

PORTLAND CRIMINAL JUSTICE SYSTEM  
AND THE EFFECTIVE IMPLEMENTATION OF  
THE LEAA IMPACT PROGRAM

City-County Office of Justice  
Coordination and Planning

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General Approach

ACQUISITIONS

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GENERAL APPROACH

The creation of the City County Criminal Justice Planning Office under the Subcommittee on Criminal Justice and Jails of the City County Coordinating Committee represented, inter alia, the determination that all elements of the criminal justice system must evolve and expend the community's resources in coordination with each other. System-wide planning will permit the enunciation of short and long-term goals and the development of programs to achieve such goals.

Program planning and implementation are constrained by the availability of local and federal funds and consequently programs must be paced to conform with the availability of funds and the natural time relationships among the various programs to be undertaken. There are further constraints upon the development and implementation of programs: the rate at which new programs are undertaken must take into consideration the effects of prior programs upon the system, the impact and interrelationship of program changes in the various elements of the criminal justice system, and the necessity of identifying those strategies which have in fact

had either positive or negative impact upon the entire system.

Substantial amounts of federal funds in a variety of areas are now available from LEAA. Other federal sources that could impact upon the criminal justice problems of Portland include HEW (Mental health and education), HUD (Model Cities, multi-service agencies), Labor (Training, vocational rehabilitation), DOT (Highway safety), and OEO (programs for the poor). In addition present programs supported by these agencies must be integrated into a comprehensive approach to provision of human services. Careful preliminary planning should minimize the duplication of effort and maximize the effect of all federal funding available to the community.

Portland's experience with federal funding, in the field of law enforcement/criminal justice planning and action programs, has identified a number of basic considerations involving the use of such funds:

Programs designed for Impact will need to have local compatibility with regional criminal justice and other planning and action programs, especially in regard to the City-County consolidation of law enforcement, courts and corrections.

Special consideration will be necessary for programs that cannot or will not be sustained after federal funding ceases.

A strong evaluative component will be needed to support program design, and to provide early detection of

program success and failures not only in terms of the Impact program but also in terms of general program effectiveness, consistency with other criminal justice efforts and harmony with community needs.

The evaluative component will concentrate on baseline data collection, program progress and evaluation. It may become necessary to delete programs not yielding anticipated results.

If a program cannot or will not be sustained after federal funding ceases, the community cannot afford to establish such a program, unless a short-term constructive goal can be achieved. In many program areas, the "Demonstration" of the effectiveness of a program concept or strategy is an appropriate if not indispensable first phase in determining proper long-term activities.

Impact funding appears to offer an unprecedented opportunity to augment and improve the criminal justice system. Before any program is developed for the utilization of Impact funds it must be determined what additions and modifications to the criminal justice system are appropriate, not only in regard to the specifications of Impact funding but also in the prospective of the ultimate healthy growth of Portland's criminal justice system. Impact funding must be flexible enough to achieve the goals of reducing burglary and street crime without interfering with planned long-term growth in

the criminal justice system in Portland. The "piece-meal" funding of programs which qualify for Impact is inconsistent with the goals of systematization: a better approach would be the development of an overall plan for Impact which can be evaluated and approved as an entity.

A definite direction in criminal justice planning has been charted in recently established program priorities:

I. Municipal Court-District Court Consolidation:

On January 1, 1972, the Municipal Court of the City of Portland and the District Court of Multnomah County were consolidated. By the same enabling legislation all jailing facilities in the County were consolidated; the court support functions were consolidated under County Department of Judicial Administration, and prosecution became solely the responsibility of the District Attorney. Many procedural problems remain unresolved; the passage of time will identify operational problems requiring further action.

In order to maximize the effect of the consolidation and to facilitate cooperation between the District Court and the Circuit Court, a court management study is indicated. The study would examine a variety of problems: (1) case backlog, (2) optimal use of judicial manpower, (3) efficiency in jury management, (4) reduction of unnecessary appearances, prevention of conflicts through calendaring, reduction of police



overtime, (5) expediting criminal matters, (6) better records, and (7) maximization of the effectiveness of Phase II, CRISS.

Court consolidation necessitates extensive construction in the County Courthouse. The construction of five courtroom configurations; the provision of space for sixty additional judicial administration personnel and prosecutors previously housed at 2nd and Oak and the expansion of the jury assembly room require general space planning for the Courthouse. An architectural plan of the building has been prepared. Federal Block LEAA grants of \$355,000 have been secured for the construction of facilities--an equal amount in local match has been appropriated to secure the funds.

Subject to an amendment of the Oregon Constitution, the District Court will become a court of record on July 1, 1973. This will require the hiring of additional court reporters or the acquisition of electronic recording equipment, either at considerable expense to the County.

Provision of additional court space and the court recording capacity may be provided by Impact funds.

## II. Other Court Matters:

The availability of Phase II, CRISS and the above described Court management project may well identify further practices

which will increase the efficiency of the courts.

A project directed toward more appropriate handling of jurors and witnesses might be productive of greater public confidence in and support for judicial practices. The more efficient use of jurors, citizen and police witnesses will require the cooperation of the judges, and above all their support.

### III. Police

#### A. Penumbra Kelly Building

The City and County obtained a \$375,000 grant (LEAA Federal Discretionary) to permit, among other things, the outfitting of a new Police Sheriff facility which will accommodate City-County Data Processing and selected police units. DPA commenced operations at this location April 1, 1972. The balance of the space in the building, ultimately intended for the above-mentioned police units will provide interim housing for Sheriff's functions presently located in the County Courthouse. The relocation of these operations permits the beginning of construction work in the courthouse. These same Sheriff's functions will be moved to 2nd and Oak when the courts vacate the premises (circa January, 1973).

#### B. Police-Sheriff Consolidation

The proposed consolidation of the police and sheriff not only presents substantial problems of organization, personnel, operations, etc. but also an opportunity to investigate in



depth the manner in which police services are administered and provided. LEAA Block funds, \$100,000, has been secured for the first phase of the consolidation design of a new law enforcement agency for the city and the county. The process will utilize four committees made up of police and sheriff personnel who will address the issues presented. The project director and consultants will coordinate and support the work of the committees.

This study will investigate recruitment, training, specialization, use of civilians, the nature and purpose of patrol and of every other operational and administrative function and the proper allocation of tasks to maximize the effectiveness of each officer.

In recent years there has been considerable debate in both law enforcement circles and in the larger community on the nature of the police role. The use of other agencies and individuals to fulfill the law enforcement needs of the community will be examined. The utilization of citizen patrols, beat officers, team policing are only a few of the many potential strategies which must be examined to enhance the effectiveness of patrol operations and the communication between professional law enforcement and the citizen.

The relationship of police service to the community will be dealt with not only in the above-described committees but

also in a Community Goals Program. This program will attempt to create a greater level of mutual understanding and cooperation between citizens and law enforcement and to establish a channel for on-going citizen-police dialogue.

Whatever functions are defined to be within the police role must provide the basis for the redirection and focusing of police training. More efficient report writing techniques must be developed, evidence gathering made more effective, the use of detectives made more productive, and the use of scientific evidence gathering units examined as a means of improving investigation and as a means of specializing and intensifying the work of detectives. The Family Crisis project operated under LEAA State Block funds has been recently evaluated--the future use of such programs must be determined.

The Police Community Relations unit jointly funded by HUD and LEAA has been in operation for a year. The place of such a function in law enforcement is problematic and controversial. It must be examined in light of the community's needs. Mutual respect between police and citizens is a concern throughout the community.

The results of the law enforcement consolidation study will yield an organizational analysis as part of the definition of a new law enforcement structure for Portland and Multnomah County. The law enforcement consolidation is a longer-termed

program than what is envisaged by Impact; however, the results of the study may identify important functional components associated with consolidation which could be construed as crime specific--as Impact is crime specific with respect to burglary and street crimes. Moreover, the study results may identify ancillary functions now performed by law enforcement which could be diverted to other public safety agencies as a means for effectuating more intensive police services which the study identifies as purposeful.

After the nature of the law enforcement agency is identified, the technological capacity of such agency may require supplementation: further refinements of CRISS, additions to the Crime laboratory, and a wide range of equipment to enhance the effectiveness of the police.

#### C. Other Police Programs

The establishment and dissemination of departmental policies and procedures has become an increasingly technical problem for the Police Department. In FY 1971 application was made to LEAA for a Police Legal Advisor; the application was denied. The hiring of "house counsel" perhaps on a joint basis with the Sheriff would provide services which both departments could use for a multitude of internal management and training purposes. The possibility of joint use of such an attorney could further facilitate mutual evolution of procedures consistent with the intent of consolidation.

The use of video tape by both the police and the Sheriff's office has proven very effective. An expanded capability was supported by both departments and application was made to LEAA last year for considerable additional equipment to be used for surveillance, evidence gathering and training purposes. Such a program would greatly enhance the officer's ability to deal with law enforcement problems in high crime areas.

The facility at Kelly Butte presently being used for a Police Academy for the City and County does not have the space and equipment needed for a proper training capacity. A more suitable location has been identified.

#### IV. Communications--Command and Control

In April, 1971, the City and County determined their law enforcement priorities together for the first time. The first priority for Federal funding in the Criminal Justice System was the design of a modern communications capability for the Police. The Large City/Large County Special grant provides \$90,000 for the design of such a system--the grant has been supplemented with City funds to enable the inclusion of the fire department in the system planning for mobile radio. Such planning does not merely envision the purchase of new equipment when adequate funds become available, but more importantly the design of a system for communication: the use

of frequencies, staffing, special training in the use of equipment, etc. Impact funding should permit the acquisition of equipment to implement this study's findings. It is probable that digital communications will be proposed.

The reduction of response time with computer-aided dispatch and "real time" capability in the retrieval of criminal histories and other critical operational data for patrol will enhance the policeman's ability to act quickly and effectively in dealing with crimes. A "real time" capability may necessitate the acquisition of a dedicated law enforcement mini-computer which also has implications for a possible alarm system.

The Communications Study will also address the relationship of communications and the CRISS project, as well as central emergency dispatch and 911 capabilities.

#### V. CRISS

The City-County Data Processing Authority is presently developing an automated data base for law enforcement, the courts and corrections. Availability of Impact funds will permit acceleration of the program and expansion of various system capabilities.

The availability of sophisticated manpower and/or patrol deployment techniques through the use of a computer presents

another potential tool for law enforcement. Initial investigations of the practicability of a patrol deployment system indicates that development of such a program requires long-term data collection and development of a formula for the deployment process. Whether such a system is presently attainable requires extensive study.

## VI. Corrections

### A. Facilities Improvement

Federal LEAA funds in the total amount of \$495,000 have been obtained for Corrections Improvement. Projects to be undertaken include closure of the "City" Jail, the improvement of facilities at the County Courthouse jail, substantial renovations at Rocky Butte Jail, development of a core-area work release program, and the development of a more appropriate use for the Multnomah County Correctional Institution.

In order to enable this planning to be effectuated in the most significant and productive fashion, a Feasibility Study of all jails in the CRAG area has been undertaken. Under the supervision of the Corrections Feasibility staff of the State Department of Corrections an intensive study of jail populations is being executed in order to permit projection of future jailing needs and the identification of programs needed in the corrections system. With completion

of the study, the construction will be planned and implemented.

