The OLEC Evaluation Unit's final, comprehensive evaluation of the Portland Impact Program will necessarily be integral to the program's Final Report, to be submitted at the close of 1976. Interim reports will be compiled and submitted to the Impact staff and individual project staffs as indicated below:

INTERIM EVALUATION REPORTS

Project Title:	Report Submittal Dates:
CASE MANAGEMENT	December, 1974 July, 1975 January, 1976 July, 1976 July, 1977 (one year follow-up)
YOUTH PROGRESS	January, 1975 August, 1975 January, 1976 August, 1976 August, 1977 (one year follow-up)
CRIME PREVENTION BUREAU	February, 1975 June, 1975 December, 1975
CRISS ACCELERATION	February, 1975 August, 1975 March, 1976 August, 1976 March, 1977
POLICE BUREAU STRIKE FORCE	January, 1975 July, 1975 January, 1976 July, 1976 January, 1977
POLICE BUREAU COMMUNICATIONS	March, 1975 November, 1975 April, 1976 November, 1976
SCHOOL BURGLARY PREVENTION	February, 1975 July, 1975 January, 1976 August, 1976 February, 1977
RESIDENTIAL STREET LIGHTING	August, 1974 April, 1975 September, 1975

<u>Project Title:</u>	<u>Report Submittal Dates:</u>
DISTRICT ATTORNEY NON-PLEA BARGAINING	November, 1974 June, 1975 January, 1976 June, 1976
DISTRICT ATTORNEY RAPE VICTIM ADVOCATE	April, 1975 October, 1975 April, 1976 November, 1976
PROJECT PICTURE	January, 1975 (Client Description) May, 1975 November, 1975 May, 1976 November, 1976 November, 1977 (one year follow-up)
SPECIALIZED OUT OF HOME CARE	February, 1975 August, 1975 February, 1976 October, 1976 October, 1977 (one year follow-up)
DIAGNOSTIC & TRACKING	April, 1975 August, 1975 February, 1976 October, 1976 November, 1977
FIELD SERVICES	April, 1975 August, 1975 February, 1976 October, 1976 November, 1977
INSTITUTIONAL SERVICES	April, 1975 August, 1975 February, 1976 October, 1976 November, 1977
CLIENT RESOURCES	April, 1975 August, 1975 February, 1976 October, 1976 November, 1977

Project Title:

Report Submittal Dates:

PROJECT TRANSITION

April, 1975
August, 1975
February, 1976
October, 1976
November, 1977

TRAINING & INFORMATION

April, 1975
August, 1975
February, 1976
October, 1976
November, 1977

VI.

**PROGRAM
SUPPORT
ACTIVITIES**

PRE-AWARD ACTIVITIES

The Impact Planning Staff was initially responsible for formulating overall program goals and supporting preparation and submission of grant proposals from the local criminal justice agencies which qualified for Impact funding.

Grant applications were initially authorized for submission to the Impact Task Force by the respective governmental unit: Portland City Council for projects under city auspices; Multnomah County Board of Commissioners for projects under their direction; and the State of Oregon Legislature for State Corrections and Childrens Services Division projects. Upon approval by the Task Force (often after extensive revision to conform the project plan to Impact guidelines), proposals were submitted to the Columbia Region Association of Governments for review of the project's potential impact on the local five-county community (entitled A-95 Review). Concurrently, the proposals were forwarded the Oregon Law Enforcement Council (the State Planning Agency, or SPA, which screens use of all criminal justice funding throughout Oregon).

With OLEC's approval, the applications were then forwarded to the Region X (Seattle) Regional Office of the Law Enforce-

ment Assistance Administration, U.S. Department of Justice, which made the final determination whether to award, and if so at what funding level. At the time of award, the Federal Regional Office had the discretion to append "special conditions" on use of allocated funds, usually requiring special reporting accountability regarding some portion of project activities. OLEC could append additional special conditions over and above these, to meet state requirements.

The entire grant process, from submission by the individual criminal justice agency to award by the Federal government, often stretched to several months. The Impact Staff monitored each successive step through the approval and award process.

STAFF RESPONSIBILITIES AT TIME OF AWARD

At the time an Impact project grant was awarded by LEAA, the Planning Staff and administrative staff of the Oregon Law Enforcement Council held an orientation meeting with project administration and staff to outline rules and procedures for both program and fiscal aspects of the award. This assured that project staffs were fully aware of the stipulations and obligations of the contract constituted by an award, and clarified issues which might later hinder smooth operation of the program.

Areas of discussion at the post-award conference were:

1. Compliance with overall Impact Program goals, objectives and activities.
2. Adherence to stated project methods and activities.
3. Federal criteria regarding hiring, recruitment and personnel practices.
4. Full project-staff awareness of program function and operations.
5. Completion of monthly monitoring and quarterly progress

CONTINUED

2 OF 4

reports (see below).

6. Assuring that staff training is appropriate for project needs and does not interfere with operation of the program.
7. That evaluation components and guidelines are clearly understood.
8. That the general recordkeeping and retrieval system is complimentary to evaluation and data needs.
9. That fiscal operations meet state and federal guidelines, especially regarding purchasing and contract negotiation.
10. That the on-site monitoring visitation schedule is acceptable to the project director and staff (see below).

THE MONITORING PROCESS

The single most important responsibility of the Impact Planning Staff is the monitoring of individual projects to insure their successful operation and the attainment of their respective goals. The monitoring process is shared with the Oregon Law Enforcement Council: the Impact staff supervises program monitoring, and OLEC fiscal monitoring, including contract negotiation, purchasing, periodic financial status reports, etc.

Program monitoring involves contact with the daily, on-going activities of individual projects and relaying information to the Impact Task Force, OLEC, Region X LEAA, the National Institute and related agencies. This information provides a basis for future planning regarding project direction and the eventual suitability of project activities for institutionalization within existing criminal justice agency programs.

Justice planners are responsible for information flow to and from project staffs. They supply project directors with Region X and OLEC guidelines, and serve as advocates for projects when problems arise in interaction with these agencies. They are alert to potential problems with funding, staffing or goal implementation before these problems become aggravated. This requires frequent telephone and in-person contact with project directors;

written communication includes the following:

1. Monthly Monitoring Reports

Planners insure the submission of a monthly monitoring report by the director of each project for which he or she has responsibility. The report may be in brief narrative format, or expanded to include as much detail as the project director feels is necessary to reflect the project's one-month history. Whatever the format, this report reflects the degree to which immediate project objectives are being met. It constitutes a "head-count" of accomplishments, any changes in staff, any material procurement, discussion of any problems which have arisen, and any new perspectives on the outcome or side-effects of project activities. It also records contacts with planning agencies other than the Impact staff--interaction with the OLEC Evaluation Unit, exchanges with OLEC or local governments on fiscal matters, on-site monitoring visitations which have taken place, etc.

Monthly monitoring reports are due by the tenth of each month; copies are distributed to OLEC and directly to the Impact Coordinator, Region X LEAA.

2. Quarterly Progress Reports

LEAA guidelines require a quarterly progress report from

each federally-funded project. These constitute a compilation of the three previous monthly monitoring reports, but are more formal, more detailed and reflect how effectively the project is fulfilling broad Impact goals rather than merely immediate project objectives.

Quarterly progress reports are submitted by the twentieth of April, July, October and January. Copies are forwarded directly to OLEC, which in turn forwards the reports to Region X LEAA.

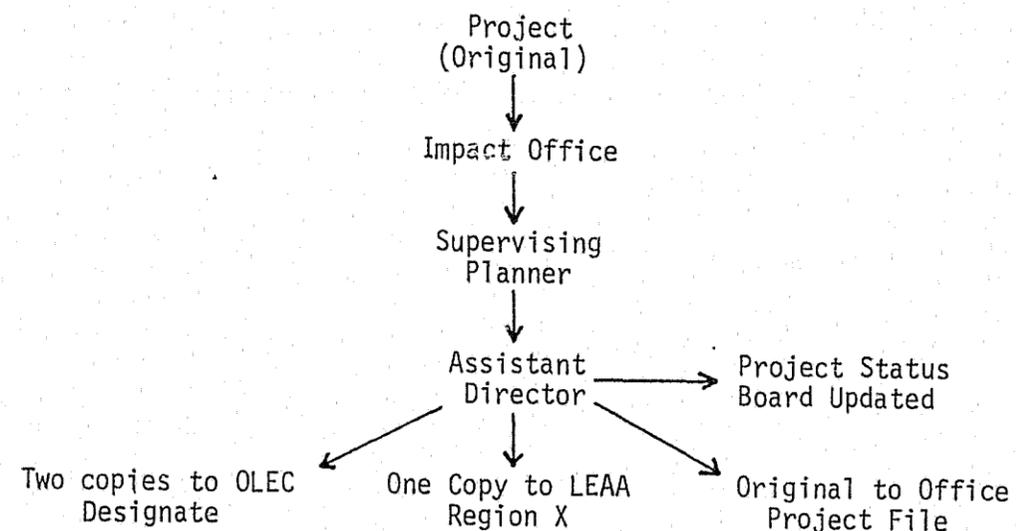
ON-SITE MONITORING VISITATIONS

A periodic on-site visitation schedule for all projects is maintained cooperatively by the Impact Assistant Director, the Impact Evaluation Coordinator, and OLEC representatives. The Assistant Director initiates invitations to the OLEC and Region X representatives attending these visitations. When a scheduled visitation is imminent, the Assistant Director informs the project's supervising planner two weeks in advance. The planner in turn notifies the project director and sets a mutually convenient meeting time on the pre-determined date. The Assistant Director then formalizes the meeting schedule with a letter to the Region X Impact Coordinator, with copies to all OLEC, Impact and project staff who will be present at the visitation.

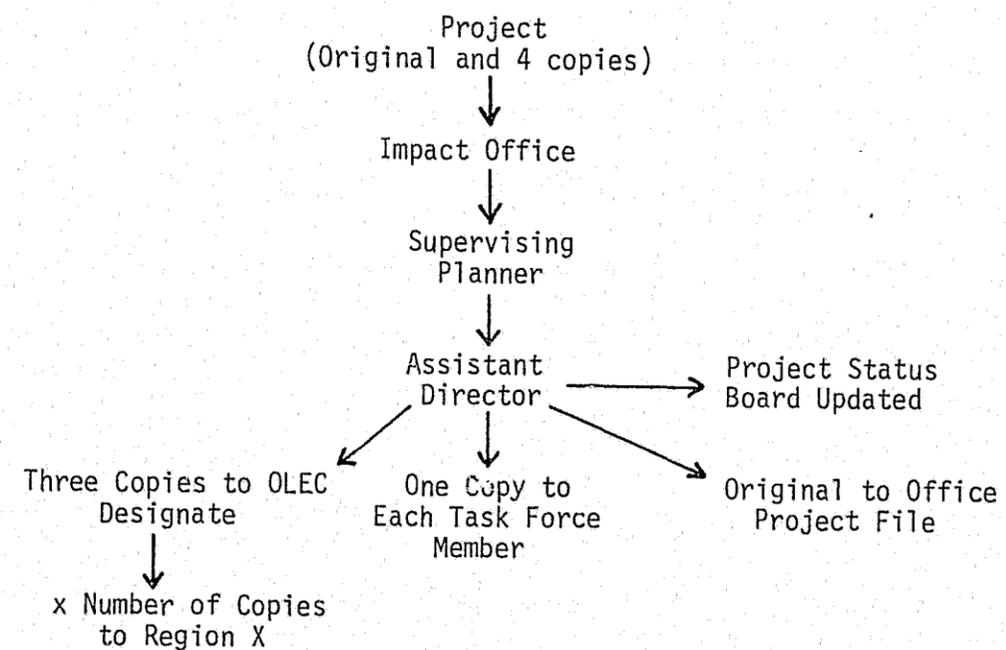
During the visitation, the supervising planner acts as chairperson. He or she elicits conversation on all aspects of the project pertinent and of current interest to those agencies represented. Both the planner and the project director are prepared for and responsive to whatever issues may arise regarding project administration.

Within one week of the on-site visitation, the supervising planner submits a brief, narrative memo to the Impact Director describing what took place. This records who attended, all major topics discussed, who raised problems, and how they were resolved.

MONITORING REPORTS
Due 10th of Each Month



QUARTERLY PROGRESS REPORTS
Due 20th of Jan., April, July, Oct.



PUBLIC INFORMATION

In July of 1973, the Impact Planning staff initiated a means of keeping local criminal justice professionals and interested citizens apprised of activities related to the Impact Program. A newsletter format was designed by Justice Planner Jeanne McCormick, who has supervised its publication on a monthly basis since then.

The newsletter, entitled Portland Crime Reduction Bulletin, focuses on the proposed goals of Impact projects, and the funding process from application through approval at the state and federal regional levels to award and implementation. Follow-up articles describe progress, accomplishments and evaluation of the projects. All in-staff support activities, such as baseline data collection and the Victimization Survey analysis, are also publicized. Other articles describe actions of the Impact Task Force, relevant changes in LEAA guidelines, related projects funded by block and discretionary grants, and recent activities within the local criminal justice community.

Circulation is approximately 2,000 persons and offices. The mailing list includes all local law enforcement officers, deputy district attorneys, Circuit and District Court judges, and corrections officers; project directors and line staff of

Impact and block grant projects; personnel of the Oregon Law Enforcement Council and the Columbia Region Association of Governments; Region X and Central Office, Law Enforcement Assistance Administration; all state and local political leaders; administrators of the state corrections agencies; the staffs of the other Impact programs; local schools and universities; all Portland neighborhood associations; and all interested service providers and citizens who request distribution.

The local news media has taken an active interest in the Portland Impact Program and has kept the public abreast of project activities. All newspapers, radio and television stations are notified of Task Force meetings; both major newspapers have assigned reporters who regularly cover all meetings and have followed the full progress of program planning and implementation.

The Impact Director is frequently invited by the media to address the problem of rising crime rates and their implication. Two local television talk shows have actively solicited guests from among Impact project administration and staff. Several radio talk shows have selected crime and the Impact effort as discussion topics.

BASELINE DATA COLLECTION

Early in Impact Program development, two sub-staffs emerged. The first unit assumed responsibility for conceptualizing and implementing the program workplan, upon which federal funding was contingent. The second unit, directed by Mr. J. Bradford Shiley, was commissioned with analysis of Portland target crimes for 1971 and establishment of a baseline profile which would supplement and help support the contentions of the first unit's workplan. At that point in time, the Impact Program was primarily concerned with reducing occurrences of robbery and burglary, with some concern expressed for learning the percentage of street crimes committed by strangers to the victim. Mr. Shiley's staff--one project assistant, a secretary, and a group of parttime student researchers which varied in number throughout the effort--in five months produced the analysis of 1971 burglaries and robberies which became known as "the Shiley Report."

The Shiley Report was based on a study of all those occurrences of robbery and burglary in Portland in 1971 for which an arrest was made. The City-County Data Processing Authority supplied a run of five-digit Portland Police Bureau incident report numbers for all 1971 cases cleared by arrest. The student researchers, after security clearance, entered each of these Police Bureau files and transferred profile

information to worksheets. All cases were followed through criminal justice system processing to adjudication, and, in the event of defendant conviction, through diagnostic and rehabilitation efforts. A separate team of researchers concurrently spent several months at Multnomah County Juvenile Court, reviewing files of those juveniles referred to the Court by Portland Police Bureau officers for burglary, robbery, receiving & concealing stolen property, and related offenses.

The Shiley Report had a unique focus as compared to later baseline data research. Mr. Shiley re-defined the parameters of his task--to investigate occurrences of stranger-to-stranger street crimes and burglary--to exclude the following factors: (1) He chose not to distinguish crimes by whether committed by strangers, due to the arbitrariness and elusiveness of such relationships as indicated in police reports. (2) He de-emphasized the "street crime" distinction because he construed it rather too stringently ("...five steps onto a school ground would disqualify it as a target crime.") (3) He chose not to research instances of rape and homicide because of the relatively low occurrence rate in Portland and the fact that no Impact projects were at that time envisioned to deal with them. (4) Aggravated assaults were also ignored as commonly known to occur among those related or acquainted.

The final sampling of crime data concerned characteris-

tics of burglaries in a dwelling, burglaries not in a dwelling, receiving & concealing stolen property, armed robbery, unarmed robbery, and purse snatch committed by both adults and juveniles. Mr. Shiley supplied analysis narrative, and submitted the completed profile to the Impact Task Force at the end of September, 1972. It was accepted favorably as the first study of its kind, and as an invaluable planning tool for the Impact effort.

Generally, the 1972 target-crime profile was merely an extension of the Shiley Report. Research was conducted this time by members of the Impact planning staff proper. A Justice System Planner (the former assistant to Mr. Shiley) determined format and supervised the work of three half-time analysts. This second report demonstrated a philosophic commitment to understanding crime-occurrence realities and the actual response of the criminal justice system to the challenges they represent. The particulars of this second study, however, somewhat expanded on the Shiley Report. In the interim, the Law Enforcement Assistance Administration placed new emphasis on the Impact Program reduction of homicide, rape and aggravated assault as well as the previously-targeted robbery and burglary. The second profile thus dealt with all five target crimes.

The second study, as the first had, commenced with a request to the City-County Data Processing Authority for a

computer run of five-digit Portland Police Bureau incident report numbers for all incidents of the target crimes, as opposed to merely all cases cleared by arrest as in the Shiley Report. By expanding the study sample in this manner, the staff hoped to supply comparison data on system response to the full range of occurrences, not just those with which an identified offender could be linked. The Shiley Report could not, because of its specialized sampling, comment on the nature of criminal acts to which the system could not or would not respond. The greatest virtue of the Shiley sampling, however, was that by reducing study to only arrest-related cases, the sample was manageable enough to allow a "head" tally--that is, every single case on the DPA run could be followed through the system and accounted for in the report tables. The second time around, by asking for all incidences reported to the police, the staff confronted manageable case numbers only in the homicide and forcible rape categories, and were forced to establish a representative sampling pattern in the aggravated assault, robbery and burglary categories.

Another vexing problem faced for the first time in the 1972 files was the separating out of stranger-to-stranger offenses. The Impact guidelines in the previous year had incorporated heavy emphasis on determining the measure of crimes committed by other than family members or acquaintances of the victim. The staff had the at times seemingly capricious

task of reviewing the police reports, and from the officer's narration determining whether there was likelihood that no relationship existed between victim and assailant. It was most difficult to determine this for victims of homicide and burglary. In the former cases, unless circumstances obviously pointed to some familiarity between victim and assailant, researchers were forced to assign the case to the "stranger" category because the victim was uncooperative in offering a statement on the issue. In the case of burglaries, researchers confronted a veritable ocean of anonymous victimization. Because program guidelines commission Impact to combat "stranger-to-stranger street crimes and burglary," they felt justified in de-emphasizing the distinction in analysis of this crime category.

A second major methodological problem arose with analysis of Juvenile Court data. In those crime categories small enough to allow "head" tallying--namely homicide and rape---only five target offenders were juveniles. In the remaining categories, by the time a representative sampling was selected, the number of offenses committed by juveniles was too diminished to provide an adequate profile. The staff therefore decided to sample juvenile target offenders separately and concurrently, as the Shiley staff had done. As for 1971 data, they drew names of target offenders from the admissions log of the Juvenile Court, devised a worksheet format unique to the Court

recordkeeping system; and produced a distinct and separate Juvenile Offender Profile.

There are therefore a number of "game rules" to bear in mind when referring to the 1972 profile:

1. Of the five crimes analyzed, homicide and rape profiles represent literally all occurrences reported to the Portland Police Bureau in 1972. The aggravated assault, robbery and burglary profiles are the products of representative sampling of all occurrences.
2. The focus of this study is on the stranger-to-stranger occurrences of all crimes but burglary. When a report showed that victim and assailant were married, related or acquainted, the only information tallied was the nature of the relationship, time and place of occurrence, and any revised charges.
3. The Juvenile Offender Profile data was separately derived from the incident data indicated in #1. Because copies of the police incident reports were seldom available in Juvenile Court files, the stranger-to-stranger dimension could not be

determined. It's necessary to interpolate this factor from the data in #1.

The format of this report is different from that of the Shiley Report. Tabulations were incorporated into the body of the narration rather than appended. Tables were allowed to speak for themselves, so that the casual reader need not refer to narration to grasp their meaning.

The greatest single contribution reports of these kinds have to offer the criminal justice system is the reminder that the system itself makes them very difficult and very tedious to compile. As more and more practitioners are beginning to realize, the criminal justice system is really no system at all. The apparently elemental process of "following a case through the system" is in reality a complicated process which demands of the researcher a very keen understanding of each discipline--police, prosecution, courts and corrections--including vernacular, self-professed mission, and the subtleties of record-keeping particular to each.

HOMICIDES

A. The Offense

It would be pretentious to offer any broad statements about the crime of murder in this city for 1972 or any other year. The offense is relatively rare, and generalizations would be based on too small a sample.

....

Portland homicides apparently follow the national trend in respect to relationships between victim and assailant. Nearly half involved those married, related or previously acquainted. There is a strong indication that some homicides are merely assaults carried spontaneously to fatal extremes, with only occasional theft of victim property involved. Time of occurrence was especially tenuous in this category because evidence of the crime--namely the corpse--was not always discovered promptly. Where parties were acquainted, murders tended to occur in hours of darkness, in late Spring or early Summer, but on no particular day of the week. Where parties were strangers, they occurred very frequently in darkness, on no particular day, but either very early in Spring or very late in Summer. Altercations between strangers erupted frequently in taverns or lounges or on the open street. The Model Cities area was the location of 3 out of 20 "stranger" deaths and 4 out of 17 involving non-

strangers.

A gun was the most frequently used weapon. Only once, between strangers, was sexual behavior involved. In nearly half of the cases, one or both of the parties was likely under the influence of alcohol.

B. The Victim

Only half the victims of stranger-to-stranger homicides were white, indicating an inordinately high minority involvement with violent behavior (borne out even more decisively by the Assault findings). Two or fifteen victims were women. There was a strong tendency for the victim to have been involved in a street or barroom altercation, about a fourth of the time in very close proximity to his home.

Perhaps the one incident about which the least is known was the finding of a decomposed body in the room of a notorious downtown hotel, though an anonymous lead led to an arrest in the case. There was some indication that the victim was seeking the services of either a male or female prostitute. The most violent incident was the multiple stabbing of a nightwatchman when he stopped very late at night to use the public restroom of a downtown park. This case was also cleared by arrest.

C. The Offender

Assailants most often acted alone or with a single compan-

ion. In only two cases were more than four persons believed to be involved. Identifiable suspects tended to live in very close proximity to the scene of the crime.

Of those arrested for homicide, three-fourths were minority group members, half were black. More than half were less than 30 years of age, and only one was a woman. Defendants also tended to live in close proximity to the scene of the occurrence. The single juvenile arrested was later remanded to Circuit Court for trial as an adult. He had resided in Portland only a short time, and little is known of any prior delinquent behavior.

Only one adult arrestee had no prior criminal record (an elderly man who confronted several juveniles near his home and fired a "warning shot" with fatal results). Most arrestees had from two to ten entries on their rap sheets, and half had been arrested sometime within the previous year. None had previously been arrested for homicide, but there was indication of assault, robbery and especially burglary involvement in the past.

D. System Response

In those homicide cases in which arrests were made, they tended to be made immediately after occurrence. Witnesses, informants and physical evidence led police to the defendants. Seldom was the crime detected in progress, which is unusual

considering the percentage which occurred on the street.

Of the 10 defendants who eventually entered the adjudication process, all pleaded not guilty at indictment. None were released on their own recognizance or allowed to post bail. Four took part in plea negotiations: of these, 3 submitted guilty pleas to manslaughter and 1 to attempted assault. Two defendants were released for lack of evidence. Of the remaining 4 who pursued their cases to trial by jury, 1 was found guilty of manslaughter and sentenced to 8 years at the Oregon State Penitentiary, and the remaining 3 were found guilty of homicide and sentenced to life imprisonment at the Penitentiary. The average time these defendants spent "within" the criminal justice system from arrest to date of sentencing was 102 calendar days.