#### B. Recognizance Releases

The above Feasibility Study will also provide data pertinent to expansion of the Recognizance Program. Recognizance officers have recently been placed in the jails with authority to "recog" certain persons at the time of arrest and to gather information about jailed individuals which will enable the courts to more intelligently resolve the issues of release and bail. The program should be expanded. The third Phase of CRISS will ultimately be important to this process.

#### C. Post-Adjudication Rehabilitation:

There is a definite shortage of facilities for the rehabilitation of persons convicted of crimes. The need for innovation in this area is obvious--experimentation with a variety of potentially productive concepts must be undertaken in order to identify truly effective programs. Evaluation of existing programs is indispensable to planning; in order to determine gaps in services, there must be an objective assessment of what is being provided now. What has been the impact of the Methadone Maintenance program? What is the effectiveness and scope of the multiplicity of abstinence, halfway house, and counselling programs undertaken throughout the country?

Reductions in counselors caseloads is indispensable to



improved probation services. The State Department of Corrections could augment its programs in the Portland area. The Diagnostic Center presently being operated by the County under an LEAA Block Grant must be assessed in the context of its intended purpose. The program compensates for the inadequate services being supplied by the State and was undertaken to demonstrate the significance of providing psychological evaluations as a part of pre-sentence reports. If that has been demonstrated, the responsibility of the State Department should be clarified and the local program assumed by the State. The County Department of Parole and Probation provides pre-sentence reports and probations counselling for District Court. Use of Impact to reduce caseloads and intensify services to misdemeanants should be undertaken as a preventive program vis-a-vis the target crimes.

#### VII. Prevention (Adult)

The prevention of criminal activity is a subject about which the criminal justice system and society generally knows very little. Offenders at the adult level are to an ever-increasing degree ex-juvenile offenders. Lack of employment for school drop-outs and other young adults breeds conditions which produce criminal activity.

The development of educational and vocational programs for the young adult must be built upon objective evaluation of

existing programs which purportedly provide such services and upon the cooperation of businesses and unions. The Impact program makes available funds which taken alone or in conjunction with other federal programs can augment and improve the quality of present efforts to channel such persons into productive lives. Community cooperation and support is particularly critical in light of the greatest challenge to such programs: recruitment--how do these programs attract the target population.

#### VIII. Defense Counsel for the Indigent

In FY 72-73 the Metropolitan Public Defender will be representing 75% of indigents requesting counsel in criminal proceedings in District and Circuit Courts. Expansion of the Public Defender into the Juvenile Court should be examined and a program outlined.

#### IX. Juveniles

The handling of children in trouble including those who have violated the criminal laws is a much neglected area in the criminal justice system of this community. The City and County have a strong commitment to innovation in services to children who come to the attention of the Juvenile Court.

Crime statistics show an increasing involvement of youngsters in criminal activity. Their involvement in street crimes and burglaries accounts for more than one-half of such offenses.

The effective identification of potential classes of offenders and their referral to preventive programs of education, training, employment, counselling and residential care holds the greatest potential for the reduction of the incidence of the target crimes. Children who are processed through the Juvenile Court often receive either inadequate or inappropriate attention rendering the process ineffectual, if not damaging, in arresting anti-social and self destructive behavior.

The provision of programs for children will include the Juvenile Court and the many agencies which presently provide services to children but must also consider programs which divert children from the criminal justice system altogether.

The Juvenile Court in the past 18 months has established 3 District offices. These detached counselling units are located where the children to be served reside. (Two of the offices were funded with a Federal Discretionary LEAA grant, \$200,000).

The Juvenile Court office in Albina is located in the multi-service center. The use of such centers is strongly supported by the Department of Human Resources and by federal agencies. Thus, the development of community based service programs in a center could be stimulated by comprehensive cooperative planning between Impact and other state and federal agencies.

The use of decentralized juvenile court services must involve evaluation of juvenile offender statistics and consequent identification of target areas where offenders and potential offenders will benefit from increased accessibility to services. Programs to divert children from the criminal justice process are a high priority for improvement of services to troubled youth. The effectiveness of already established diversion programs such as the Counterpoint Youth Service Bureau, which, in part, operates under an LEAA block grant, must be evaluated carefully. Before any further such programs are established, there must be community understanding of what the programs are attempting to accomplish and there must be effective means for the other community agencies to influence the manner in which such programs deal with children. Juvenile court and Children Services Division workers have caseloads which are so large that they belie any ability to provide intensive services. Either diversionary programs must be established, the types of problems which the Court deals with dramatically curtailed, or staff increased to achieve quality services. If some action is not taken the potential preventive effects of early detection of anti-social behavior will not in any way be realized.

The role of the schools is critical in establishing effective prevention. Early identification of disturbed and disruptive

children and provision of appropriate programs of individual and family counselling and referral to other agencies is indispensable to effective diversion. The problem of school attendance dramatizes the need to define the role of the public schools in dealing with the problems of youth. The availability of Impact funds should permit the establishment of further programs for vocational education.

#### X. Concentrated Crime Reduction

A proposal for the use of alarms in commercial and residential sites to detect the intrusion of burglars has been prepared. The program presents a number of serious operational problems, not the least of which is the tremendous potential for false alarms. Such a program relates significantly with the future of CRISS, digital communications, etc. The effectiveness of such a strategy in apprehending burglars must be examined in depth.

Other strategies of this type relate to the installation of door and window locks, special strong doors, the education of the general public as to the means for securing their homes and property, the use of special street lighting in high crime areas, as well as tenant patrols, deputized residents responsible for observing happenings in their neighborhoods and other programs aimed at reducing the demand on sworn officers time and increasing public involvement in the law enforcement

process. These and other concepts being presented must be examined in the context of their consistency with the goals, problems and needs of Portland.

## WHAT IS IMPACT FUNDING?

The goal of reducing the incidence of burglary and street crimes in Portland by 20% over the next five years will permit the use of a wide spectrum of programs from juvenile prevention programs, to police, courts and corrections.

The desire for dramatic, immediate reductions in the subject crimes presents the potential problem of initiating programs which may satisfy the goals of Impact but which conflict with the systematic and well-planned development of the law enforcement and criminal justice mechanisms of the community. Thus the critical consideration becomes how to make use of Impact and reduce burglary and street crimes and at the same time not interfere with but rather enhance the goals of the community.

The goals of Impact include the demonstration of the relative effectiveness of various strategies for the suppression of crime. Portland's interest in such programs is not limited to the five years of evaluation. The Police Department, the schools, the juvenile court, and other agencies cannot afford an influx of personnel they will not be able to retain after the funding ceases. The community cannot afford to establish programs which must be terminated in two years and frustrate the citizens who might benefit from such programs.



### IMPACT PLANNING

The job to be done in developing the broad range of programs susceptible to Impact funding is gargantuan. Not only must experts throughout the community and country be called together to develop innovative strategies for the criminal justice system, but existing programs must be evaluated from the standpoint of effectiveness and to determine what services are lacking.

The collection of baseline data is not a completely self-defining process. Program directions must be determined before the full extent of data needed can be identified.

A further component of Impact is evaluation. Evaluation has several facets. With the requirement that the rate of the target crimes must be measurably reduced, means for monitoring such reductions must be established. But evaluation must also address the priorities of the City--cost effectiveness, sustainability of the program over time. Successful programs must be retained after the funding ends; evaluation has to provide a guide for prioritizing successful programs in light of local revenues available for the assumption of program costs. Finally evaluation must involve at the outset scrutiny by objective, disinterested persons of present programs and program concepts to determine what shall be continued, what augmented and what eliminated.

Impact funding, due to the broad spectrum of possible programs it can support, offers an unprecedented basis for the involvement of the general public in planning for the criminal justice system. Programs calling for the installation of door and window locks, street lights, sonic alarms, citizen patrols, et al should be implemented only through mutual planning in the target neighborhoods. The establishment of system goals for the criminal justice process by the community at large will be of particular significance in the organization of a new consolidated law enforcement agency.

Impact must be understood by the community. The policymakers of the community must be fully and dynamically involved. A publicity program consistent with the spirit of this community is indicated so that citizens will understand the goals and be involved to the extent possible with its planning, implementation and ultimate success.

The variety of human resource programs alluded to would suggest the need for new on-going administrative structures in City government. The development of a County Department of Corrections and of a Human Resources Department in the City would appear appropriate and would provide an evaluation capacity particularly significant for the establishing of priorities and the provision of continuity to programs sustained after Impact funding is exhausted.

SECTION ONE

The nature of the burglary and the stranger-to-stranger  
crime problem in the Portland Metropolitan Area.

(See Appendix B)

## SECTION TWO

### THE PROGRAM DEVELOPMENT AND APPROVAL PROCESS

The design of programs to implement the LEAA High Impact Program involves three major activities.

I. First the selection of specific programs, their descriptions and planning for implementation. This activity will be executed in the following manner:

Program suggestions have been requested from the agencies of the criminal justice system. In the initial phases of program planning, the City-County Justice Planning staff will work with the constituent agencies in the criminal justice system to assist in and coordinate agency-level planning. Agencies and persons interested in submitting programs for funding are requested to prepare concept papers on their proposals.

The Concept papers should address the following issues:

- 1) The purpose and goals of the program and the strategy (ies) to be employed.
- 2) The relationship of the program to the goals of the Impact Program; relevant data and statistics should be presented.
- 3) Cost estimate
- 4) Relationship of program to the general activities of the applicant agency.

Such program concepts will be presented to the Task Force for

initial analysis and discussion. The action to be taken by the Task Force will be an initial approval or disapproval of the program concept with or without qualifications, conditions and directions.

Once the concept has been initially approved, the planning staff and the participant agencies will further develop and articulate the program strategy, prepare grant applications and design initial program implementation, staffing, administration. Each application will include, inter alia, an evaluation component which addresses the goals of the applicant agency. Each agency will be requested when they are establishing their evaluation component to consult in depth with Brad Shiley who is responsible for developing overall evaluation schemes.

Once the program is in final form and the general plan assembled, the programs will be submitted to the Technical Advisory Committee for comment. Thereafter, the programs will be submitted to the City Council and/or the County Commissioners for official approval. Once approved by the governments, they will be formally presented to the Task Force.

The Planning Staff will keep Brad Shiley informed as to program proposals and will work closely with him on program evaluation approaches in order to insure that the evaluation component incorporates not only the Impact requirements but also the

requirements of local government for evaluations of success, cost-effectiveness, and capacity for assumption of costs.

Query: 1) Do the applicant agencies present their programs to the Task Force or does the planning staff take that responsibility?

Recommendation: The planning staff will undoubtedly report to the Task Force as to the programs with suggestions, etc. However, it would be preferable that the applicant agency be permitted to present and explain their own program and to actively participate in all discussions.

II. The second basic task of the planning process is the development of an overall plan for the programs to be submitted for funding. This plan will address the identified needs of the community and the criminal justice system and will evaluate the relationships of suggested programs to the present operations and to each other. The most vital elements of the plan are:

- 1) The overall short-term and long-term fiscal implications of the programs in terms of match and assumption of cost.
- 2) The impact of the programs upon the criminal justice system. The creation of added capability in the various elements of the criminal justice system will result in the need to augment present resources being expended. For example, the hiring of additional police will increase present space problems, require

vehicles and possibly added prosecutors, judicial administration personnel, corrections expenditures, etc.