RAPE

A. The Offense

....

Approximately a fourth of all rape attempts are thwarted, for reasons we'll consider in greater detail under The Victim. A high proportion of rapes reported to the police are stranger-to-stranger offenses, presumably because the victim experiences less revulsion or trauma from an assault by someone close or known to her, and is therefore less inclined to seek the retribution of the criminal justice process. Very few cases were revised to less serious sexual offenses, but sodomy was in

several instances added as a secondary charge.

Where parties are known to one another, rapes occur rather randomly during the year, just over half in hours of darkness, and most frequently on Saturdays. Where parties are strangers, time of year is likewise not indicative, a slightly larger percentage occur at night, but there is a definite shift in occurrence to days early in the week. We have no rational answer for the large number of offenses occurring on Tuesday night, particularly. There is also a much greater likelihood of occurrence between midnight and 6:00 am in the stranger-to-stranger category.

Of all Portland neighborhoods, the Model Cities area has the highest percentage of both stranger-to-stranger and non stranger-to-stranger rape.

In more than a third of the cases, there was strong indication that either victim or assailant or both were under the influence of alcohol at the time of the offense. Offenses occurred most frequently in a residence bedroom or in a motor vehicle.

B. The Victim

The majority of women accosted are between the ages of 13 and 25, with radically decreased victimization after age 30.

It's obvious that the assailant is stimulated by stereotyped physical appeal. There was a surprising number of cases, however, in which very young men assaulted quite elderly women, providing grist, we're sure, for the Freudians among our readers.

Victims tended to live either extremely close to or at considerable distance from the scene of the crime, which is consistent with the circumstances under which most rapes occur. One-third of all offenses take place in the victim's home, with the assailant most frequently breaking his way in, but occasionally admitted with no resistance. This is the first opportunity we'll take to insert a value judgment. The women victimized in these particular instances demonstrated extreme gullibility to the men who appeared at their door. They accepted a variety of very thinly-veiled ploys the men used to gain entry. It will be very difficult to alter the stereotype of the lonely woman who accepts advances and then cries rape until women begin to think in terms of their own security. In a large number of those cases where the victim was asleep in bed when the assailant entered, the victim had not taken the obvious precaution of locking doors and windows before retiring.

Another full one-third of the stranger-to-stranger rapes occurred after the victim sought a ride from the assailant. We are faced with a serious dilemma concerning this type of victimization. As the cost of living increases and fuel becomes more scarce, a greater proportion of Portland citizens--obviously the

youth--will turn to hitchhiking as a means of transportation. In truth, more passengers to a vehicle is both environmentally and economically sound. Yet a very large number of our male citizens cannot disabuse themselves of the notion that a young woman standing beside a thoroughfare thumbing a ride is explicitly seeking sexual contact with any willing male. In some areas of the country, women's groups have initiated a movement called "Sisters Pick Up Sisters," wherein women are asked to be more aggressive in offering rides to women hitchhikers. In one college town a group of women established their own taxi cooperative to accomplish the same end. Short of initiating such a program, there is an obvious and very pressing need to inform women of the risk they run when exposing themselves to victimization in this manner. The danger is imminent and very real. It's not difficult to assume from the high committed percentage in this category that a woman is in a poor position to resist when assaulted in a moving vehicle or driven to an isolated location.

The rapist most frequently employs only physical force, unarmed, to coerce his victim, but may frequently threaten with a sharp instrument or gun. There is a strong indication that a woman can repel her attacker if she resists quickly by hitting back, screaming or pulling away and running. This suggests the efficacy of self defense training, or some physical discipline which teaches a woman to keep her wits about her in a sudden confrontation.

In a disheartening number of cases, the woman literally "froze" when she perceived danger. Her repertoire of responses was extremely limited. One suspects from reading several reports that the assailant was often unsure of himself--he might possibly have approached the woman for nothing more than conversation or a little ego-enhancing attention. When the woman responded with throat-clutching revulsion, the assailant in some situations panicked and carried out his perhaps only partly-intended action. If the woman had paused to test the situation out, she might have had time to consider alternate behavior, and allow the would-be assailant an "out."

Brutality or severe injury did not appear to any great extent in these cases. Women were frequently slapped about the face, and nearly always sustained minor injury to the vaginal area, but only one type of situation consistently elicited assailant aggression. In these cases, the man clearly perceived the opportunity for sexual conquest, but could not attain an erection. The woman was verbally or physically threatened until she assisted him in doing so. Several of the secondary sodomy charges were associated with these cases.

It's apparent that if a woman intends to report her victimization, she'll do so within a day or not at all. It's becoming generally accepted that the reporting process itself can be an equally traumatic experience, and that the victim profits from

access to a woman "advocate" who will hear her statement, help her obtain the necessary medical investigation, counsel her on the preservation of evidence, accompany her to the interview with detectives, and provide moral support through the ordeal of trial if the case proceeds. In respect to no other type of offense is the victim held to such a stringent burden of proof. She stands trial with the defendant.

....

Victim ignorance both of sexual matters and system procedures was frequently a stumbling block to investigation. In some cases the woman didn't understand the meaning of such terms as ejaculation or climax. Only three victims were virgins. There was frequently poor understanding of what constitutes evidence of rape--many would launder clothing or linen, and bathe or douche before reporting the offense.

Neither pregnancy nor venereal disease were the likely outcomes of rape. In only one instance was the victim impregnated, and she immediately chose to abort. No more than three women contracted venereal disease.

C. The Offender

The great majority of rapists act alone, with only a small margin accompanied by one other. Both suspects and defendants fall within the 17 to 30 year age range; half are black. Most

live either in the same building or at some distance from the crime scene.

Juvenile offenders tend to have a long and varied record of delinquent acts. Family supervision is poor, and previous rehabilitation efforts by the Juvenile Court or correctional institutions have not been effective.

Adult defendants have in many cases been arrested for rape in the past, more than any other type of target offense. In the case of four men, aberrant sexual behavior first brought them to the attention of the system. A third had been arrested for some charge within the previous two years.

It's the opinion of the researchers that most men who commit these offenses do not fill the image of the "mad rapist." In a large number of cases it's apparently more a matter of perceived opportunity than designed malevolence, and motivation may wane if the goal appears too difficult to attain. Here again, the burden is placed on the potential victim to secure her home, learn self-defense techniques, widen her repertoire of responses to interpersonal encounters, and recognize and avoid situations that may lead to victimization.

Generally, there seemed to be an attempt by the offender to make the sexual contact appear as "normal" as possible. He would very often ask his victim for cooperation before having to

resort to threat or physical force, or would ask her during the act whether he was satisfying her. Some were remorseful afterwards, even offering the woman money in compensation.

Offenders who broke into homes and raped sleeping victims were in many cases originally planning on burglarizing the dwelling; they often awoke the victim by searching or asking for valuables. This has some relevance in light of the number of previous burglary arrests evident on defendant rap sheets.

D. System Response

If the rape defendant is not identified and picked up within a few hours of the offense, police investigation of the case may not lead to arrest for a number of months. The detective must rely on the victim's ability to recognize mug shots or provide other essential information linking the offender with the crime. The greatest single reason a case cannot be pursued is the victim's inability to establish suspect identity, followed by her unwillingness, for one reason or another, to continue to support the state's case.

All 20 defendants eventually referred to Circuit Court for adjudication plead not guilty. Five cases were dismissed for insufficiency of evidence. Eight defendants negotiated their pleas, and plead out to lesser charges. Four later plead out to the original charge. Of the 3 who pursued their cases to

trial by jury, all were found guilty. The most serious sentences among those convicted were four long-term commitments to the Oregon State Penitentiary and one commitment to the Oregon State (Mental) Hospital. The average length of time defendants spent in the "system" from arrest to sentencing was 75 calendar days.

AGGRAVATED ASSAULTS

A. The Offense

Of all the offense categories, assaults most involved persons married, related or well known to one another, which accounts for our slightly smaller sample-to-universe ratio here.

Assault is a rather tenuous reference point in the continuum of offenses running from homicide through menacing, harrassment, recklessly endangering the life of another, or simply disorderly conduct. It was most evident in this study that assaults too often are a hair's breadth away from homicide, and in too many cases are really attempts at murder which miscarry by chance. Physical injury to victims in a very large number of cases is severe, and in this crime category more than any other but homicide, weapons are employed rather than used to threaten. It's on the whole a blue-collar crime, and altercations appear to arise from the sheer irascibility of the parties. Victim behavior is often the major precipitating factor.

The majority of assaults occurring between persons known to one another fall in hours of darkness, with slightly more occurring during midsummer, though monthly differences are not significant. Saturday and Sunday are the most frequent days of occurrence, and late evening hours the most frequent. Stranger-to-stranger offenses present the same pattern.

As in homicide, most offenses occur on the public streets, and second most frequently in taverns and lounges. In these locations the victimizations tend to cluster around midnight. A very, very high proportion of assaults occur in the downtown West Burnside area, and second most frequently in the Model Cities neighborhoods.

The second most compelling aspect of this crime category is the extremely high percentage which occur when victim or assailant or both are under the influence of alcohol.

....

B. The Victim

The age of assault victims seems fairly representative of the population as a whole, with only slightly more involvement indicated for those 17 to 30 years of age. Indians and Mexican minority representation is greater here than in any other crime category, but fewer blacks are victimized than would be expected.

Fully one-fifth of the victims are women, a high percentage of these minority-group members.

Half of all victims live within a mile of the crime scene. Victims were most frequently out on the street, walking or waiting for transportation, etc.; socializing in a tavern or lounge; or performing routine household activities around the house or yard. The next most frequent activity was working, often in gas stations, taverns, lounges, or other places with great public accessibility.

Greatest physical injury resulted from attacker's wielding of a knife or bludgeon, with hands/fists/feet/teeth and the gun inflicting next most serious injury.

C. The Offender

Suspects tended to range in age between 17 and 30, were less than half the time white, tended to live within ten blocks of the crime scene, and only about half the time acted alone. Age range for arrestees was slightly more extensive, with more 13 to 16 year-olds and a slightly greater percentage over 30. The proportion of female suspects and defendants were the same, about 5 to 7 percent. A larger percentage of defendants lived within ten blocks of the crime scene, and defendants were much more likely to have acted alone, which would suggest that the

lone assailant was more likely to be apprehended.

We were able to provide the first comprehensive juvenile profile for this offense category: The ages of those referred to Juvenile Court for assault were fairly evenly distributed 14 through 17 years. Only half were white, and one-sixth were females. Most had not been referred to the Court until ages 13 through 15, and then most often for misdemeanors. Status offenses, or that behavior for which only juveniles are held to account (curfew, truancy, minor in possession of alcohol, etc.) were not that frequently the reason for first referral. For a third of the sample, the offense at issue was their first referral, but another third had been referred at least once within the preceding year. A substantial proportion of previous offenses were also assaults. More drug-related than alcohol-related referrals were evident. In respect to the offense at issue, the juvenile less than half the time acted alone and was accompanied by a friend a third of the time. In about forty per cent of the cases, the charges were either dropped or the juvenile received informal supervision, which would entail minimal future contact with the Court counseling staff.

....

Adult assault arrestees, as a whole, had the highest average number of rap sheet entries of all target arrestees. Criminal involvement generally began before the age of 25, and in a large number of cases involved alcoholism, vagrancy, related petty

thefts, and assaults. Those with prior criminal records had been arrested within the previous two years. Assaults and burglaries were frequently indicated on their rap sheets. Fully half had at one time or another been arrested for an alcohol-related offense. There was less indication of drug abuse arrests, but at least three subjects were likely to have been heroin addicts at one time.

D. System Response

Because assaults so often occurred in open view on the street, arrests at the crime scene by passing patrol were evident in a third of the instances. Arrests nearby and soon after the offense on the basis of the victim's description occurred most frequently. In only half the cases did the victim himself report the offense to the police.