The effectiveness and efficacy of programs cannot be fully understood until their system-wide implications are known. For this reason it is indispensable that programs not be funded on a piece-meal basis. Formulae for determining relationships between resource allocations within the system will be developed through study of present relationships and examination of relevant efforts in other communities:

Query: Does the Impact Program provide funds to augment the general operating costs of the criminal justice system to adjust for the impact of Impact?

E. G. Fifty police officers are hired to effectuate a number of innovative police programs. Will LEAA Impact pay the cost of the staff which is consequently required by the District Attorney? It is possible that LEAA would expect such added costs to be provided for locally and to serve as local match!

It is particularly in connection with the execution of overall planning that on-going professional consulting is needed to assist the planning staff in establishing techniques to measure impact of programs.

III. The evaluation of operating programs is mandated by LEAA.



However, the goals of LEAA in evaluation may not extend to considerations which are of importance to Portland. It is important that LEAA evaluation standards and goals be understood in order to enable local agencies and the governments generally to determine what, if any, further evaluation is required to provide needed measures of effectiveness.

E. G. It may be that the governments wish to evaluate the impact of the Impact programs upon the rate of deterioration of the urban tax base. The "flight to the suburbs" is generally believed to be a function of the level of urban disruption related to the crime rate and the effectiveness of local law enforcement. If migration patterns and any change in them over the next years are to be studied, efforts to establish a mechanism for measurement must be developed. There are numerous other possibilities which should be fully articulated in order to permit planning to establish means for measuring relevant phenomena.

Clearly there must be incorporated into evaluation the means of identifying and extricating successful programs from the general network of programs: What programs must be sustained must be identified as early as possible in order to permit timely determination of the availability of local revenues and if necessary, substitute federal support.

### SECTION THREE

#### COMPREHENSIVE IMPACT PROGRAMS

To improve the processes of criminal justice to enable them to function as a system.

##### Part I. Prevention and Deterrence of Crime

##### A. Prevention - Human Services

###### Introduction

The primary strategy in the prevention of crime is consolidation of fragmented services and treatment programs into a comprehensive and unified system. The objectives are to improve service delivery, understanding of nature of available services and consequently identification of gaps in services, and the coordinated utilization of human service resources. The desired result is the matching of services to needs. The intended benefactors of such a systematic approach are the identifiable target groups having a high risk to commit the target crimes:

- 1) the disturbed, disruptive child,
- 2) the truant and school drop-out,
- 3) the underachiever,
- 4) the drug abuser and the unemployed male under 25.

Early identification and effective referral vehicles will enable agencies to maximize services resources.

Concept papers received which address juvenile prevention strategies constitute such a system of service delivery:

1) INTEGRATION OF SERVICES TO CHILDREN, staff proposal for HEW (R + D) \$120,000/yr. for 3 years: To provide central administration for the diversion of status offenders (ORS 419.476 (1) (b) (c) and (f)) from the criminal justice system.

The Juvenile Court is the most appropriate agency for provision of services to children charged with the target crimes. The capability for dealing with such children is handicapped by high counselor caseloads. In excess of 50 percent of referrals (total 18,000) to Juvenile Court are status offenders. (See Appendix A) The diversion of status offenders directly to services will reduce court caseloads.

The diversion will be effected through the cooperation and participation of police, schools and the juvenile court.

"Contact points" will be established in high crime referral areas viz. Lents, near SE (Brooklyn, Buckman, Sellwood), Model Cities, and St. Johns to permit police, etc. to direct children to services without court contact. Central administration will establish, monitor and evaluate the diversion of status offenders, determine needs for service to such children and gaps in service delivery.

Impact funds will be required to locate and staff "contact points" on a 16 hr/day basis. The staff will provide crisis counseling

and where needed identify the service agency appropriate to the child and assure that the child obtains such service. Children's Service Division will provide funds where necessary for purchase of needed services.

2) COMPREHENSIVE SERVICES TO YOUTH is proposed by the Impact Comprehensive Service to Youth Subcommittee, a consortium of 35 public and private agencies providing services to youth. The establishment of neighborhood contact centers to serve delinquent children through the use of a "case manager" who will be responsible for consistent follow-through from identification through treatment and re-entry into the home. Service is to be provided on a fee-for-service rather than the traditional agency cost basis. The most significant feature is the comprehensive, cooperative utilization of existing and contemplated resources. Monitoring, evaluation and further planning will be the responsibility of a central administration as described in the prior program.

3) DELINQUENCY PREVENTION was developed by Lee Cumpston, Multnomah County Juvenile Court. An intensive treatment program for children and their families would focus upon the child who has demonstrated a serious adjustment problem of considerable duration in school (kindergarten - 4th grade). Such children would be referred to an "early intervention worker" assigned to each school strictly to administer this program. The program should be operated by County Mental Health. Caseloads would be

small and services intensive.

4) PROJECT PREVENT was submitted by Delauney Institute to provide group interaction in behavior modification techniques to juveniles and their families in a high referral neighborhood of North Portland. On the basis of the high risk of delinquent involvement for neighborhood children, the target group will consist of youngsters 2 years younger than the average age of entry into the juvenile justice system.

5) PORTLAND SCHOOL DISTRICT #1 proposes the creation of a variety of programs aimed at identification of potential and hard-core juvenile delinquents; creation and administration of teacher staff training programs designed to enable teachers to recognize symptoms of pre-delinquent behavior; development of experimental programs focused on the resolution of behavior problems.

6) MODEL NEIGHBORHOOD CRIME IMPACT TASK FORCE, has submitted a program establishing a youth services center and neighborhood crime prevention program that would upgrade the lives of Model Neighborhood Association youth (ages 7-24) through self-help programs providing training and skills, recreation, employment, counselling, tutoring and medical services.

7) OREGON FAMILY GROUP HOME STUDY has been proposed by the Multnomah County Children's Services Division. This would

provide 15 live-in facilities for care of severely emotionally disturbed youth between the ages of 8 and 18 who are also dependent and neglected children.

8) Friendly House has submitted a program proposal that would develop a Northwest Portland Job Bank, increase the street work program, further develop alternatives to incarceration, and provide training and job skills to children 14-21.

9) The Contact Center proposes a project which would survey non-criminal juvenile offenses, survey quality and quantity of treatment and services now provided, and identification of community needs regarding runaways.

10) Portland Metropolitan Steering Committee initiates in its program proposal immediate employment services to satisfy economic needs and, through training provide for future economic development for youth 12-18.

11) The Alcohol and Drug Section, Oregon Mental Health, proposes a Marathon Therapy and Team Concept counseling programs for juvenile drug abusers.

12) The Albina Youth Opportunity Schools, Inc., offers a program that includes family counseling, psychological and medical care, night and weekend recreational facilities, education and vocational opportunities for delinquent children.

13) Counterpoint advocates an enhanced Youth Services Bureau

which would be aimed at delinquency prevention and diverting youth (15-18) from the criminal justice system.

14) JUVENILE LAW CENTER submitted by the Multnomah Bar Association proposes a Model Cities area program which would provide legal education, representation and defense for juveniles. It would also attempt to reduce juvenile involvement in the criminal justice system through education of the criminal justice processes.

15) Portland Metropolitan Steering Committee has submitted a proposal to establish programs for youth to find ways to spend their free time as alternatives to anti-social behavior. This would include recreational, educational, vocational, counseling and crisis intervention programs. Youth Program development concentrates in 6 neighborhoods i N. E. and S. E. Portland.

16) The YMCA has initiated a Mini-Bike Program to reach delinquent youth (ages 10-15) by use of 45 bikes for social re-orientation. This program will teach youth safety, riding and mechanical skills, self-confidence and companionship. It will reduce crime and anti-social behavior. Children for this program are identified through contacts with agencies serving delinquent children and with the schools.

17) CHILDREN'S CLUB submitted by Ms. Tina Enberg and Mary Dingle is a half-day care center serving low-income one-parent families in Buckman.



18) A film, proposed by Mr. Chris James, would seek to reduce misconceptions and ignorance of criminal processes; illuminate some causes of criminal behavior; present a conceptual model of delinquent behavior which youth could confront; document harm resulting from early criminal involvement; and encourage constructive alternative behavior.

19) The Juvenile Court at the Multi-Service Center, has submitted a program proposal which would provide job opportunities for juveniles on probation.

20) A series of television prevention programs, submitted by Lillian Rinderknecht, Counseling Supervisor, Multnomah County Juvenile Court, would be aimed at educating parents in dealing with their children's behavior problems.

21) Morrison Child Guidance Center has submitted a series of 6 proposals offering a wide array of family treatment and educational services. The programs components are:

a) Intensive family intervention. This program is early intervention at the onset of crisis by intensive focus on both the child and family.

b) Psychiatric Consultant. This is an indepth training program for juvenile counselors to increase counseling skills.

c) Cleveland outreach project. This is a drug counseling and educational program for adolescents at Cleveland High School.

d) Significant others network. This program focuses on the use of a significant individual in the life of the young person who could be a positive influence in altering anti-social behavior.

e) Lay and College Companion Program. This program emphasizes the use of individuals between the ages of 18-30 in para professional roles in various program areas.

f) Law enforcement neighborhood services. This program involves providing 24 hours social service to the police, the juvenile and his family in lieu of incarceration or detainment in Juvenile Court.

## B. Crime Prevention and Deterrence

### Introduction

CITIZEN PARTICIPATION IN REDUCING CRIME HAZARD: to provide information, education and resources to individuals and groups to enable them to minimize the risk of being victimized and to assist law enforcement personnel in apprehending offenders.

#### 1) EDUCATE PUBLIC IN PREVENTION TECHNIQUES.

a) A number of agencies have submitted proposals for various methods to disseminate crime prevention information to the public. The majority of the proposals contain similar project goals, objectives and activities. They generally suggest the crime prevention effort be assumed by the existing agencies. This concept has the approval of both the Portland Police Bureau and the Multnomah Public Safety Office.

The goal is to reduce the high incidence of burglary and street crime by a comprehensive campaign to educate the public on how to protect themselves and their property. Projects would include: Mass media educational programs, mobile displays, community relation contacts, "mark-it" projects, interaction with local businesses, development of crime prevention brochures, and police advisors for building security programs. It is suggested that a Bureau of Crime Prevention be established within the City as a joint police-government effort.

b) A project suggested by a Multnomah County employee recommends a total Crime Prevention Package, including a Crime Prevention Unit as well as establishment of ordinances for consumer protection, building security and business license revocation procedures.

2) INCREASE NEIGHBORHOOD COOPERATION IN DEALING WITH POTENTIAL CRIMES. A proposal from a Portland Community Service Officer (Police Community Relations Unit) suggests a Metropolitan Police Community Relations Program utilizing Community Service Officers and Social Service Officers working in teams with sworn officers in educating the public in methods of crime prevention and offer counseling and guidance to potential and previous offenders in the areas of education, employment, housing and health. The unit would create a channel through which the police and community can come in contact and learn about each other in a non-hostile situation. The unit would assist the communities in developing citizen crime control activities.

3) INCREASE POLICE AWARENESS OF PUBLIC NEEDS AND EXPECTATIONS.

Community Goals Program - Staff recommendation.

The program will seek to involve citizens throughout the community in public discussions and meetings to identify areas of conflict, dissatisfaction, and grievance between citizens and law enforcement personnel, to establish an on-going channel of communication to facilitate citizen participation in management and delivery

of Law Enforcement services. This program will require a full-time staff.

Public Attitudinal Survey - Staff recommendation

This survey would measure and analyze public attitudes toward the Criminal Justice System.