As in all other offense categories, cases most often could not be pursued because the suspect could not be identified. The second most frequent reason for no action was that the victim refused to sign a complaint or otherwise support the state's case. Because most assaults occurred in the Burnside area, we might assume that victims feared reprisal because the assailant remained in the neighborhood, or that victims simply had no respect for the efficacy of the middle-class-oriented criminal justice system.

Fifty-nine defendants were referred to the Circuit Court for adjudication (in this sample). Of these, the charges of thirty-nine were reduced to misdemeanors; mostly harrassment, assault III, menacing, and disorderly conduct. Of the remaining twenty, all plead not guilty as charged. Two cases were dismissed for lack of evidence. Fourteen entered into plea negotiations, twelve pleading out to a lesser offense and two to the original charge. Of the four defendants who pursued their cases to trial, two were found not guilty, one was found guilty of a lesser charge, and one was found guilty of the original charge. The most serious sentences received were three committments to the Oregon State Penitentiary.

ROBBERY

A. The Offense

The robber and his victim tend more often than for assaults to be strangers to one another. The armed robber is apparently more often thwarted than the unarmed, and the armed robber has a greater chance of being apprehended. Seldom is the offense revised to another category, but a large variety of secondary charges may be appended after arrest.

Little can be assumed about the times of day or year of non-stranger-to-stranger offenses. Occurrences between strangers are slightly more frequent in late winter and early spring,

though there's little statistical difference throughout the year. They fall most often during hours of darkness, though daylight hours--apparently early summer evenings--are represented more than would be expected for this type of victimization. Friday and Saturday nights between 9:00 pm and 3:00 am are the most frequent times of occurrence for both armed and unarmed robbery.

Almost forty percent of both armed and unarmed robberies take place on public streets, with stores (largely small grocery stores) and the victim's own home being the next most common targets for armed assailants. This offender is most likely to be arrested while holding up a store. Unarmed robberies are very largely street offenses, with the victim's home a distant second in frequency. The unarmed offender is arrested on the street only slightly more frequently than schools or the victim's home. Both stores and the streets tend to be later night victimization sites.

The Model Cities neighborhood and downtown Portland are by far the most commonly hit. Victims of unarmed robbery are under the influence of alcohol three times as frequently as are victims of armed robbery. Weapons used by armed assailants are half the time guns and a third of the time knives. Very seldom are the offenses related to sexual behavior.

B. The Victim

The victims of both armed and unarmed robbery are pre-

dominantly white. Victims of armed assailants tend to be in their early twenties, but those of unarmed assailants tend to be much older, thirty per cent over age 60. A profile emerges of the latter as an elderly Burnsider attacked by jack-rollers while under the influence of alcohol. A third of both types of victims are women, and half of the unarmed victims over 60 are women. There is undoubtedly a very thin line separating assault & robbery and such crimes as purse snatch and pickpocketing.

A third of the unarmed victims live within five blocks of the crime scene; a significantly greater number of armed victims live more than a mile away.

The armed assailant was more likely to have merely threatened with a gun, but to have inflicted injury with a knife or bludgeon. Injuries were seldom serious, in comparison to the assault category.

Victims were most likely to have been out on the streets walking to or from a specific destination, waiting for transportation, or merely "walking" or lounging around. The most frequent specific activity was working, often as a grocery clerk.

Money was the primary target of robberies. Personal identification and credit cards were second most frequently

stolen. ("Value" of personal identification is obviously a very relative correlation; we have tabulated the figure given in the police report as victim estimation).

More than for any other type of offense, robberies were reported to the police either immediately after occurrence or not at all.

C. The Offender

Suspects tended most often to act alone if armed, and were accompanied by one other more frequently if unarmed. Nearly fifty per cent of armed suspects and seventy per cent of unarmed suspects were black. Women represented less than ten per cent of all suspects, who were most likely to be in their late teens or early twenties.

Defendants tended to be the reverse of suspects--those who wielded a weapon and were subsequently arrested were more likely to have been accompanied than those who were not armed. But similar to suspects, fifty per cent of armed and seventy per cent of unarmed defendants were black. There were more women represented among armed than unarmed arrestees. Ages fell within the 17 to 25 year range.

Unarmed offenders tended to live slightly further from the crime scene than unarmed.

Juvenile offenders are black in more than eighty per cent of cases referred to Juvenile Court for this offense. They are more likely to be in their later teens, 15 through 17. For a little less than one-third, this was their first referral to the Court. For those who had been referred previously, their first offense tended more than half the time to have been a serious felony. Robbery was the most frequently indicated target offense on their records. Slightly more drug-related than alcohol-related referrals are evident, and then only for unarmed offenders. In the commission of the offense at issue, the juvenile was most likely to have been accompanied by one or several others. In more than a third of the cases, the robbery charge was not substantiated, or the case was adjusted out of Court and closed.

Juvenile robbery referrals tended in the greatest number of cases to have been reared by their natural mothers only, many of whom had remarried one or several times. The head of household tended most often to be subsisting on welfare or aid to dependent children, or second most frequently to be working at a blue-collar job. Parental supervision, control and guidance was most likely to have been inadequate. More than half the time, other members of the family had records of criminal activities as well. Only half the juveniles were currently enrolled in public school, and most had compiled records of truancy, tardiness, disciplinary problems and poor academic achievement while attending school.

Adult robbery defendants tended to have fewer rap sheet entries on their records than any other type of defendant but burglars, most averaging less than five. More than half of both armed and unarmed offenders were black, and almost all had been involved with the criminal justice system before the age of 21. A substantial twenty per cent had first been arrested as an adult for robbery, more frequently armed robbery. More than half the defendants had been arrested within the preceding year. Of the five target crimes, burglary was indicated on their records slightly more frequently than robbery. Drug-related arrests were more evident than alcohol-related ones.

D. System Response

In one-sixth of robbery cases, police detect the crime in progress and effect an immediate arrest. In over half the remaining cases, police must rely on the cooperation of the victim to supply suspect identification and information on his whereabouts. Slightly less than half of the defendants are apprehended immediately after the offense; a remaining forty per cent of arrests are made two days or more later as a result of police investigation.

As always, inability to identify or find suspects are the greatest reasons no action is given a case. Victims are apparently much more willing in the case of robbery to sign complaints

and cooperate with the police when the suspect can be tracked down.

In the three cases where the FBI took charge of the investigation, the offenses were bank robberies, which fall under Federal jurisdiction because the funds are federally insured.

Of the 19 defendants referred to Circuit Court for armed robbery, all plead not guilty at indictment. In eight cases plea negotiations took place, and the defendant plead guilty to a lesser offense. Two cases were dismissed for lack of sufficient evidence. Of the nine cases which went to trial, in two the defendant was acquitted, and in seven he was found guilty as charged. In six cases, those found or pleading guilty were sentenced to extensive terms of incarceration at either Oregon State Penitentiary or Oregon Correctional Institution.

Of those ten persons referred to Circuit Court for unarmed robbery, all plead not guilty at indictment. One case was dismissed and four persons plead guilty to lesser offenses. At trial, three were acquitted, one was found guilty of Burglary I, and only one was found guilty of the original charge. Only two persons received extensive prison sentences.

BURGLARY

A. The Offense

Burglary is the most frequently-occurring crime in the city of Portland, and results in the greatest economic loss to the victim or any of the target crimes. Portland's high burglary rate was largely responsible for its selection to receive \$20 million in Impact funding, and a great portion of the Impact staff's planning efforts has been devoted to reducing occurrence of this offense.

If this analysis teaches us anything, it's that burglars are very seldom thwarted from carrying out their act, and are extremely seldom arrested for it. The arrest rate for burglary is lower than that for any other offense, regardless of whether a residence or a non-residence is victimized. There is so seldom a relationship indicated between the home-owner or businessperson and the burglar that we have disregarded the factor for the burglary profile.

The original burglary charge is seldom altered after arrest of a defendant, and in only a miniscule number of cases are secondary charges appended.

It's most difficult to determine the times of occurrence

for burglaries, because residents or businesspeople generally do not detect the crime for varying and sometimes extensive periods of time. Unknown categories are frequently frustratingly large, especially when victims have been away for weekends or on vacation, or businesspeople have closed an office or shop over a weekend.

Burglaries occurring in residences are just as likely to occur in hours of daylight or darkness, which says much for the boldness and/or skill of most experienced burglars. There is no statistical difference among months of occurrence, but it's clear that Monday, Tuesday and Wednesday are the most frequently indicated days of the week.

Burglaries not in dwellings are slightly more likely to occur in hours of darkness, largely because commercial establishments are closed and more easily accessible then. Again, there is little difference in number of occurrences monthly. Sunday and Monday are the most indicated days, slightly more often midnight to 3:00 am.

The victim himself is most likely to detect and report the crime when his home has been unlawfully entered. The owner or employee just opening up a business most often detects and reports the commercial burglary. In only a few cases has a business' noise or silent alarm drawn the attention of the police.

Though the Model Cities neighborhood has a relatively high instance of residential burglaries, a shot-gun pattern of occurrence emerges. Southeast and northeast communities are about as equally hard hit. Commercial burglaries are even more uniformly dispersed.

There is very little information available regarding whether the burglar commits his acts under the influence of either alcohol or drugs.

B. The Victim

For residential burglaries, victims tend four-fifths of the time to be white, one-fifth black. They're most frequently either in their twenties or over sixty, strangely similar to the age ranges of aggravated assault victims. Women are victimized in almost half the cases, a proportion second only to rape. Residents tended most often to be away from the house or apartment for work, school or an evening's entertainment, but a substantial number are at home at the time the burglar enters.

The residential burglar generally enters through doors or windows not visible from the street, usually at the rear of the building. In a large number of cases doors were unlocked and no force was needed to enter. Contrary to the Police categorization system, we counted all window entries as forced entries

because so much extra effort is generally required to reach and climb into them.

Separate garages, business offices, schools and service shops are the sites of a large number of commercial burglaries. Entry is about half the time visible from the street, though the unknown is too large for this data to be significant. Doors are slightly more frequently entered than windows; front, side and rear entries are represented about equally; and force is a little more likely than not to be employed.

Home entertainment items--TV's, stereos, radios, etc.-- money or checks, and jewelry are the most frequent targets of the residential burglar. Value of these items is generally declared at more than \$100 per item. In commercial burglaries, money, inventory, tools and bicycles (from separate garages) are the most likely to be taken. The estimated value of individual items is less in this crime category.

The two most frequent precautions most home owners or apartment dwellers take against burglary is to lock doors and windows and to ask others to watch the place. Commercial establishments think more in terms of alarms and adequate insurance coverage.

C. The Offender

Because this crime category involves such a tremendous

number of anonymous victimizations, very little can be said about the non-arrested suspects. From the little information available, we can suppose that the residential burglar is more likely to be accompanied than his commercial counterpart. Both are more likely to be white than black, and age 17 to 25. Nothing can be realistically said about the distance from the suspect's residence to the crime scene.

In the case of defendants, again the residential burglar is more likely than the commercial burglar to be accompanied by one or more others. The latter is far more likely to be white than black, and the age range for both is extremely young--12 to 20 years for residential burglars and 13 to 25 for non-residential. Women are seldom apprehended for this offense.

Residential burglars tend to live within ten blocks of the crime scene, not surprising when one considers the age-range of the offender and his probable lack of transportation. Their counterparts live slightly further from the crime scene, likely the result of greater access to transportation. In about a sixth of the burglaries, the offender had apparently successfully used burglar's tools.

Seventy per cent of juvenile offenders referred to Juvenile Court for burglary are white. They range in age rather uniformly from 13 to 17, with slightly more 16-year-olds involved. A

very large proportion of residential burglars were first referred to the Court when they were less than 12. In half the cases, this offense was the juvenile's first referral; among the others, burglary was the most frequently-indicated target crime on their records. Drug-related offenses were indicated only very slightly more than alcohol-related ones. In respect to the offense at issue, a third of the juveniles tended to be accompanied by one peer of similar age, and other third were accompanied by two or more peers. Disposition was most likely to be formal or informal probation or informal supervision. Burglaries were less likely than any other type of offense to be dropped as not substantiated.

The juvenile tended most often to be reared by his natural mother only, who had in about the same percentage of cases either remarried or chosen to remain single. Blue-collar and white-collar workers most often headed the households. Supervision, control and guidance of the child was not generally considered adequate in the counselor's opinion.