4) ALTER PHYSICAL CHARACTERISTICS OF HIGH CRIME AREAS TO INCREASE RISK OF APPREHENSION.

a) School Vandalism and Theft Reduction Project

The Special Investigation office of the Portland Public Schools has submitted a proposal to reduce property loss from theft, burglary and vandalism, and to protect school staff and students from personal attack. The school district's losses due to vandalism and theft during 1969-70 was \$127,188 and \$173,319 during 1970-71. Eleven percent (11%) of all burglary in Portland last year (1971) occurred in schools and nineteen percent (19%) of all assaults were school related.

This project would utilize burglary, fire and vandal alarm systems, as well as fencing, lighting, property identification, hardware and personnel to deter criminal activity and to increase the risk of apprehension.

b) Building Security Code

A recent burglary prevention study revealed that most residential and commercial structures provide only a minimal deterrent to even unskilled or semi-skilled burglars. A thief can normally enter premises quickly and easily and then work unobserved.

Few burglars will take hazardous and time-consuming chances if they can avoid them. Every minute the thief spends in the vicinity of the crime increases the chances of his apprehension. A model Security Building Code has been drafted that provides minimum guidelines to safeguard property and public welfare by regulating and controlling the design, construction and quality of material as related to the security of buildings and structures within the city. The code represents, the best measures available, at the lowest cost, to secure residential and commercial property and safeguard public welfare against burglary. The guidelines were written so as not to conflict with local or state regulations or codes dealing with life-safety factors.

c) Street Lighting

Studies and experience in other communities indicate that improvement in street lighting tends to deter stranger to stranger street crimes. Furthermore the better street lights had a substantial effect on the resident's estimation of the safety and security of his neighborhood.

The Portland City Lighting Bureau and the Portland Planning Commission are participating in implementing a lighting program in selected high crime areas of the city. The Irvington Neighborhood Association has initiated a study and a survey of their area to design a program for increased street lighting for added safety and security. City neighborhoods including Lents and

school areas including Buckman, Holladay, Elliot, King, Sabin, Portsmouth, John Ball, Beach, Vernon, Woodlawn, and Chief Joseph are clearly high priority areas for such a project. Further planning action awaits the findings of the crime statistics analysis.

d) Property Identification

A highly successful project now in operation in more than 200 cities and towns, and to a small degree in Portland is the Anti-burglary - theft efforts known as "Mark-it", "Operation Identification", "Project Theft Guard", and many others. The strategy is as follows: a citizen engraves his driver's license number or other appropriate number on all his possessions which would interest a burglar. The resident then puts a sticker on his door which reads "Warning, all items of value on these premises have been marked for ready identification by law enforcement agencies."

The goal of the project is to deter burglars, and--failing that--to help police recover and identify stolen property. Experience indicates the key to success on this project is broad participation by citizens. The project's effectiveness would be enhanced in Portland by utilizing the CRISS programs identification system for correlating pawned and found property with stolen and lost property. This will increase the percentage of property returned to victims and will aid substantially in the solution of burglaries and related crimes.

Part II. Apprehension and Detection of Offenders

1) To reduce police response time and to provide police with rapid access to operational information.

A) PSSI is conducting a study of the law enforcement communications systems (P.P.B. and M.C.S.O.) and will design a new consolidated system for City and County law enforcement. Recommendations for digital, voice system and audio-visual communications components are anticipated and Impact funding will be requested for their acquisition.

1) The digital communications system will interface with CRISS and will relieve congestion on the voice-system. This system will also assist the patrol officer in the rapid retrieval of necessary operational information.

2) In addition to centralized and mobile voice communication terminals the new voice communications system will include "handi'talkers" which will allow the patrol officer to maintain communication with the dispatcher while not in his patrol unit, thereby increasing his effectiveness and personal safety.

3) Police programs in audio-visual communications recommend use of microwave, coaxial cable or telephone line transmission capabilities, to assist in training, tactical operations control, identification of suspects and arrested persons as well as assist in the investigation of crime scenes through the use of a mobile transmitting unit.



2) To establish internal agency goals and long as well as short-term planning capabilities.

A) The Impact planning staff recommends expansion of the present planning units at the P.P.B. and M.C.S.O. through the addition of staff and the allocation of additional equipment and space in order to provide a foundation for sound planning capabilities.

The establishment of internal goals and the development of long and short-term planning capabilities will utilize operational and management tools provided by Phase I of C.R.I.S.S. and the resultant development of a law enforcement management information system.

The planning units would thereby provide the management base for the general allocation of police resources and for virtually all police programs for which Impact funding is sought.

3) To provide specialized investigative and patrol supported by a computer assisted crime analysis unit.

A) Both M.C.S.O. and P.P.B. have requested specialized investigative capacity to include burglary/robbery investigation teams and undercover teams.

1) The burglary/robbery investigative teams will be composed of detectives and evidence technicians. These teams will provide intensive, immediate investigative services. Such services will be aimed toward increasing the rate of arrest

and conviction in "cold" cases and will increase public confidence in the Police.

2) The undercover team will be for intelligence gathering and will be provided with funds to purchase stolen property and information. This team will initiate an intensive "paid informant" program.

B) The District Attorney has requested the establishment of specialized investigative units to focus upon major fences, drug suppliers, burglars and robbers.

C) M.C.S.O. and P.P.B. have requested specialized patrol units. This concept provides for both uniform and plainclothes burglary/robbery response teams. These teams will be provided with unmarked police vehicles of various types, ages and colors and will operate in those areas having a high incidence of target crimes. The teams will function in these areas to increase the percentage of arrests of persons committing target crimes. Such arrests will bring about a higher conviction rate and have a deterrent effect.

D) The computer assisted crime analysis unit will provide the necessary information to the specialized units on a daily basis for deployment to those areas having the highest incidence of target crimes. At least one statistician will be necessary to staff the unit and will function under the general Planning Unit.

4) To increase the effectiveness of evidence gathering and analysis.

A) M.C.S.O. and P.P.B. have requested that a regional criminalistics laboratory be located at the Police Bureau. This consolidated City-County laboratory will serve the needs of all of the police agencies in the area.

B) In addition to the criminalistics laboratory, Impact funding will provide the opportunity to acquire criminalistics equipment requested by M.C.S.O. and P.P.B. such as infra-red equipment for photography, weapons and observation: narcotics field testing kits; mobile criminalistics capabilities to improve the gathering and analysis of evidence in the field and training of personnel in the techniques required to utilize such equipment. General training in the identification and proper handling of evidence and the analysis of crime scenes will be sought to increase the solution of crimes through scientific techniques.

C) M.C.S.O. and P.P.B. have proposed expanded video-tape capability. At the present time both agencies utilize video tape: P.P.B. in drunk driving cases and some training; M.C.S.O. in surveillance. This medium is very useful; substantial increases in equipment would enable police to establish surveillance in high crime areas, to record crime scenes and line up and to provide a comprehensive range of training and support aids.

5) To establish methods for effective deployment of police personnel and resources.

A) P.P.B. and M.C.S.O. have suggested the establishment

of team policing concepts in order to promote mutual respect and understanding between police officers and the citizens they serve. This will increase the effectiveness of police officers and stimulate citizen involvement in the prevention of crime and the enforcement of the law.

B) M.C.S.O. has suggested the establishment of a 4 - 10 patrol deployment plan. This plan will facilitate the establishment of specialized "strike forces", and maximize the utilization of patrol personnel and resources during periods of time determined to have the highest incidence of target crimes.

C) Both M.C.S.O. and P.P.B. have suggested a program for computer assisted deployment of personnel and resources.

(See 2. A)

6) To establish methods for easy identification of pawned and found property.

A) In addition to the "MARK-IT" program (See Part I. B 5) P.P.B. recommends a computer assisted identification system for unserialized property. This system will provide daily print outs correlating pawned and found property with stolen and lost property. This will increase the percentage of property returned to victims and will aid substantially in the solution of burglaries and related crimes.

7) To provide legal expertise to field units and detectives and to improve police-prosecutor-court relations.

A) Many operational decisions made by police officers in the field as well as by detectives yield fruitless if not adverse results in the absence of immediate access to legal advice. In addition, viable liaison between the police, prosecutors and the courts must be established to overcome problems in interagency communication.

The acquisition of an attorney will therefore be requested by the P.P.B. to aid in the preparation of search warrants, offer field advice regarding arrests, advise officers regarding the issuance of complaints and to provide liaison between the police, the District Attorney's office and the courts. In addition the attorney would serve to aid in the interpretation of court decisions and legislative changes affecting police operations.

8) To provide general and specialized training to sworn and civilian personnel.

A) The present law enforcement training facilities located at Kelly Butte are totally inadequate. A proposal to locate a new training academy at the now vacant Linnton School in northwest Portland has been submitted by P.P.B. and appears to have considerable merit.

It is proposed by M.C.S.O. that the new training facility be utilized for the training of corrections officers.

B) A system of computer assisted scheduling of training and transfer of recruits has been proposed by P.P.B. and would

accomplish two major training objectives: to insure that recruits will receive the most thorough training possible under the anticipated expansion of the training program from one year to eighteen months; to insure distribution of recruits among the various units of the agency in proportion to each unit's ability to absorb them. This program will be one module of the Management Information System developed through the C.R.I.S.S. project.

C) The contemplated communications system will result in a radical overhaul of the present system. Police, civilians and technicians operating the present system will require intensive training in modern technology to enable them to utilize, support and maintain equipment and the system.

Personnel in the communications bureau presently install, repair and maintain the police radio system. Their technicians have no experience with present day technology. The ultimate success of the modification of the system will rely upon the skill of these men.

9) To provide efficient and effective technology to increase the risk of apprehension.

A) The broadening of the electronic alarm systems currently operated by the law enforcement agencies has been requested. Police control of alarm apparatus is required to minimize abuse of the system and to permit flexibility in their deployment. A comprehensive study of the "state of the art" and the quality

of present systems should precede the design of an expanded program.

B) The Multnomah County District Attorney has proposed the implementation of the Concentrated Crime Reduction Program which calls for the installation of sensors in residential and commercial sites within a selected one square mile area. These sensors would be monitored by computer and the transmission of an alarm signal would result in rapid dispatch of a dedicated prowl unit. Reduced response time would increase the probability of apprehending an intruder on the site. This proposal is a demonstration project.

C) The acquisition of a helicopter fleet (three helicopters and necessary personnel) by P.P.B. and M.C.S.O. operated on a shared ownership basis has been suggested by both agencies. Evidence from other law enforcement agencies currently utilizing helicopters indicates that crews are usually able to respond within seconds to calls for police assistance.

In addition to reducing response-time, the helicopter program will aid crime reduction in areas having a high incidence of target crimes, day-time and night-time surveillance, patrol observation and increased officer security.

D) M.C.S.O. suggests the acquisition of electronic heat detectors.

Such electronic devices are currently used by government and private industry for aerial reconnaissance quality control and other

tasks. They would be readily adaptable to police work when installed in patrol units to detect burglary suspects in vacant buildings, the presence of "torchers burning bars" or other thermo burglary tools and to aid search and rescue operations.

E) P.P.B. and M.C.S.O. suggest the assignment of patrol cars to officers for use both on and off the job or some modification thereof to increase the police presence throughout the community and thereby deter the commission of target crimes, particularly street crimes. A by-product of this practice has been dramatic improvement in vehicle upkeep and consequent prolonged useful life of police vehicles.



Part III. Swift and appropriate dispositions of criminal cases

Introduction

To establish techniques for diversion of persons for whom prosecution is inappropriate, and to provide speedy, effective and just disposition of offenders.

1) To identify and divert from the Criminal Justice System those individuals for whom official action is not necessary.

a) An example of this approach is the David Hooper Detoxification Center currently being operated by the City of Portland and Multnomah County. The program combines client referral and delivery by law enforcement agencies, other public agencies and private individuals and groups, with outreach workers employed by the center. It provides an option outside the Criminal Justice System for those who currently account for 27 percent of the arrested and booked prisoner population in Portland and Multnomah County.

No program has been suggested for enhancing this type of service. Considering the 51-bed limitation of the Hooper Center and a change in Oregon Law as of July 1, 1972, a need is indicated.

b) See Drug Treatment program proposed by the District Attorney.

c) See Alternatives Program proposed by Metropolitan Public Defender.

2) Improvement of recognizance programs

a) Multnomah County has staffed, from its own resources, a bail reduction - release on recognizance program for persons awaiting disposition of charges. With full support from the courts and local corrections officials, recognizance officers screen arrestees and determine whether to make recommendations for release or a reduction in bail. Indigency is also determined, and where appropriate, court-appointed counsel assigned.

Representatives of the Circuit Court have urged a full-scale recognizance effort to minimize unnecessary detention of persons awaiting trial.

3) Maximize efficient use of court services

a) Better utilization of the courts will result from internal change. Much of the existing courts process is fragmented and under multiple direction of separate agencies.

Courts' personnel support the staff's proposal for a thorough courts management analysis to be followed by internal realignment of this system component. (See project description in General Approach, Courts).

b) Circuit Court Judge Berkley Lent has recommended use of legal referees to preside over the impaneling of jurors.

4) To establish a comprehensive courts data base and develop a management information system.

a) This urgent need has already been recognized by the Impact Task Force, with approval of an application for \$245,261 in Impact funds for acceleration of the Courts phase of Columbia Region Information Sharing System, and authorization of a \$9,000 management information system study for CRISS.

5) To minimize delay

6) To facilitate effective use of jurors and witnesses.

a) Study of Treatment of Jurors and Witnesses is prepared by the staff to determine attitudes of persons who are called upon to serve as jurors or appear as witnesses in criminal matters. It is assumed that abuses in the handling and communication with such persons have direct deleterious effects upon the system. The study will isolate such abuses and propose techniques to correct them. Not the last of the problems in this regard, relates to the use of police time by prosecution and the courts.

7) To provide comprehensive social environmental and psychological data for sentencing and treatment programs.

a) The Diagnostic Program, currently being utilized by Circuit Court offers the type of extensive and necessary information contemplated here. With the demonstration project not yet completed, it appears that such information offers better alternatives to the courts. Final evaluation of the Diagnostic Program may determine that its approach should be adopted and

implemented by the State in lieu of expansion of existing pre-sentence services.

8) Reduction of detention time for juveniles through provision of adequate shelter care and foster care facilities.

9) Establishment of juvenile statistical data for evaluation and management efficiency.

#### Part IV. Reduction of Recidivism

If substantial, measurable progress is to be achieved in the criminal justice system comprehensive and coordinated programming must focus upon the cycloid pattern of high risk individuals who habitually re-enter the system. This high frequency group presents multiple problems to all facets of the justice system ~~and to the~~ community. Strategies for concerted efforts to reduce the return frequency of this high risk group should embrace the following components.

- 1) intensive parole and probation services,
- 2) comprehensive programs to enable offender to effectively re-enter society,
- 3) effective drug treatment,
- 4) counselling, educational, vocational and job training,
- 5) development of employment opportunities,
- 6) alternatives to prosecution and
- 7) training for corrections personnel.

Program direction will utilize existing and proposed programs, and a wide range of skilled personnel to intervene for successful reintegration into the community. Programs concepts which address these needs are:

- 1) MACLAREN-HILLCREST RE-ENTRY PROGRAM is proposed by University of Oregon. Teacher Corps Corrections Program to provide educational and community support service in conjunction with parole services to adjudicated delinquents returning from the

training school to Jefferson and Adams High Schools.

- 2) PROJECT PICTURE was submitted by the Corrections Division, Children's Services Division. It would maximize communication, involvement and cooperative services for juveniles committed to state training schools. Institutional staff, parole staff and parents will be involved in intensive communication to prepare the juvenile for re-entry into the community. The project would permit more intensive parole services through reduction of caseloads.
- 3) THE VILLAGES OF OREGON, INC. proposes a residential facility for children who are multiple offenders vis-a-vis the target crimes. The program is based upon the philosophy of providing a stable, long-term, non-treatment environment for children where behavior is determined to be environmental and situational in origin.
- 4) An ALTERNATIVES PROGRAM has been recommended by J. Hennings, Multnomah County Public Defender, to provide social services, job placement and housing for persons charged with crimes, and to provide thereby an alternative to prosecution in appropriate cases or a constructive program to present to the court at the time of sentencing.
- 5) The Adult Division of the Multnomah County Probation and Parole Office has submitted a proposal for concentrated correctional

services which would provide for expanded court services delivery; specialized and intense case management and service; supportive service delivery, employment counselling, educational and vocational training, family counselling, emergency housing and alcohol and drug counselling for the misdemeanant.

6) The Department of Psychiatry, University of Oregon Medical School proposes treatment for imprisoned drug addicts at Rocky Butte Jail. It would provide intensive group therapy.

7) Youth Progress Association has proposed two resident care centers to provide comprehensive direct services (employment, training and counselling) for delinquent and pre-delinquent youth referred by other agencies, including adult and juvenile parole and probation programs through the metropolitan area.

8) SETTLEMENT HOUSE PROJECT was proposed by Model Cities as a half-way house to provide housing, training, job referral, medical and dental care and educational training to releasees from Oregon correctional institutions.

9) The Oregon Division of Mental Health, Alcohol and Drug Section proposes two half-way houses for drug abusers which would improve personal, interpersonal and vocational adjustment for ex-offenders.

10) The District Attorney for Multnomah County has submitted

a position paper on narcotic addiction which is a proposal for identification of all heroin addicts in the Portland area, securing that individual for treatment, and the actual treatment of the addict for his drug addiction through the use of the civil commitment process.

11) JOB THERAPY, INC. in conjunction with the Department of Corrections proposes Job Therapy Program for ex-offenders which would involve sponsorship of citizen volunteers to work with incarcerated persons, employment services for offenders on probation or parole, community education as to the problems of ex-offenders, and support of a work-release residential facility.

12) ADVENTURERS CLUB proposed by Youth Adventures, Inc. would provide a one-to-one relationship between a juvenile probationer and a mature adult from the community in recreational activities.

13) Youth Adventures Inc. proposes a training program and curriculum development for persons who will staff other child care and residential centers through in-service training at Youth Adventures.

14) DRUG TREATMENT PROGRAM. A program to provide drug treatment alternatives to street crime for drug dependent persons arrested by law enforcement agencies has been jointly suggested by LEAA



and the President's Special Action Office for Drug Abuse Prevention.

The objective is to decrease the number of crimes committed by adults. Many cities now release persons after arraignment regardless of their drug dependence problem. Release without treatment inevitably means that the drug dependent person will continue to commit street crimes to support his addiction. In addition, drug-addicted arrestees placed in detention pose many problems and contribute to jail tensions.

The Treatment Alternatives to Street Crime Project is designed to identify and help alleviate some of these problems. Drug dependent arrestees will be identified through urinalysis screening and interviews after police processing. The arraignment judge will be given the results of this identification in order to ascertain whether the arrestee will be offered treatment as a condition of bail. Detoxification will begin where necessary. Continuous evaluation and follow-up will take place during treatment until the individual's case comes up for trial. The judiciary may then take into account the cooperation of the addict and the success of his treatment program to that point, and may determine that the addict should remain in the drug treatment program as an alternative to prosecution or to possible incarceration.

## Part V. General Programs

Current personnel shortages and correctional facility population increases has stimulated efforts to identify programs to alleviate this present crisis. Suggested programs entail the use of para-professional and volunteers to augment existing supportive staff. This supplemental staff will reduce case-loads to manageable proportions. The measurable desired effect would be more efficient and effective case management. Because of the need for community support for incarcerated individuals re-entering society, the para-professional and volunteer would provide tangible evidence of community concern for these returning individuals. These volunteers and para-professionals could be used as 1) Community case managers, 2) job developers, 3) probation and parole officers, 4) liaison personnel between the community and criminal justice system, 5) counselors, 6) pre-sentence evaluators, 7) court intake workers. The value of trusting relationships between the offender and para-professional plays an integral part in effective integration into the community.

ANALYSIS OF RECIDIVISM OF MULTNOMAH COUNTY JUVENILE COURT REFERRALS  
FOR BURGLARY OR UNLAWFUL ENTRY, ROBBERY OR INJURY TO PERSON

	<u>1969</u>	<u>1970</u>	<u>1971</u>
Percentage of total referrals that were Burglary or unlawful entry, Robbery or Injury to person	10.3	9.8	15.4
Number of third time referrals that are Burglary or unlawful entry, Robbery or Injury to person	32	107	53
Number of fourth or more referrals that are Burglary or unlawful entry, Robbery or Injury to person	21	107	39
<hr/>			
Percentage of total referrals that were second time referrals	11.4	23.5	11.1
Percentage of second time referrals that became third time referrals	35.6	53.0	37.8
Percentage of third time referrals that became fourth time referrals	40.1	57.0	43.1
Percentage of fourth time referrals that became fifth or more referrals	53.0	93.0	72.3

APPENDIX B

CHAPTER I -- GENERAL FACTS ABOUT PORTLAND  
AND CRIME

Prepared by:

J. Bradford Shiley

STATISTICAL PROFILE CHART

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City of Portland

1. Population, 1970	380,620
2. Percent population change, 1960-1970	2.6%
3. Nonwhite population, 1970	
Blacks	21,572
Indian	1,967
Japanese	2,084
Chinese	2,462
Filipino	618
Other	1,281
	<hr/> 29,984
	7.8%
4. Median Family Income	\$10,709
5. Percent School-Age Population (5-17)	20.87%
6. Number of Housing Units	152,043
7. Physical Area (Sq. Mi.)	90 Sq. Mi.
8. Number of Class I Crimes Reported to the Police, 1971	38,233
9. Persons Per Square Mile	4,229.11
10. Rate of Index Crimes Per 100,000 inhabitants, 1971	10,045
11. Average Number of Police Officers for 1971	745
12. Number of Police Officers per 1,000 Population, 1971	1.96
13. Number of Burglaries Reported to Police, 1971	10,794
14. Residential Burglary Rate per 1,000 Housing Units, 1971 (6,598)	43

CHAPTER II ---BURGLARY

PART A  
BURGLARY -- THE OFFENSE

The analysis in this section covers the crime itself--when, how, and where burglaries occurred in 1971.

An individual police report is completed on every reported burglary in Portland. The data from the report is key punched and stored in the computer. The stored data is used by the Portland Police Department to compile statistical data on crime occurrences for the FBI crime reports.

The stored information for 1971 was used to compile the statistical tables in this section. Most of the analysis required new programming of the computer as the information was not available in the form which follows.