In just less than half the cases, other family members had been involved in criminal activities. Most juveniles were currently enrolled in school, but had records of poor academic achievement, disciplinary problems, and tended to get in more than their share of trouble with fellow students.

Adult offenders had relatively few recorded arrests on their

rap sheets compared to defendants in other crime categories. Residential burglars tended to have been involved with criminal activities since age range 12 through 15; commercial burglars began in age range 16 through 18. First offenses were often status offenses (those for which only juveniles are held accountable, such as curfew, truancy, minor in possession of alcohol, etc.); burglaries were second most frequent. Most offenders had been arrested previously within the past year. A larger proportion had committed drug- than alcohol-related offenses.

D. System Response

The burglary defendant is most likely to be apprehended if he's caught in the act. In a limited number of other cases, a witness to the burglar's entry will supply identification. In only a sixth of the cases cleared by arrest is police investigative work instrumental. In half the cases, arrest is made at the scene.

Property is recovered in only nine per cent of residential cases and eleven per cent of commercial cases.

The greatest cause of inaction in a case is lack of information about a possible suspect. Very often the case will be given exceptional clearance when a burglar is arrested for a single offense and admits to a large number of others, including

the sample case at issue. In one situation, a single arrest cleared 301 offenses, including eleven within our very small representative sample.

Our final adjudication sample was small due to the very low arrest rate for this offense. Of the seven defendants referred to Circuit Court for burglaries in dwellings, all plead not guilty at indictment. Five negotiated pleas and plead guilty to a lesser offense. Of the two cases that proceeded to trial, one defendant was found guilty and one was acquitted. In only two cases were prison sentences received.

One defendant arrested for burglary not in a dwelling was charged with a misdemeanor at the District Court level, where he was found not guilty. The seven remaining plead not guilty in Circuit Court at indictment. One case was dismissed, and five defendants plead guilty to lesser offenses after plea negotiations. Of the two cases which proceeded to trial, one defendant was found guilty and one was acquitted. No defendants received jail or prison time; most received probation to the court.

VICTIMIZATION SURVEY ANALYSIS

Background of the LEAA Victimization Survey

It has been widely recognized by criminal justice professionals that reliable and detailed information on the degree and characteristics of crime is necessary to improve the capabilities of the criminal justice system to reduce criminal victimization. In 1965, the President's Commission on Law Enforcement and the Administration of Justice initiated the first national survey of criminal victimization, conducted by the National Opinion Research Center (NORC) of the University of Chicago. In a nationwide survey of 10,000 representative households, the NORC found that the amount of crime reported to the survey was about twice the amount indicated by official police statistics as published by the Federal Bureau of Investigation in its Uniform Crime Reports.

In 1971, the Law Enforcement Assistance Administration (LEAA), recognizing the need for further research, initiated a joint effort between the National Criminal Justice Information and Statistics Service (NCJISS), a unit within LEAA, and the U.S. Bureau of Census. The two were to develop and implement a series of victimization surveys to gain information to

complement existing police statistics. Among the cities surveyed in 1972 were the eight Impact cities, including Portland. Intended to contribute to Impact efforts by providing information about crime and its victims in Portland and to provide a basis on which the results of the program could be evaluated, the initial survey was conducted prior to the implementation of the Impact programs and thus in no way reflects any changes in the amount of crime which the programs have effected.

Methodology of the Survey

During July and August of 1972, approximately 10,000 households, representing about 21,000 individuals twelve years of age and older, and 1,3000 business establishments were surveyed by interviewers hired especially for the task and trained according to the standards of the U.S. Census Bureau. Interviewers asked each household respondent a series of screening questions to determine whether the household had been victimized by criminal incidents during the previous twelve months and about the circumstances of the incidents. Household respondents were also asked about the characteristics of the household, such as whether the occupants owned or rented, the number of household members, and family income. Individual members of the household fourteen years and older were also interviewed, first to determine whether they had been victim-

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ized, and if so the specific characteristics of the incident, such as time and place of occurrence, injuries and losses sustained, the race and sex of the offender when known, and the relationship of the offender to the victim (i.e., whether the offender was a stranger, a casual acquaintance, or a relative), whether the incident had been reported to police, and if not the reason. Questions about victimization of persons twelve and thirteen years and older were asked of an adult in the household. Individuals were also asked their occupation, labor force status, education, marital status, etc.

The Commercial Victimization Survey was designed to measure the number of robberies and burglaries committed against businesses during the preceding twelve months for several categories of businesses. Information was gathered on such items as insurance coverage, utilization of protection devices, and amount of loss.

Uses and Limitations of the Survey Results

The LEAA Victimization Survey provides estimates of the amount, type and characteristics of criminal incidents and about the characteristics of victims. However, due to the nature of sample surveys, it cannot yield detailed information about specific types of criminal incidents or about victims of

specific types of crime. As only rather large, and therefore broad, categories of incidents could be utilized for analysis, minor offenses were combined with very serious ones, making it impossible to differentiate between characteristics of very serious incidents and characteristics of those less serious.

The survey questionnaire and the interviewing techniques employed tended to elicit reports of even the most minor incidents, which few citizens would consider important enough to report to the police. Yet such incidents, unreported to police, are combined with more serious unreported incidents, making it impossible to determine the extent of or reason for non-reporting of serious incidents.

Nonetheless, the survey provides more complete information than has been available in the past regarding the characteristics of victims of crime, even though it cannot do so specifically. It provides information about the circumstances of criminal incidents, although not in detail. Further, it provides information about the relationship between the victim and offender for incidents against persons, though not for specific types of incidents. Data collected and analyzed by the victimization survey can complement police statistics, which do not illuminate the characteristics of victims nor of criminal incidents not reported to police.

Analysis of Survey Results

In order to utilize the knowledge of local planners about the unique aspects of their city, NCJISS contracted with the staffs of each of the eight Impact city programs for analysis of the results. The Victimization Survey Analysis Staff in Portland is housed with the Impact Program, and includes a Project Director, a Statistical Analyst, and a parttime research assistant.

The final report, to be published in July, will present the results of the survey in Portland. The first section will be a profile of the City of Portland--its people and their characteristics, its institutions and government, its labor force, its housing, and its way of life. The second section will describe the criminal justice system--law enforcement, courts, corrections--and discuss how the system deals with crime and the victims of crime. The third and major section will present the survey data and the analysis and interpretation of survey results. It will discuss the characteristics of incidents and of victims, the extent of non-reporting of crime and the reasons for non-reporting, and the losses due to crime. It will relate these factors to one another and to whether the crime occurred between strangers or individuals previously known to one another. The final section will include

other local crime data which will enhance the interpretation of the survey results and shed further light on its findings.

KENNEDY & ASSOCIATES PUBLIC ATTITUDE SURVEY

The Impact Task Force began contemplating a survey of public attitudes toward the criminal justice system in late Spring of 1972, as a supplement to data hopefully to be provided by Brad Shiley's baseline research and the Portland State Urban Studies Victimology Study. A Task Force subcommittee was established to select areas of public opinion which would best round out a picture of society/justice system interrelation.

The third week of September, 1972, the City of Portland formalized a joint contract with the firms of Richard L. Kennedy & Associates and Campaign Information Counselors. The two firms agreed to cooperate in providing both a generalized and a more specific analysis of the feelings of a cross section of Portland citizenry regarding social issues and public services. Specifically, they agreed to develop an overall program of public opinion analysis, review field studies conducted elsewhere in the nation, develop two interview questionnaires--one for a sample of the general population and one for in-depth interview of 250-300 persons, and submit a final analytical report to the Task Force within four to six months.

Kennedy & Associates assumed responsibility for opinion sampling of the general population. A 209-item questionnaire was prepared for use in face-to-face personal interviews with a final sampling of 1,205 persons. Responses were categorized by sex, incidence of crime in neighborhood, age, race, occupation, income, educational level, political affiliation, geographic location of residence of respondent, and whether that person was regarded as an "opinion leader" in his or her neighborhood.

The survey questionnaire elicited opinion on a wide variety of social and political issues. Topics included general problems facing Portland and respective neighborhoods, the seriousness of crime now and in the past, personal concern regarding victimization, juvenile delinquency, unemployment, racial discrimination, inflation, air and water pollution, poverty, drug abuse, taxation, welfare, gun control, evaluation of police efforts, and evaluation of the courts and corrections.

Respondents were drawn from a random selection of block-like areas within census tracts throughout Multnomah County. Because certain key groups--including black adults and persons living in high crime areas--represent a small percentage of the population, oversamples were taken to provide adequate representation. All respondents were over 18 years of age.

Experienced personnel of Kennedy & Associates served as interviewers after attending group training and becoming familiar with the intent of the survey. They made three attempts, on different days and at different times of day, to contact persons at selected residences, systematically substituting alternate residences if unsuccessful. A random check was made of 20% of the respondents to verify both their comments and whether the interview was conducted as specified.

Because the sample size was large (1,205 completed interviews), the questionnaire reasonably straightforward, and the tables easily assessable, the reader tends to feel satisfied and informed by the results of this survey. More than anything else, responses on individual items tend to support what the publicly-involved reader expects to be the opinion of various larger segments of the Portland citizenry. There was nothing particularly earth-shaking in these findings, nor was there much to jar a common-sense understanding of how most persons feel about major controversial issues.

In the most general terms, we find the following statements supported by this survey:

1. Problems on the minds of Portland citizens, in order of importance, are environmental issues, taxes,

the economy (especially inflation), social issues (especially crime), education, government reform, health (especially medical costs), welfare abuses and transportation.

2. Specific problems facing respondents' own neighborhoods, in order of concern, are traffic problems, general neighborhood deterioration, crime, dogs and cats on the loose, poorly-maintained streets, local environment, lack of recreation facilities, housing congestion, bus service, lack of urban planning, need for increased police patrols, freeways and drug abuse.
3. When read a list of topics, over three-fifths of the respondents felt that inflation, crime, use of hard drugs, high taxes, juvenile delinquency, welfare abuses, air and water pollution, unemployment, poverty and racial discrimination are "serious" problems.
4. 40% of the respondents in high-crime areas feel unemployment is a very serious problem, as opposed to 28% in non-high-crime areas. 30% in high-crime areas feel racial discrimination is a very serious problem, as opposed to 14% in non-high-crime areas.

5. Nearly the same percentages of respondents in high and non-high-crime areas believe crime is a very serious problem. About equal percentages feel crime is a more serious problem than five years ago.
6. Only slightly more respondents in high-crime than non-high-crime areas feel poverty and juvenile delinquency are very serious problems.
7. The percentage of persons who believe high taxes are a very serious problem is nearly the same for every demographic characteristic.
8. Most citizens rate Portland as one of the best places to live; high-crime area residents, however, don't rate their particular neighborhoods highly.
9. Strangely, 72% of the respondents in high-crime areas feel crime is a very serious problem in Portland, yet only 22% feel it is serious in their own neighborhood. 50% feel it is more serious in other neighborhoods.
10. More than four-fifths of Portland's citizens feel murder, robbery, assault, sale of heroin, acceptance of a bribe, rape and embezzlement are very or fairly serious crimes. (For some reason, burglary was

omitted from the list of crimes presented to respondents).

11. Two-thirds of Portland's citizens feel safe walking in the streets at night; one-third, generally those residing in high-crime areas, do not.
12. Citizens are most seriously concerned that someone will break into their homes during either the night or day, or that someone will steal or break into their cars.
13. Most respondents feel that juvenile delinquency is increasing and that the courts are not successful in handling the problem.
14. Most respondents feel that poverty (unemployment), poor childhood environment, and drug abuse are the most significant causes of crime.
15. Respondents generally feel that the individual and our society are equally responsible for criminal behavior.
16. 70% of respondents feel the Portland police are doing

an excellent job in dealing with crime; 40% would like to see the police around more.