DISTRIBUTION BY TYPE OF STRUCTURE BURGLARIZED  
1969 -- 1971

---

STRUCTURE	1969		1970		1971	
	#	%	#	%	#	%
Residence	*		*		6,598	61.1
Commercial	*		*		4,196	38.9
TOTAL	7,752		9,476		10,794	100.0

\* Not available at this time.



PERCENTAGE DISTRIBUTION OF BURGLARIES  
ACCORDING TO WHETHER FORCE WAS NEEDED TO ENTER

	RESIDENTIAL	COMMERCIAL	TOTAL
Forcible Entry	62.0	55.1	59.3
Unlawful Entry Without Force	31.3	39.2	34.4
Unsuccessful Attempts at Entry	6.7	5.7	6.3
TOTAL	100.0	100.0	100.0
NUMBER	6,598	4,196	10,794

VALUE OF PROPERTY STOLEN BY TYPE

TYPE	RESIDENTIAL	COMMERCIAL	TOTAL
Currency	\$ 161,826	\$ 99,641	\$ 261,467
Jewelry	314,895	22,006	336,901
Furs	36,174	8,845	45,019
Clothing	99,087	25,868	124,955
All Other	1,231,672	915,668	2,147,340
Unknown	92,446	3,141	95,587
TOTAL	\$1,936,100	\$1,075,169	\$3,011,269

PERCENTAGE DISTRIBUTION OF VALUE  
OF PROPERTY STOLEN IN BURGLARIES

VALUE	RESIDENTIAL	COMMERCIAL	TOTAL
Under \$25	32.1	35.3	33.4
\$25 to \$49	7.2	10.7	8.5
\$50 to \$99	10.1	14.8	11.9
\$100 to \$499	33.6	26.9	31.0
\$500 and up	17.0	12.3	15.2
TOTAL	100.0	100.0	100.0
NUMBER	6,598	4,196	10,794

PERCENTAGE DISTRIBUTION OF BURGLARIES  
BY MONTH OF OCCURRENCE - 1971

MONTH	RESIDENTIAL	COMMERCIAL	TOTAL
January	8.5	7.7	8.2
February	7.9	6.0	7.2
March	7.9	6.5	7.4
April	7.2	8.4	7.7
May	7.1	9.0	7.8
June	7.7	9.8	8.5
July	8.4	9.4	8.8
August	8.7	8.1	8.5
September	8.3	8.3	8.3
October	7.3	8.7	7.8
November	9.8	9.1	9.5
December	11.2	9.0	10.3
TOTAL	100.0	100.0	100.0
NUMBER	6,598	4,196	10,794

NUMBER OF BURGLARIES FIRST THREE MONTHS OF 1972

MONTH	RESIDENTIAL		COMMERCIAL		TOTAL	
	#	As % of 1971	#	As % of 1971	#	As % of 1971
January	588	8.9	392	9.3	980	9.1
February	631	9.6	371	8.8	1002	9.3
March	553	8.4	364	8.7	917	8.5

PERCENTAGE DISTRIBUTION OF BURGLARIES BY SEASON

SEASONS	RESIDENTIAL	COMMERCIAL	TOTAL
Winter (Nov. - Feb.)	37.5	31.8	35.2
Spring - Autumn (Mar., Apr., Sept., Oct.)	30.7	31.9	31.1
Summer (May, June, July, Aug.)	31.8	36.3	33.7
TOTAL	100.0	100.0	100.0
NUMBER	6,598	4,196	10,794

PERCENTAGE DISTRIBUTION OF BURGLARIES  
BY DAY OF WEEK

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DAY OF WEEK	RESIDENTIAL	COMMERCIAL	TOTAL
Sunday	12.1	15.5	13.4
Monday	14.3	12.2	13.5
Tuesday	16.3	13.9	15.4
Wednesday	15.3	14.2	14.9
Thursday	14.0	13.7	13.9
Friday	15.4	15.4	15.4
Saturday	12.6	15.1	13.5
TOTAL	100.0	100.0	100.0
NUMBER	5,598	3,303	8,900
<sup>1</sup> UNKNOWN	1,001	893	1,894
GRAND TOTAL	6,598	4,196	10,794

<sup>1</sup> If time span exceeds 24 hours, date or day of week is recorded as unknown.

PERCENTAGE DISTRIBUTION OF BURGLARIES  
BY DAY - NIGHT--1971

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	RESIDENTIAL	COMMERCIAL	TOTAL
Day	39.2	8.1	27.1
Night	44.4	70.0	54.4
Unknown	16.4	21.9	18.5
TOTAL	100.0	100.0	100.0
NUMBER	6,598	4,196	10,794

PERCENTAGE DISTRIBUTION OF BURGLARIES  
BY TIME OF DAY

TIME OF DAY	RESIDENTIAL	COMMERCIAL	TOTAL
1:00 am - 3:59 am	8.1	24.2	12.8
4:00 am - 6:59 am	3.2	11.8	5.6
7:00 am - 9:59 am	2.9	4.1	3.3
10:00 am - 12:59 pm	13.2	5.8	11.1
1:00 pm - 3:59 pm	19.1	7.8	15.9
4:00 pm - 6:59 pm	15.8	9.8	14.0
7:00 pm - 9:59 pm	26.4	18.9	24.2
10:00 pm - 12:59 am	11.3	17.6	13.1
TOTAL	100.0	100.0	100.0
NUMBER	2,784	1,126	3,910
UNKNOWN <sup>1</sup>	3,814	3,070	6,884
GRAND TOTAL	6,598	4,196	10,794

<sup>1</sup> Time span greater than 4 hours

If exact time is unknown but less than 4 hours the middle hour is used for coding purposes.



PERCENTAGE DISTRIBUTION OF COMMERCIAL BURGLARIES  
BY TIME OF DAY AND DAY OF WEEK

	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	UNKNOWN	TOTAL
1:00 am - 3:59 am	18.7	24.8	26.5	27.6	21.5	24.8	26.3		24.2
4:00 am - 6:59 am	9.9	11.4	12.6	10.9	8.9	15.7	13.2		11.8
7:00 am - 9:59 am	8.3	5.4	1.3	1.9	5.2	2.6	3.2		4.1
10:00 am - 12:59 pm	4.7	8.7	7.9	4.5	8.9	2.0	4.7		5.8
1:00 pm - 3:59 pm	12.0	5.4	7.3	6.4	7.4	6.5	8.4		7.8
4:00 pm - 6:59 pm	11.0	11.4	7.9	7.7	10.4	8.5	11.0		9.8
7:00 pm - 9:59 pm	20.8	15.4	19.9	21.1	20.7	19.6	15.3		18.9
10:00 pm - 12:59 am	14.6	17.5	16.6	19.9	17.0	20.3	17.9		17.6
TOTAL	100.00	100.0	100.0	100.0	100.0	100.0	100.0		100.0
NUMBER	192	149	151	156	135	153	190		1,126
UNKNOWN <sup>2</sup>	321	251	308	314	318	356	309	893	3,070
GRAND TOTAL	513	400	459	470	453	509	499	893	4,196

<sup>1</sup> If time span exceeds 4 hours, no hour is recorded.

<sup>2</sup> If time span exceeds 24 hours, no day of the week is recorded.

PERCENTAGE DISTRIBUTION OF RESIDENTIAL BURGLARIES  
BY TIME OF DAY AND DAY OF WEEK

TIME OF DAY	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	UNKNOWN <sup>1</sup>	TOTAL
1:00 am - 3:59 am	8.6	5.5	8.0	6.3	7.3	7.9	12.8		8.0
4:00 am - 6:59 am	5.5	1.7	2.4	3.7	2.1	1.6	6.2		3.2
7:00 am - 9:59 am	1.5	3.0	4.3	3.4	3.6	3.2	.8		2.9
10:00 am - 12:59 pm	7.7	17.9	12.0	15.5	15.4	14.8	7.9		13.2
1:00 pm - 3:59 pm	15.3	18.7	22.4	20.6	20.8	20.6	14.4		19.2
4:00 pm - 6:59 pm	23.0	16.2	13.3	14.6	15.1	12.9	17.4		15.8
7:00 pm - 9:59 pm	29.2	26.6	27.6	22.8	26.1	26.9	26.1		26.4
10:00 pm - 12:59 am	9.2	10.4	10.0	13.1	9.6	12.1	14.4		11.3
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0		100.0
NUMBER	326	402	460	412	384	432	368	- 0 -	2,784
UNKNOWN <sup>2</sup>	351	398	455	442	402	431	335	1,000	3,814
GRAND TOTAL	677	800	915	854	786	863	703	1,000	6,598

<sup>1</sup> If time span exceeds 4 hours, no hour is recorded.

<sup>2</sup> If time span exceeds 24 hours, no day of the week is recorded.