17. Most respondents agree that police rate more salary than they now receive, just a few bad officers cause bad press, and that community cooperation would be enhanced if there were more Black officers.
18. There is strong public support for consolidation of police departments, minority recruitment, use of physical force by police, use of police informers, right of police to shoot to kill, and the right of police to strike for higher wages. Citizens disapprove of wiretapping, "no-knock" searches, and fingerprinting of all citizens. A third would like to see patrolmen on foot, a third in patrol cars, and a third aren't sure.
19. More than half the respondents feel our courts do not do a good job in dealing with crime, generally because sentencing is lenient.
20. A third of the respondents feel courts show favoritism to the rich and political office holders, though 87% feel the average citizen is treated fairly; poor

people and Blacks are sometimes treated unfairly by the courts.

21. A majority of respondents feel the courts are too interested in protecting civil rights and too little interested in protecting the public from criminal offenders.
22. A third of those surveyed felt additional public funds should be provided the police; another third feel it should be provided corrections; almost half would be willing to pay additional taxes to improve the criminal justice system.
23. Close to half of the respondents support an increased number of police, improved rehabilitation techniques, greater authority for police, and harsher criminal penalties.
24. 80% of citizens interviewed felt more and better-trained personnel are greatly needed by the criminal justice system.
25. Most respondents have taken no special measures to protect their homes or cars from crime.

26. Citizens are fairly evenly divided about whether the corrections system is effective in dealing with crime. Most feel the responsibilities of corrections, in order of importance, are rehabilitating the individual offender, protecting society, and punishing the offender.
27. Almost all respondents favor the concept of halfway house rehabilitation, yet there is a broad dispersion of feelings about whether a halfway house would be welcome in the respondent's own neighborhood.
28. More than half the respondents favor financial compensation for victims of crime.
29. Respondents are fairly evenly divided on the issue of gun registration; those residing in high-crime areas favor it slightly more than those in non-high-crime areas.

CAMPAIGN INFORMATION COUNSELORS' PUBLIC ATTITUDE SURVEY

In September, 1972, the Impact Task Force formalized a joint contract with the firms of Richard L. Kennedy & Associates and Campaign Information Counselors to provide two comprehensive, complementary surveys of the attitudes of Portland citizens toward crime. Kennedy & Associates assumed responsibility for opinion sampling of the general population (see above).

In contrast to the broad, county-wide representative sampling addressed by Kennedy & Associates, Campaign Information Counselors concentrated on only four Portland neighborhoods, and employed more open-ended questions to probe citizen attitudes in greater depth. Issues addressed by the two surveys were in many cases identical; the CIC survey, however, approached the issues differently in hopes of deepening our perception of real feelings which underlay the at times static responses of the Kennedy survey.

The overall intent of the CIC study, as expressed by Senior Author Dave Yaden, was investigation of "what 'crime'

means for the vast majority of citizens who are not victims of memorable crimes." In the system's focusing on victim, offender, cause, prevention, etc., we frequently lose sight of the impact of crime on overall public attitude. Do citizens move from neighborhoods or become more or less involved in the fate of schools or local government because of their perception of crime, whether they have personally been victimized or not? Mr. Yaden throughout employs the hypothetical construct of "symbolic interaction" to measure attitudes about crime and their sources. He states his intention to "distinguish between attitudes grounded in personal experience or personal interaction and those based more on what is learned from the 'symbolic' environment, especially the public media." He feels that two analytic conclusions have evolved from his report:

1. Attitudes toward crime are intimately bound up with attitudes toward changes in the immediate social environment for people in the highest crime areas.
2. There are considerable differences between those who feel crime affects them directly and those who judge crime to be a serious social problem; these groups are by no means identical.

The CIC study did not address a representative cross-section of all Portland citizens. It represents instead the responses of residents in four selected census tracts representing different volumes of reported crime incidences, which Mr. Yaden equates with "seriousness of crime." He does not ascribe differences in attitude to differences in local crime occurrences alone, but does consider it a prime correlation. Of the four selected census tracts, one--in northeast Portland--was considered a "high crime" area, two were on the fringes of that area, and one was in a "low crime" southeast neighborhood. Socio-economic characteristics are supplied for each tract.

Seventy-five interviews were planned for the low-crime and two fringe neighborhoods, and fifty for the high-crime area. Subject/addresses were selected randomly from the total number of addresses within an area with the aid of a random number table. Interviewers were trained and the questionnaire pre-tested in February, 1973; the final questionnaire was administered from late February through May. Two-hundred seventy-five interviews were completed.

Interviews were preceded by a letter of introduction to selected households. Only the head of the household, or spouse, was surveyed, and as many as five call-backs were made

until that person could be contacted. An attempt was made to interview a balanced population by race and sex, and substitutions were made for refusals, vacancies, or those with communication difficulties. The firm made checks on the behavior and accuracy of interviewers.

Because questionnaires were not pre-coded, an extensive period of time was needed to quantify the responses of these three-hour, open-ended interviews. General categories of responses were arbitrarily determined by the researchers after the fact.

The following statements can be made on the basis of the CIC survey. Subject categories are those of the survey:

Crime and the City

Persons living in the high crime neighborhood more frequently rated Portland as a whole as a "good" place to live, as compared to the more frequent "excellent" response of fringe and low crime areas. These responses were comparable to the cross-sectional attitudes of non-white to white citizens. Fear of crime corresponds to a tendency to rate Portland low as a place to live. Those who rated Portland as a "good" place to live were most afraid of being

robbed or burglarized. Professional people rated the City higher than blue or white collar workers or businesspeople. The majority of citizens in each of the tracts rated their neighborhood as "good." Many more persons in the high crime area than fringe or low crime areas have considered moving because of crime.

Personal Fears

There were apparently few differences in response among sample areas, but great differences between white and non-white respondents. That is, most citizens fear violent crime, especially whites in the high crime area. People tend to be most afraid of potential car accidents. Fear of being robbed or burglarized is highest in the high-crime areas. Fear of crime in the lower-crime areas seems to be the product of vicarious learning, such as via media coverage of crime and crime statistics.

Fear of Crime

The structure and substance of fear are dissimilar in the different neighborhoods. People in the high-crime areas tend to localize fear-inducing changes. Two-fifths of the sample felt "all this talk about crime makes people more

afraid than they need to be." This was most frequently heard in the cow-crime area, where fears are most frequently aroused by the media. Only half the sample, weighted with people in the high-crime areas, feel that publicity about crime has been overdone.

Crime as a Social Problem

There is little difference in the amount of fear expressed between those who say crime is our most serious problem and those who say it's just one of our most serious. For those who say crime is not a problem, there is much less admitted fear. Source of belief as to the seriousness of crime does not make much difference in how serious it is felt to be. More older people than younger, and more men than women rank crime as our most serious problem. In the high-crime area, crime is considered to be the problem that second most directly affects the area. (The first is inflation). No statistical differences could be found among respondents in the high-crime and fringe areas as to the effect of racial problems in their neighborhoods. Area is the most significant factor in determining how serious people rate the effect of crime as a problem. More non-whites than whites tend to feel that crime is a serious problem. Strangely, more residents in areas other than the crime-core area are likely to feel that most of these

problems affect them directly than are residents of the crime-core. Further topics in this chapter of the report deal with comparison of the seriousness of different types of crime, causes of crime, victimless crime, organized crime, and juvenile delinquency.

Solutions to the Crime Problem

We should be cautious of dichotomizing Portland citizens as either hard-liners or soft-liners on crime, largely because of the symbolic aspects of citizen belief about crime. Most persons favor changing social conditions which breed crime; one-third favor stronger police authority and laws. Whether people express fear of crime and violence has less to do with what they want to do about crime than how serious crime is as a social problem. Half of the respondents had heard about the Impact program. Expectations of its success are "not overly high." Most feel these funds should be spent for social programs and rehabilitation rather than for police. The dollar amount involved led many to assert "It better cut down on crime." Non-whites are slightly more favorable in their opinion of punitive correctional measures and have less faith in community-help programs than do whites. Most people claimed to have changed their personal habits to avoid criminal victimization, but not drastically. Most believe a neighborhood watch would

be "very effective." People are more skeptical of the market program, mostly among those in the lower income brackets.

The Police

Though people demand a wide range of services of the police, they seem to be aware of the limitations of the police role. The officer and his uniform, generally, serve important symbolic functions for most citizens. Most rate their overall performance as "fair," irrespective of their City area. The leading criticism is slow response time. It's difficult for most to judge specific aspects of police work, though people generally feel they have a sufficient amount of authority to fulfill their responsibilities to the public. Those who feel the greatest danger of being criminally victimized are the most eager to have the police stick to preventing and solving crime.

The Courts

Confidence in the courts is not high. In all sample areas, persons had greater confidence in the courts' protecting the rights of the accused than in the courts' decisions about guilt and innocence. The fact that people are not agreed about the shortcomings of the courts is perhaps a sign that no

one thing is drastically out of balance. There is not a great difference in expressed confidence between those greatly concerned about crime and those not so concerned.

Although there are extensive areas of overlap, on the whole the CIC study stands as a substantive complementary volume to the Kennedy & Associates study. The criminal justice practitioner does gain greater insight into the feelings and attitudes of Portland citizens toward his performance. The single greatest contribution of the study is its investigation of the very real dichotomy of attitudes between those who have actually experienced criminal victimization and those who perceive crime only through exposure to public media.

URBAN STUDIES VICTIMOLOGY STUDY

In October, 1972, Portland's Impact Task Force contracted with the Urban Studies Center of Portland State University to conduct a survey of victims of burglaries and robberies occurring in this City during the preceding year. \$29,000 was allocated for the study to cover costs of planning, hiring student researchers, and assessing resultant data. A 152-page document was compiled and offered the Task Force the final week of February, 1973.

This study attempted to establish profiles of the "average" victims of burglaries and robberies, and the sites and conditions under which these crimes most frequently occur. This information was intended to aid the Task Force in promoting programs which would bring about a decrease in the vulnerability of citizens and communities to target crimes.

Data was drawn from two sources: The Fall, 1972, report of J. Bradford Shiley's research staff, and a computer run on burglaries and robberies reported to the Portland Police during 1971, grouped by patrol grids. There is a lack of coincidence between patrol grids and census tract lines, requiring inter-

polation of several grids within a single tract to establish a "reporting area."

Introductory letters were mailed to individuals and businesses indicated in a random sample of police burglary and robbery case reports. Fourteen interviewers, after a brief training session, attempted personal contact with these persons at their respective home and business sites. The survey population from which a sample was drawn were the victims of 10,794 burglaries and 1,797 robberies committed in 1971. Throughout the study, a distinction was drawn between the victims of "cleared" and "uncleared" cases; i.e., crimes for which a suspect had been arrested or with which a suspect had been associated by his own admission when arrested for another offense.

Such factors as material loss and psychological damage resulting from these crimes were not surveyed--the first because it duplicated data already maintained by the police, and the second due to lack of objective quantifying measures. The study was restricted to quantifiable socio-economic characteristics of victims and geographic areas. In order to typify neighborhood characteristics, the survey assumes that the habits and standard of living of victims are similar to their neighbors.

Residential Burglary Profile

215 interviews were completed. In 144 other of the randomly chosen cases, victims had moved with no forwarding address.

The only appreciable difference between cleared and uncleared cases was that in the latter cases, houses had lower assessed values. Also, the faster the police response time, the greater the clearance rate.

In 62% of cleared cases, victims were not aware that their cases had been closed. Many of those interviewed felt this lack of information affected public attitude regarding police efficiency.

The average victims of residential burglaries:

had lived in the same residence, which they owned, over five years. The home is assessed at \$15,000 to \$20,000, second most frequently \$10,000 to \$15,000.

were burglaries in darkness only slightly more frequently than during daylight hours.

were not at home at the time, but had made a conscious effort to lock doors and windows before leaving.

knew several of their neighbors personally, but hadn't

asked any of them to keep an eye on their property.

reported the crime to the police personally.

carried homeowners theft insurance and reported the occurrence to their company.

had no alarm system.

had not marked the items stolen, but frequently had kept a list of appliance serial numbers.

were neither more nor less confident in the police after the occurrence.

did not consider moving from the neighborhood because of the occurrence.

felt nothing could have prevented the crime, but have taken greater security measures since.

Most residential burglaries involved the forcing open of a locked door or window not visible from the street. The residence was in "sound" condition (well maintained, in good repair) and neighborhood lighting was "satisfactory" (street lights at each intersection and some spaced irregularly throughout the block). Corner locations were most vulnerable. Burglarized residences tended to stand out from neighboring residences; they were better maintained or maintained less well than those about them.

Commercial Burglary Profile

The number of completed interviews was not indicated. The narration alluded to a "large number" of randomly chosen cases in which the business/victims were no longer at the same location.

Case clearance percentages were highest when a burglar alarm was activated, and when a business was located in a commercial or industrial area as opposed to residential or mixed land use area.

The average business surveyed met the following profile:

The business owns the building it occupies, and has been in the same location more than 10 years.

The crime occurred between midnight and 6:00 am, other than business hours, when no one was on the premises.

Burglars broke a window (or nearly as frequently forced a door) which about half the time was visible from the street.

The business had not installed an alarm system.

There was an equal chance that merchandise marked for identification could or could not be recovered. Recovery

was poorest on uncleared cases. When merchandise was recovered, victims seldom felt it was the result of marking.

The business carried insurance and reported occurrences to its company. Several burglaries had occurred there in the previous five years. The prevailing attitude was resignation to burglary as a professional hazard.

Neighborhood lighting was satisfactory and the business' building was sound, although the surrounding area tended to be deteriorating.

Individual Robbery Profile

36 interviews were completed. Victims of 50 other randomly chosen cases couldn't be located, which (the narration suggests) indicates the highly transitory nature of Portland robbery victims.

The average robbery met the following profile:

It occurred in a highly mixed land-use area, among retail establishments and multi-family buildings. (Open space and institutional areas were the next most frequent).

Street lighting was satisfactory, but the area was generally deteriorating. Half the time it occurred during

the daytime, a third of the time late at night.

A third of the victims were confronted more than 10 blocks from their homes, a third within one block. A third had been residing there 1 to 5 years, a third more than 10 years. A great majority indicated they would not move because of the incident. Victims were most often out alone doing "other" things, slightly less frequently shopping or going to or from work, and passed the spot several times a week.

Most victims knew no one in the area, saw the robber right before the holdup, but didn't recognize him. Half the time the robber was alone, half the time accompanied.

Most victims felt they were held up because of the robber's need for money, and that few measures could have been taken to prevent the occurrence.

Half the robbers had a weapon--most frequently a gun or a knife--but less than half the victims actually observed it. Half the robbers threatened physical harm and half actually inflicted it. Less than half the victims resisted and more than half were injured. Most did not call for help; the majority had "other" reasons, and about 40% felt no one would respond anyway. Half the victims called the police; the other half of the incidences were reported by

witnesses, relatives, neighbors and others.

In those cases where victims were not informed of subsequent action by police, 65% of the cases were cleared. Victims were slightly less confident in police after the incident.

Victims were fairly evenly mixed between the two sexes, and evenly distributed in ages 20 through 70+. Most worked full time, had a high school education, had no children living with them, and were an even distribution of single, married, divorced, widowed and separated persons. Incomes were evenly representative of every category from less than \$2,000 to \$20,000 yearly.

95% of victims were white, 5% Black.

Commercial Robbery Profile

9 interviews were completed, 4 cleared and 5 uncleared. Because no valid generalizations could be drawn from this data, the survey contains instead two brief narrations on interviews with Portland cab companies.

SURVEY DISCREPANCIES

This study contributes very little to the detailed picture

of Portland's crime scene, the compiling of which is prerequisite to Impact planning. A critical review reveals some weaknesses in the scope of data and survey methods employed.

The greatest discrepancy is lack of a control group-- i.e., interviews with persons who were not victimized in 1971-- to test the validity of generalizations about those victimized. We have no way of ascertaining whether the habits and precautions of victims are in any way different from those of others in their neighborhoods, and therefore what factors tend to increase their susceptibility to crime. We're still left with our initial question: Why are some persons and some places more frequently robbed and burglarized than other persons and places? Critical factors were not pinpointed by this study.

Interviewing a control group might also have provided a socio-economic profile of the victims who did not report their crimes to the police, which would have provided a useful comparison with the Census Bureau Victimization Survey results soon to be released.

The survey's analyzing of cases by clearance rate is of questionable value for the majority of items. It results in incidental, unexplored, and unexplained correlations and deviations. Case clearances depend upon such a large number of

factors unrelated to the victim that we can draw no valid conclusions from survey results on individual items. In several places, the surveyors themselves admit that response differences between cleared and uncleared cases are minimal.

We are not told the number of completed commercial burglary interviews, but it seems that the data base for this category and most assuredly for the Commercial Robbery category is weak. Regarding commercial burglaries, surveyors state: "The graphs include only those questions with an adequate number of responses to determine differences between cleared and uncleared cases." In the latter category, we find only narration on interviews with two Portland cab company representatives--nothing pertaining to robberies at fixed locations, such as grocery store holdups.

Individual robbery profiles, possibly irrespective of the survey's methodology, are diffuse and contribute little to our conception of any victim "type." Responses to some items in this category are perplexing, and thus ought to have been pursued by surveyors. For example, 58% of the victims in cleared cases and 77% in uncleared cases stated they did not call for help after being robbed. Their reason for not doing so: The responses of 24% in cleared cases and 53.5% in uncleared cases was tabulated as "other."

Surveyors indicate throughout that their sample was reduced significantly by the large number of victims who moved with no forwarding address. They indicate that postal authorities retain change of address cards only one year, and that by November of 1972, the majority of new addresses of 1971 victims who moved were not accessible. In the individual robbery category, their small number of completed interviews is the basis of their assumption that Portland's robbery victims are "highly transitory."

Because the sample was so restricted by case-aging, we might ask why the Urban Studies team did not select its data base from a more contemporary time-span, such as July, 1971, through June, 1972. The computer run for this 12-month period would have been as accessible as that for January through December, 1971.

As it is, this survey relied on a data base extensively analyzed by Brad Shiley's staff. Although the Shiley report did not provide as complete a profile of specific victims and geography as this study professed to do, it constituted an already accessible source of data on criminal methods, type of structure burglarized, neighborhood involvement in apprehension, and other broad patterns that should have been complimented rather than overlapped. Urban Studies' choice of a slightly

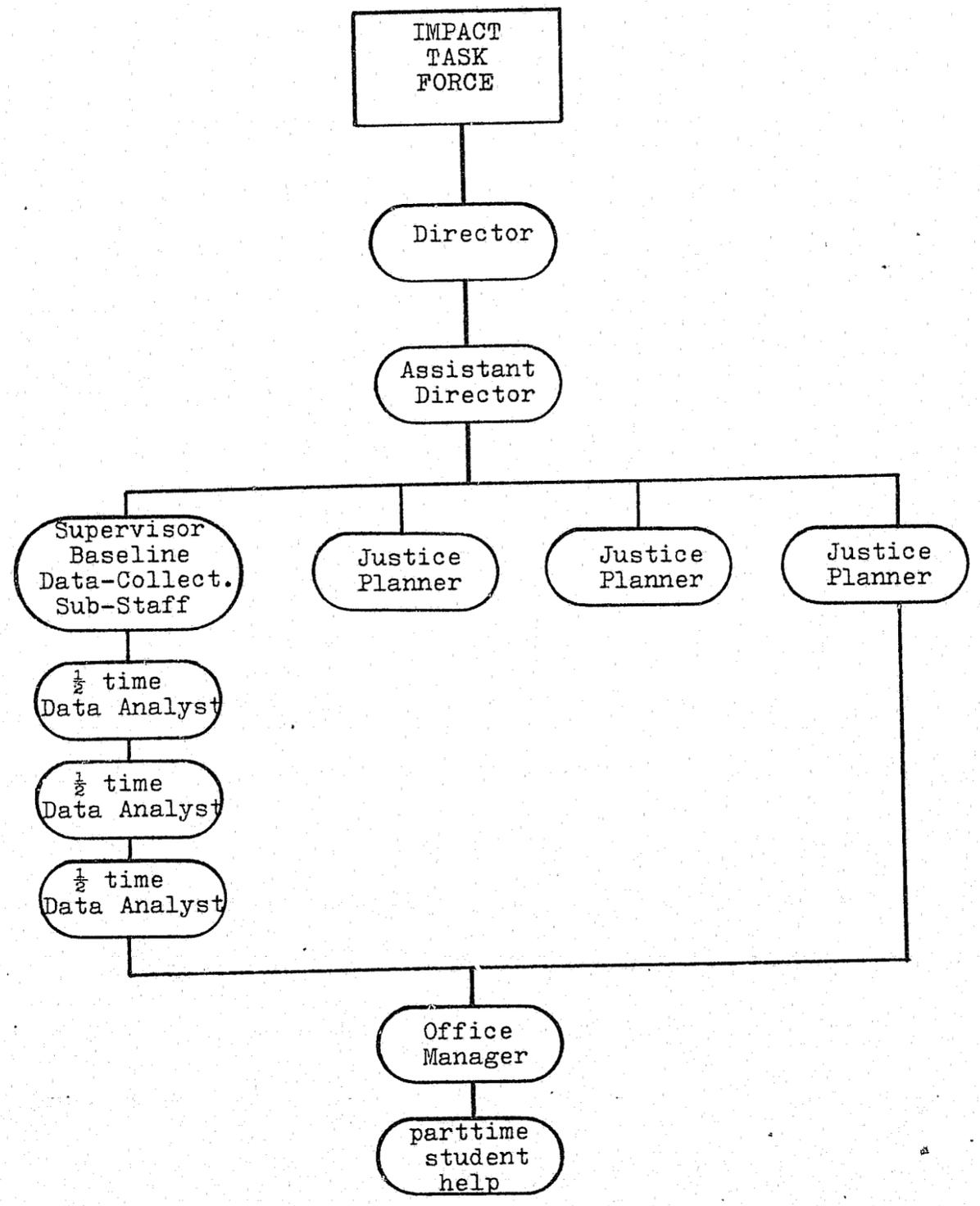
more contemporary sampling would have provided a very valuable cross-check on the previous study.

VII.

**STAFF
FUNCTIONS**

STAFF FUNCTIONS

Portland's Impact Planning Staff is unique among the staffs of the eight Impact cities: it has the smallest personnel complement and its personnel are the most modestly salaried. This is a result, on the whole, of the early division of planning and evaluation responsibilities. In six of the seven other cities, evaluation of the program is conducted by the planning staffs proper, requiring an in-house team of evaluation analysts. Because the Oregon Law Enforcement Council assumed the evaluation role in Portland, the planning staff is geared solely to project planning and overall program monitoring. Breakdown of the present complement by job description follows.



DIRECTOR

The Impact Director is responsible to the Impact Task Force for the overall operation, coordination and administration of the Impact Program. He is responsible for the coordination and management of all staff support functions.

His duties include, but are not limited to, the following:

1. Overall supervision of all full-time and part-time Impact staff members; evaluation of the work performance of each staff member.
2. Overall management of outside consultants as authorized by the Impact Task Force.
3. Coordination of Impact planning efforts with the Oregon Law Enforcement Council, Columbia Region Association of Governments, Region X Law Enforcement Assistance Administration, and the City Director of Justice Planning and Programs.
4. Communication with major bureau and department heads and coordination with other criminal justice system activities.
5. Coordination of the continuing development of the Impact Plan.
6. Provision of appropriate data, information, project status reports and presentations as directed by the Impact Task Force.
7. Maintenance of current knowledge of appropriate federal, state and local grant guidelines.
8. Coordination and implementation of project monitoring procedures.
9. Coordination of appropriate data collection procedures.

ASSISTANT DIRECTOR

The Assistant Director assists in the development, implementation and coordination of the Impact Program. She is directly responsible for supervision of the general administrative functions of the office, and is responsible to the Director in the supervision and coordination of supporting staff functions, part-time staff positions and consultant activities.