NUMBER OF BURGLARIES FOR EACH PATROL DISTRICT

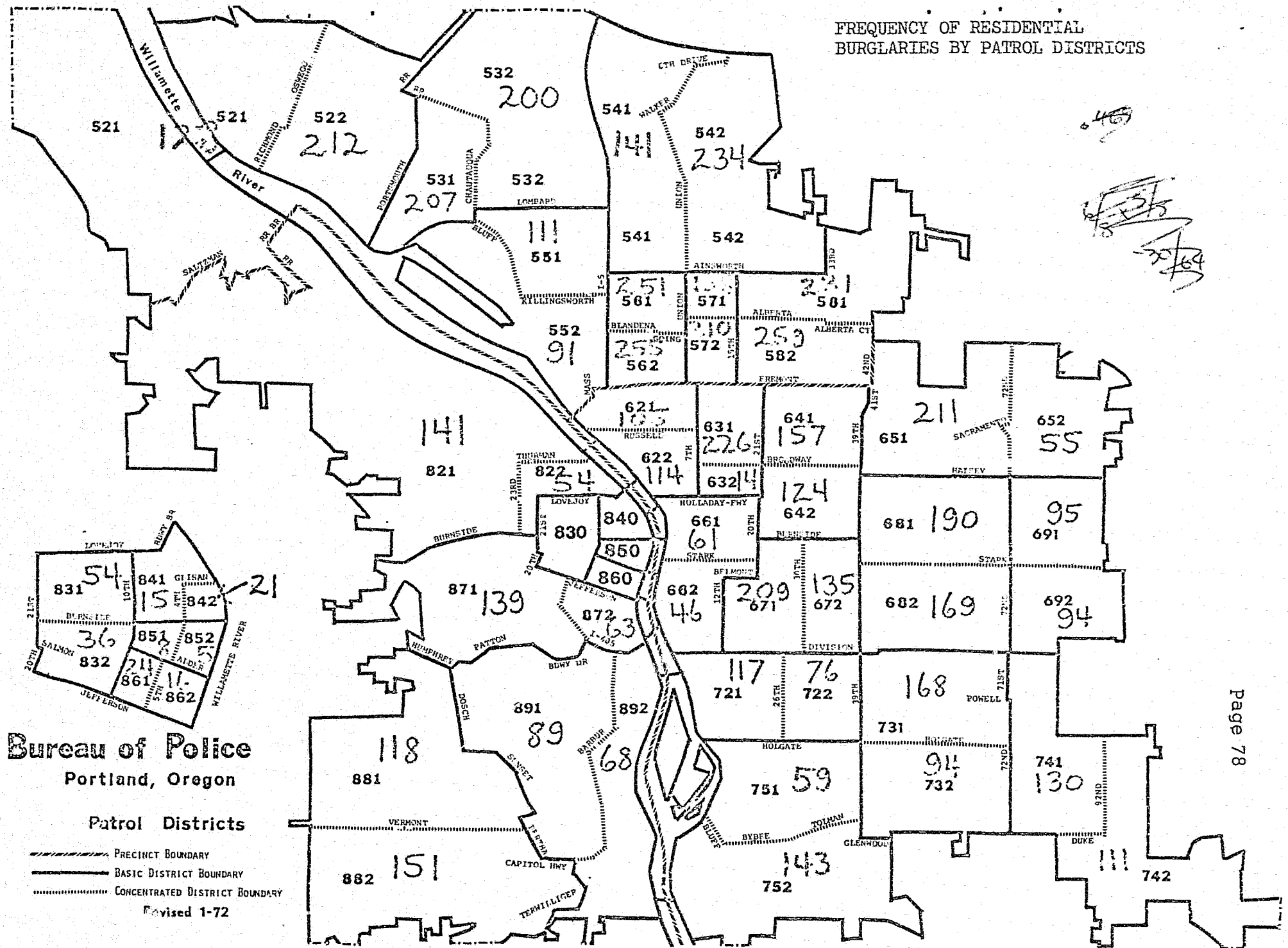
Page 77

<u>Patrol District</u>	<u>Residential Burglaries</u>	<u>Commercial Burglaries</u>	<u>Total Burglaries</u>
521	128	82	210
522	212	120	332
531	207	80	287
532	200	63	263
541	141	73	214
542 3x582	234	89	323
551	111	77	188
552	91	38	129
561 1/2 x 3/4 3/8 58 in	251	69	320
562 1/2 x 3/4	255	68	323
571 1/2 x 3/8	158	27	185
572 1/2 x 5/8	210	42	252
581 2 x 582	231	130	361
582 1 1/8 x 1/2 9/16 sq in.	259	89	348
621	105	68	173
622	114	83	197
631 5/8 x 6/8 = 30/64	226	52	278
632	14	21	35
641	157	125	282
642	124	95	219
651 2 x 582	211	152	363
652	55	48	103
661	61	96	157
662	46	84	130
671	209	93	302
672	135	67	202
681	190	103	293
682	169	87	256
691	95	44	139
692	94	74	168
721	117	84	201
722	76	41	117
731	168	117	285
732	94	67	161
741	130	122	252
742	111	50	161
751	59	67	126
752	143	191	334
821	141	149	290
822	54	64	118
831	54	73	127
832	36	122	158
841	15	30	45
842	21	10	31
851	8	89	97
852	5	32	37
861	24	67	91
862	16	52	68
871	139	90	229
872	63	69	132
881	118	47	165
882	151	72	223
891	89	80	169
892	68	66	134
TOTAL REPORTED	6,593	4,190	10,783
UNRECORDED IN ANALYSIS	5	6	11
GRAND TOTAL	6,598	4,196	10,794

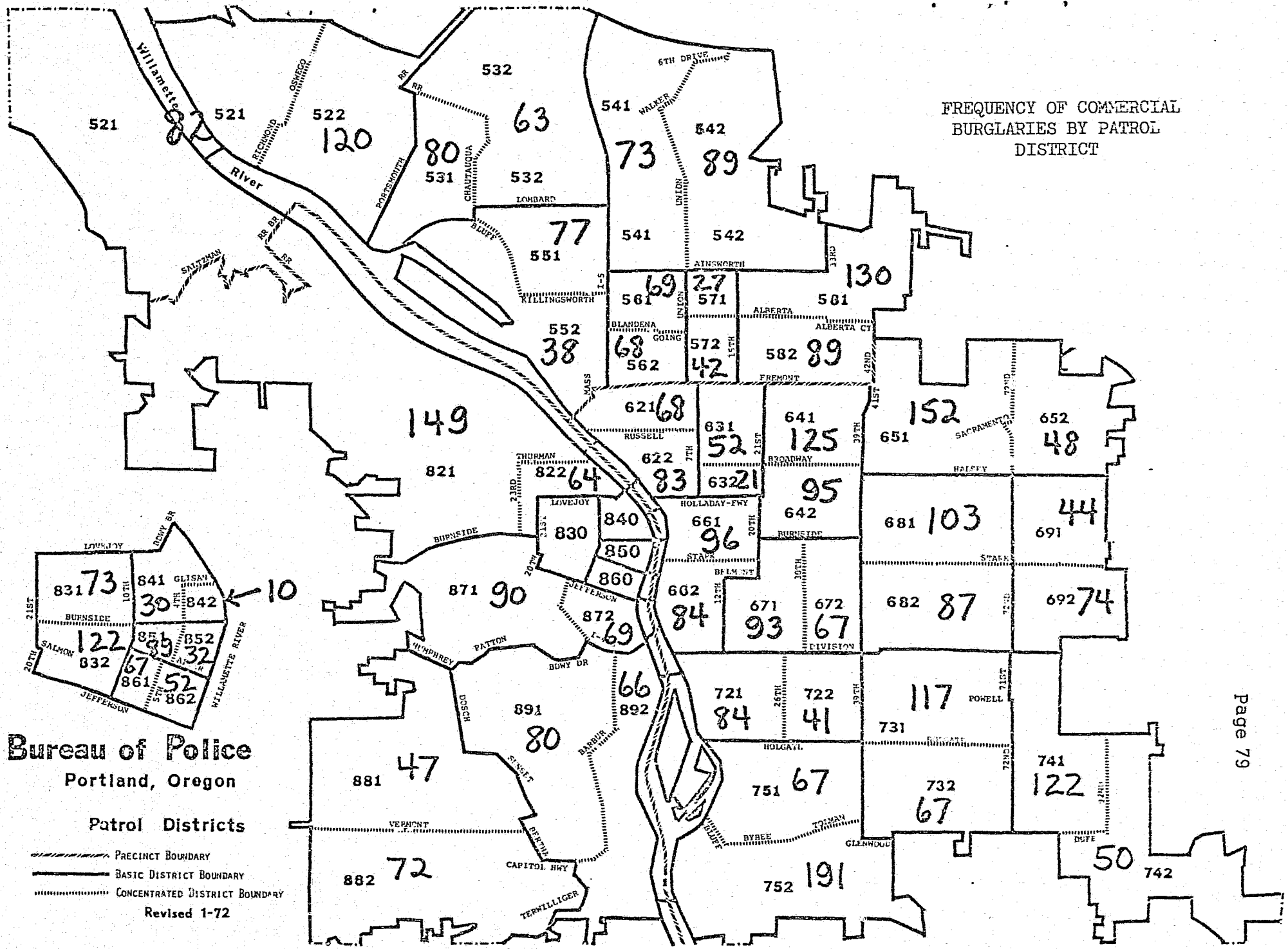
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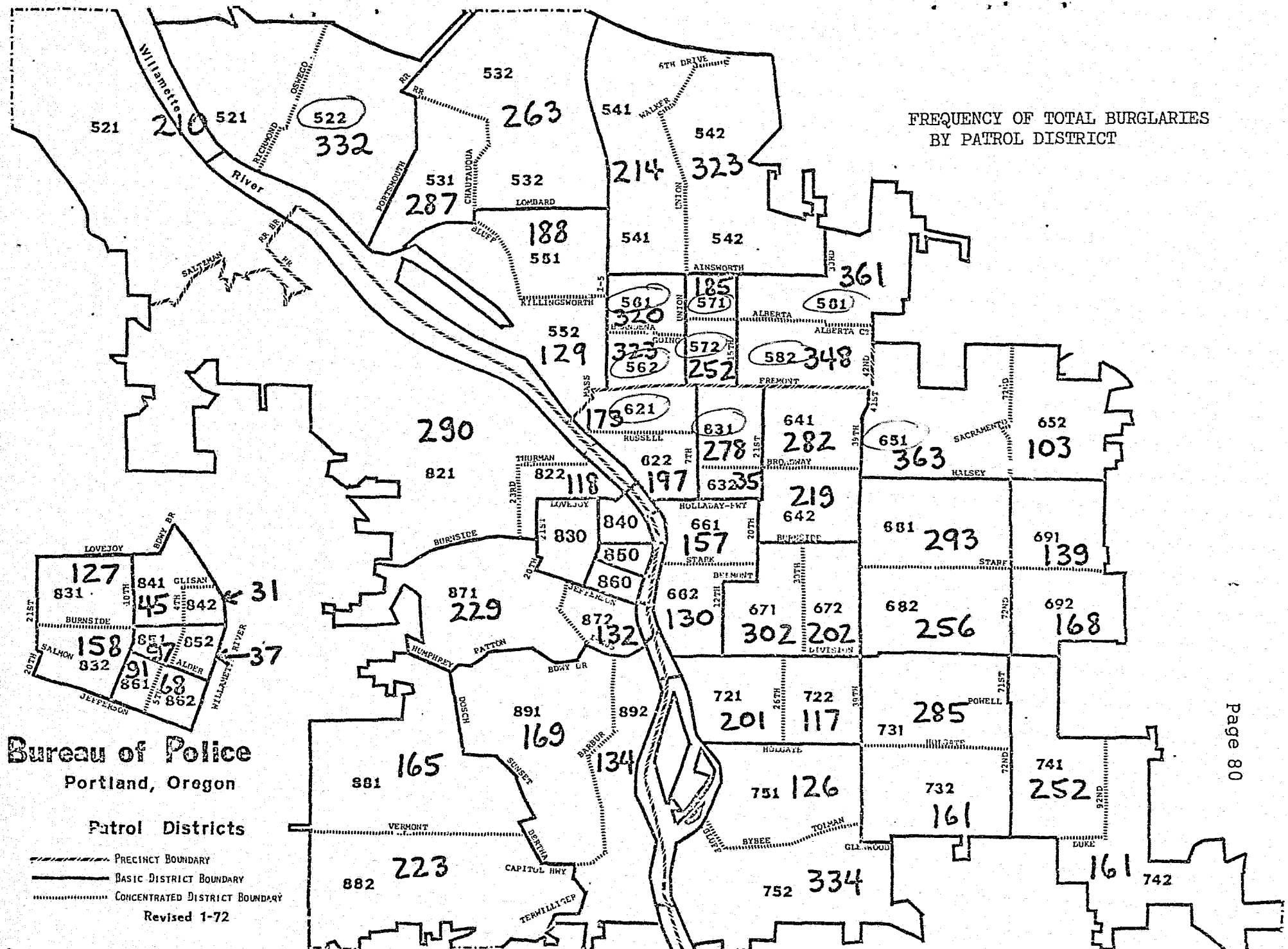
FREQUENCY OF RESIDENTIAL  
BURGLARIES BY PATROL DISTRICTS



FREQUENCY OF COMMERCIAL  
BURGLARIES BY PATROL  
DISTRICT



# FREQUENCY OF TOTAL BURGLARIES BY PATROL DISTRICT



PART B  
BURGLARY - THE DEFENDANT

The information analyzed in this section was obtained from Portland Police Department records.

When an individual is arrested, the arrest is recorded in a special "Custody Report". That report is coded, key punched, and the information stored in the computer. The stored information is used by the PPD to complete the arrest information on the FBI reports.

Very little information about the defendant is actually coded from the "Custody Report" because the report itself does not call for a very complete profile of the defendant. A small number of the following charts were developed from existing PPD computer runs. If the total arrest figure is 766, the chart was developed from PPD computer runs.

The remainder of the charts were obtained by analysis of the individual police reports which recorded the arrest. We obtained a computer list of the names of all those arrested for burglary in 1971. We then pulled the police reports associated with each of the arrests and extracted the data.