Her duties include, but are not limited to, the following:

1. Assistance to the Director in developing and maintaining a current, comprehensive Impact Plan.
2. Providing appropriate data, information, status reports, presentations and assistance to the Impact Task Force.
3. Formulating criteria and procedures for project monitoring.
4. Supervising and coordinating the review and processing of Impact grant applications.
5. Providing pre- and post-award technical assistance to project directors.
6. Supervision of Impact staff fiscal administration.
7. Maintenance of current knowledge of appropriate federal, state and local grant guidelines.
8. Maintenance of current knowledge of criminal justice system functioning at both local and national levels.
9. Assistance to the Director in cost-effectiveness

evaluation of projects.

10. Monitoring of the District Attorney Non-Plea Bargaining, Residential Street Lighting and CRISS Impact projects.
11. Insuring timely receipt, processing and dissemination of monthly monitoring reports and quarterly progress reports from each of the Impact projects; distribution of required reports to the Oregon Law Enforcement Council and Region X Law Enforcement Assistance Administration.
12. Supervision of baseline data collection for 1973 and 1974 target crime occurrence.
13. Serving as liaison between the Impact staff proper and the Victimization Survey Analysis Team, funded by NCJISS to analyze the results of the 1972 Census Bureau victimization survey; providing input on the correlations and/or discrepancies of the data with baseline data compiled by the Impact staff; supervision of preparation of final report.

JUSTICE SYSTEM PLANNER

POSITION ONE

This planner has primary responsibility for monitoring State Department of Human Resources, Children's Service Division and all youth-related Impact projects to insure compliance with grant requirements and federal regulations.

Her duties include, but are not limited to, the following:

1. Compiling, organizing and disseminating project progress information.
2. Providing accurate reports and testimony regarding project progress to the Staff Director and the Impact Task Force.
3. Maintaining current knowledge of federal and local guidelines and pertinent city ordinances.
4. Assisting in the update of the Impact Plan.
5. Visiting projects as required by the monitoring schedule and preparing on-site visit reports.
6. Preparing special reports and information as requested by the Director.
7. Reviewing and researching available literature pertinent to project responsibility.
8. Monitoring the planning and implementation of the evaluation effort by the Oregon Law Enforcement Council.
9. Assisting the Law Enforcement Council in developing program and project evaluation criteria.

JUSTICE SYSTEM PLANNER

POSITION TWO

This planner has primary responsibility for monitoring the Crime Prevention Bureau, Public Information and Education, and District Attorney Rape Victim Advocate projects to insure compliance with grant requirements and federal regulations.

Her duties include, but are not limited to, the following:

1. Compiling, organizing and disseminating project progress information; providing accurate reports and testimony regarding project progress to the Director and to the Impact Task Force.
2. Writing, editing and publishing the Portland Crime Reduction Bulletin, distributed to 2,000 persons and offices within the local criminal justice community.
3. Insure compliance of all projects with the Open Hiring Policy and EEO guidelines.
4. Assisting in the update of the Impact Plan.
5. Coordinating Impact efforts with the Oregon Crime Prevention Association.
6. Researching and reviewing literature pertinent to project responsibility.
7. Preparing reports and providing information as requested by the Director.
8. Providing general information on the Impact program to callers and visitors.
9. Supervision of public and media appraisal of Impact activities.

JUSTICE SYSTEM PLANNER

POSITION THREE

This planner supervises compilation of baseline target-crime data for calendar years 1973 and 1974.

Her duties include, but are not limited to, the following:

1. Formulation of the study methodology and workplan; determining the scope, breadth and intent of the study, with the goal of providing a comprehensive statement on all aspects of target-crime occurrence.
2. Eliciting the cooperation of criminal justice administrators in the capture of data specific to their areas of the system; specifically staff of the Data Processing Authority, Portland Police Bureau Records and Planning Divisions, Multnomah County District Attorney's Office and Juvenile Court, State Identification Bureau, and State Corrections Division.
3. Supervising, training and establishing the work schedules of three half-time statistical analysts who tabulate raw data from the files of the indicated agencies; composing worksheets for the capture of this data.
4. Tabulating and preparing a format for information synthesized from the raw data.
5. Providing in-depth analysis in narrative form to accompany and illuminate the tabulations.
6. Comparing these findings with the 1971 and 1972 target crime profiles, the records of the Data Processing Authority, the police bureau, and FBI statistics.
7. Finalizing and publishing the comprehensive reports upon the approval of the Impact Task Force.
8. Providing data input to the support of specific projects, to the Task Force, to the media, etc. as requested.

JUSTICE SYSTEM PLANNER .

POSITION FOUR

This planner has primary responsibility for monitoring State Corrections Division projects (Client Diagnostic & Tracking, Field Services, Institutional Services, Training & Information, Transitional Services, and Client Resources) and projects of the Portland Police Bureau, insuring compliance with grant requirements and federal regulations.

His duties include, but are not limited to, the following:

1. Providing accurate reports and information regarding project progress to the Director and the Impact Task Force.
2. Maintaining current knowledge of federal guidelines.
3. Assisting in the update of the Impact Plan.
4. Visiting projects as required by the monitoring schedule and preparing on-site visit reports.
5. Preparing reports and providing specific research as requested by the Director.
6. Reviewing and researching available literature pertaining to his area of project responsibility.

(This position vacant as of November 7, 1974)

OFFICE MANAGER

The office manager's duties include, but are not limited to, the following:

1. Taking dictation, typing and filing. Proofreading typed material for grammatical errors, mechanical errors and sentence structure.
2. Establishing and maintaining a central filing system.
3. Assisting in preparing and thereafter maintaining the Impact Office budget, including keeping track of all office expenditures and seeing to it that bills are paid.
4. Providing for written notice of all Task Force meetings; taking minutes at these meetings and distributing copies to members, staff and all other interested persons.
5. Acting as payroll clerk, and processing personnel forms.
6. Representing the office at all budget, personnel and telephone coordinator's meetings.
7. Supervising the ordering of office supplies and the purchase of books and other materials.
8. Establishing and maintaining the Impact Office library.
9. Drawing ordinances for personnel and equipment expenditures, and handling all staff travel arrangements.
10. Setting and confirming appointments for the Director and staff; running errands upon request.
11. Dating and dispursing in-coming correspondence and periodicals.

VIII.

**JUSTICE
SYSTEM
INTERFACE**

JUSTICE SYSTEM INTERFACE

Throughout the course of the program, the Impact staff has extended technical support to related projects of local government, criminal justice agencies, and programs funded under other discretionary or block grant allocations. The following indicates the scope of these interdisciplinary support activities:

Survey of Criminal Justice Committee Memberships

In December of 1973, Planner Jeanne McCormick assisted Kurt Englestad, Director of the City-County Office of Justice Coordination & Planning, in the compilation of a survey of criminal justice committee activities. They prepared a document listing all local committees by general purpose, matters addressed, site and frequency of meeting, and a breakdown of attendance by attendees names and the interests or agencies which they represent. One interesting finding was that at the time of the study, there were numerically more criminal justice committees in operation than there were regular attendees.

Joint CRISS Audit Team

In early Spring of 1974, an interdisciplinary team was

formed to study the present management and operational status of the Columbia Region Information Sharing System. Planner Matt Kramer represented the Impact staff throughout the three months of analysis by the team. Others represented the City of Portland Bureau of Management & Budget, Multnomah County Justice Planning Office, Columbia Region Association of Governments, and a private consulting firm. A final management study report was submitted to the CRISS Executive Board June 20th, 1974. The report essentially urged re-organization of the management system to which five counties and several cities and towns presently contribute in uncertain measure.

Survey of Juvenile Justice Services

Planner Matt Kramer was assigned as Impact representative to a study conducted during the summer months of 1974 by the City of Portland Department of Human Resources. The Department appointed juvenile consultant Elizabeth Bergman to review the effect upon city juvenile service programs of the financial difficulties of Multnomah County, which this summer resulted in closure of a great portion of the detention facilities at the Donald E. Long Juvenile Home. The study focused on intra-agency response to this change in juvenile offender processing. A final report has just been submitted to the Department of Human Resources.

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4 OF 5

Juvenile Justice Action Plan

Making use of the findings from the above study, Planner Kathy McCann will soon assist City Justice Planning Director Kurt Englestad in preparation of a Juvenile Justice Action Plan. This plan will propose a course of action to remedy the intra-agency problems targeted, and propose best use of funds soon to be made available by LEAA to address juvenile delinquency. She recently attended a briefing session at the Region X Office regarding when these funds will be accessible and expected emphasis in the award process.

Research for the Criminal Justice Coordinating Council

Kurt Englestad convenes the Criminal Justice Coordinating Committee the first Wednesday of each month, attended by the Sheriff, Chief of Police, presiding judges from the Circuit and District Courts, both Court Administrators, District Attorney, Assistant to the Mayor, and Directors of County Justice Planning and City Human Services. The agenda considers current problems of the criminal justice system affecting all these disciplines. Planner Jeanne McCormick recently provided technical support to this committee by researching the status of Court Watch programs throughout the nation, involving citizen reaction to the criminal justice process. Derth of literature or experience in other jurisdictions made policy

decision-making by the committee difficult.

Crime Data Reference

Throughout the in-house data collection effort, under the supervision of first Patricia Bridge and then Susan Hunter, the Impact staff has attempted to meet data needs parallel to those of the Impact program. Requests are constantly being received from local, state and regional criminal justice planners and practitioners, students and the general public.

Oregon Crime Prevention Association

Jeanne McCormick is a charter member, Chairperson of the Communications Committee, and editor of the newsletter of the newly-organized Oregon Crime Prevention Association. The membership is comprised of sixty crime prevention practitioners and planners throughout the state, most representing LEAA-funded projects. The goal of the organization is to share information regarding successful community crime prevention activities, and to further mutual interests through such public information vehicles as a speaker's bureau. Members have been most active in promoting passage of a state statute which will codify a building security code written and advocated by the organization after intensive professional study.

Joint Meeting with Seattle Justice Planners

On November 6th, the Impact Planning staff and Kurt Englestad hosted a joint meeting with the staff of the Seattle Law & Justice Planning Office. During the all-day session, staff members exchanged information on present program status, areas of planning emphasis, the political climate in which each office operates, relationships with the various system disciplines, evaluation strategies, problems with implementation of certain projects, and the possible future of the respective planning functions in the two cities. The exchange was interesting and valuable, and enhanced appreciation of the subtleties of problems faced by professional justice system planners supported by federal funds.

Crime Prevention Through Environmental Design

The City of Portland is a leading candidate to receive technical assistance through the Crime Prevention Through Environmental Design Project awarded by the National Institute of Criminal Justice to Westinghouse Corporation. Westinghouse representatives have received extensive assistance from the Impact staff and the Crime Prevention Bureau Impact Project in formulating an initial "mini-plan" for experimental design planning in Portland. Planner Sue Hunter has assisted project

sub-contractors in gathering crime statistics for that area of the city which has been targeted for study--Union Avenue north of Alberta Street encompassing approximately fifty commercial and residential blocks. Assistant Director Pat Bridge has provided information on the original justification for and current status of the Impact Commercial Street Lighting proposal presently being considered by Region X. This additional street lighting would be an integral part of the Union Avenue improvement experiment.

League of Cities

Director Michael Letter has actively participated in the criminal justice planning conferences of the League of Cities, U.S. Conference of Mayors. These conferences allow interaction among criminal justice professionals from throughout the nation, and address single issues of great current interest. For example, a recent session in Kansas City spot-lighted that city police department's experiments with alternatives to conventional patrol deployment. Sessions are well-organized and allow in-depth study of issues. The League of Cities has been especially interested in the progress of the eight Impact City programs and the use of this planning experience in the future.

Crime Prevention Week

Planner Jeanne McCormick has been instrumental in the coordination of Crime Prevention Week, November 11 through 15. This program is a joint effort of the Portland Crime Prevention Bureau (an Impact project), the District Attorney Rape Victim Advocate Project (also Impact), the Multnomah County Crime Prevention Bureau, and the Washington County Inter-Agency Burglary Team. Activities include workshops on home burglary prevention, security devices, rape prevention, employee theft and embezzlement, a commercial security fair, and a special property engraving project to aid senior citizens and shut-ins. The Impact Public Information and Education Project spearheaded the presentations and arranged for extensive media coverage and brochure preparation. A parallel thrust is the distribution of crime prevention information to citizens via take-home materials given out to school children in class.

END

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