It should be noted that the number of names from the computer run do not total the number of arrests for burglary reported to the FBI. An attempt to analyze this fact follows.

PERCENTAGE DISTRIBUTION OF BURGLARY ARRESTS  
BY TYPE OF BURGLARY

---

TYPE OF BURGLARY	OFFENSES	ARRESTS
Residential	61.1	61.4
Commercial	38.9	38.6
TOTAL	100.0	100.0
NUMBER	10,794	766
PERCENTAGE OF TOTAL		7.1

<sup>1</sup> An absolutely meaningless number



PERCENTAGE DISTRIBUTION OF BURGLARY ARRESTS  
BY SEX OF DEFENDANT

---

SEX	RESIDENTIAL	COMMERCIAL	TOTAL
Male	95.1	96.6	95.7
Female	4.9	3.4	4.3
TOTAL	100.0	100.0	100.0
NUMBER	470	296	766

PERCENTAGE DISTRIBUTION OF BURGLARY  
ARRESTS BY RACE OF DEFENDANT

RACE	JUVENILE	ADULT	TOTAL
White	68.4	71.6	69.7
Negro	30.5	25.2	28.4
Indian	.7	3.2	1.7
Chinese	.2	-	.1
Other	.2	-	.1
TOTAL	100.0	100.0	100.0
NUMBER	453	313	766

PERCENTAGE DISTRIBUTION OF BURGLARY ARRESTS  
BY AGE OF DEFENDANT

---

AGE	RESIDENTIAL	COMMERCIAL	TOTAL
Under 16	40.4	36.5	38.9
16 - 17	22.8	16.5	20.4
18 - 20	15.1	14.9	15.0
21 - 24	8.9	9.8	9.3
25 - 29	4.5	8.8	6.1
30 - 39	4.5	7.8	5.7
40 - 49	2.1	4.0	2.9
Over 50	1.7	1.7	1.7
TOTAL	100.0	100.0	100.0
NUMBER	470	296	766

PERCENTAGE DISTRIBUTION OF DISTANCE FROM CRIME SCENE  
TO DEFENDANT'S RESIDENCE

DISTANCE	RESIDENTIAL			COMMERCIAL			TOTAL		
	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL
Same Building	3.9	5.6	4.4	1.2	.	.7	2.9	3.0	2.9
1 - 5 Blocks	29.3	13.7	24.6	21.5	6.3	15.5	26.3	10.1	20.9
6 - 10 Blocks	13.8	4.9	11.1	20.4	8.1	15.5	16.3	6.4	12.9
Up to 1 Mile	15.9	8.1	13.5	14.5	14.4	14.5	15.4	11.1	13.9
Up to 2 Miles	15.6	23.4	17.9	17.5	18.1	17.7	16.3	20.8	17.8
2 - 4 Miles	14.8	25.0	17.9	15.1	27.9	20.2	15.0	26.4	18.9
5 - 9 Miles	4.2	9.7	5.9	5.2	9.0	6.7	4.6	9.4	6.2
10 - 20 Miles	.4	.8	.5		4.5	1.8	.2	2.6	1.0
Adjoining Counties (Including Clark County)	.7	1.6	1.0	2.3	5.4	3.5	1.3	3.4	2.0
Other than Oregon	1.0	1.6	1.2	2.3	.9	1.8	1.5	1.3	1.5
Out of State	.4	5.6	2.0		5.4	2.1	.2	5.5	2.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
AVAILABLE	283	124	407	172	111	283	455	235	690
DATA NOT AVAILABLE	32	12	44	1	20	21	33	32	65
NUMBER	315	136	451	173	131	304	488	267	755

PERCENTAGE DISTRIBUTION OF BURGLARY ARRESTS BY PRIMARY REASON  
 DEFENDANT IDENTIFIED AS PERPETRATOR OF CRIME

REASON IDENTIFIED AND ARRESTED	RESIDENTIAL			COMMERCIAL			TOTAL		
	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL
Victim Reported While Defendant in Act	1.9	11.0	5.0	5.8	9.2	7.3	3.3	10.1	5.9
Neighbor reported While Defendant in Act	30.7	30.9	30.8	20.0	29.8	24.5	26.8	30.3	28.1
Victim Identified Defendant--Arrest Later	9.7	8.1	9.2	8.4		4.5	9.2	4.1	7.3
Witness Identified Defendant--Arrest Later	17.2	8.8	14.4	23.9	19.1	21.7	19.7	13.9	17.4
Routine Patrol Surveillance	8.6	9.6	8.9	12.9	19.1	15.7	10.2	14.3	11.8
Silent Alarm		.7	.2	5.2	9.9	7.3	1.9	5.2	3.2
Noise Alarm				1.9	4.6	3.1	.7	2.2	1.3
Apprehended Co-Defendant Informed	9.0	2.9	6.9	9.0		4.9	9.0	1.5	6.1
Family Member or Friend Informed	10.9	1.5	7.7	6.5	.8	3.9	9.2	1.1	6.1
Defendant Surrendered	3.3	.7	2.5	1.9	1.5	1.8	2.8	1.1	2.2
Scientific Investigation (fingerprints, etc.)	2.4	13.3	6.0	.6	1.5	1.1	1.7	7.5	3.9
Detective Followup Investigation of Lead	6.3	10.3	7.7	2.6	4.5	3.5	5.0	7.5	6.0
Arrested for Another Crime		.7	.2					.4	.1
Anonymous Call		1.5	.5	1.3		.7	.5	.8	.6
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
AVAILABLE	267	136	403	155	131	286	422	267	689
NOT AVAILABLE	48		48	18		18	66		66
NUMBER	315	136	451	173	131	304	488	267	755

PERCENTAGE DISTRIBUTION OF ELAPSED TIME  
FROM CRIME TO ARREST

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TIME OF ARREST	RESIDENTIAL			COMMERCIAL			TOTAL		
	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL	JUVENILE	ADULT	TOTAL
Immediate--At Scene	32.5	43.6	36.2	40.0	81.3	58.0	35.3	62.1	45.4
1 Hour - 6 Hours	20.4	21.9	20.8	13.9	7.8	11.3	17.9	14.9	16.8
7 Hours - 1 Day	4.1	3.0	3.8	10.9	.8	6.5	6.8	1.9	4.9
2 Days - 1 Week	19.6	12.0	17.1	18.8	3.1	11.9	19.3	7.7	14.9
1 Week - 1 Month	16.6	10.5	14.6	13.9	2.3	8.9	15.6	6.5	12.2
More than 1 Month	6.8	9.0	7.5	2.5	4.7	3.4	5.1	6.9	5.8
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
AVAILABLE	265	133	398	165	128	293	430	261	691
DATA NOT AVAILABLE	50	3	53	8	3	11	58	6	64
NUMBER	315	136	451	173	131	304	488	267	755

BURGLARY "CLEARANCE" RATE

Pursuant to the Uniform Crime Reporting Handbook of the FBI, the PPD reports a "clearance" rate as part of its quarterly crime reports. This clearance rate is the generally accepted method of measuring police "effectiveness" in combating crime in the community.

The computation of that rate for 1971 is as follows:

TOTAL BURGLARIES FOR 1971	<u>10,794</u>
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TOTAL ARRESTS FOR BURGLARY 1971	766
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TOTAL "OTHER" CLEARANCES	<u>935</u>
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(This total is composed of offenses which the police have "solved"--they know who committed the crime--but no prosecution results. The vast majority of these clearances result from individuals being held in custody on one offense and confessing to other offenses).

REPORTED AS CLEARED	<u>1,701</u>
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CLEARANCE RATE	<u>15.8%</u>
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CHANCES OF GETTING CAUGHT

We attempted to develop a new method to measure police effectiveness. It is called simply "Chance of Getting Caught" and is obtained as follows:

	<u>Residential</u>	<u>Commercial</u>	<u>Total</u>
TOTAL BURGLARIES FOR 1971	<u>6,598</u>	<u>4,196</u>	<u>10,794</u>
ARRESTS FOR BURGLARY 1971 <sup>1</sup>	470	296	766
LESS: Total number of arrested persons where more than one was arrested for a particular offense. There should not be more than one clearing of any offense	<u>(111)</u>	<u>(92)</u>	<u>(203)</u>
TOTAL NUMBER OF BURGLARIES WHICH RESULTED IN DEFENDANT BEING TAKEN INTO CUSTODY	<u>359</u>	<u>204</u>	<u>563</u>
ADJUSTED CLEARANCE RATE	5.4%	4.9%	5.2%
CHANCES OF GETTING CAUGHT	1/18	1/21	1/19

<sup>1</sup> This includes arrests for burglaries which were actually committed in 1970. The amount of 1970 burglaries included is under 20 and was not removed because it is assumed approximately the same number of arrests will be made in 1972 for 1971 burglaries.



CHAPTER III --- ROBBERY

PART A

ROBBERY -- THE OFFENSE

PERCENTAGE DISTRIBUTION OF ROBBERIES  
BY TYPE AND LOCATION

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LOCATION	ARMED	UNARMED	TOTAL
Highway, Street	47.1	73.1	60.4
Commercial House	21.1	7.2	14.0
Service Station	6.9	1.2	4.0
Chain Store	4.8	.6	2.5
Residence	11.6	9.8	10.7
Bank	1.1	.4	.8
Other	7.4	7.7	7.5
TOTAL	100.0	100.0	100.0
NUMBER	881	916	1,797
PERCENTAGE OF TOTAL	49.0	51.0	100.0

**CONTINUED**

**1 OF 2**

VALUE OF PROPERTY STOLEN BY TYPE

TYPE	ARMED	UNARMED	TOTAL
Currency	\$ 95,917	\$36,906	\$132,823
Jewelry	12,293	13,316	25,609
Furs	3,500	125	3,625
Clothing	2,654	744	3,398
All Other	38,296	26,049	64,345
Unknown	1,034	1,193	2,227
TOTAL	\$153,694	\$78,333	\$232,027

PERCENTAGE DISTRIBUTION OF VALUE  
OF PROPERTY STOLEN IN ROBBERIES

VALUE	ARMED	UNARMED	TOTAL
Under \$25	30.2	48.4	39.5
\$25 to \$49	15.7	18.3	17.0
\$50 to \$99	19.5	16.5	18.0
\$100 to \$499	27.7	13.2	20.3
\$500 and up	6.9	3.6	5.2
TOTAL	100.0	100.0	100.0
NUMBER	881	916	1,797

PERCENTAGE DISTRIBUTION OF ROBBERIES  
BY MONTH OF OCCURRENCE - 1971

MONTH	ARMED	UNARMED	TOTAL
January	7.7	14.1	11.0
February	7.8	5.7	6.7
March	7.6	7.3	7.4
April	5.3	5.6	5.4
May	7.2	6.5	6.9
June	7.8	7.7	7.7
July	9.1	10.0	9.6
August	7.9	11.6	9.9
September	11.0	11.5	11.3
October	8.2	6.8	7.5
November	10.0	7.1	8.5
December	10.4	6.1	8.1
TOTAL	100.0	100.0	100.0
NUMBER	881	916	1,797

NUMBER OF ROBBERIES FOR FIRST THREE MONTHS--1972

MONTH	ARMED		UNARMED		TOTAL	
	#	As % of 1971	#	As % of 1971	#	As % of 1971
January	80	9.1	64	7.0	144	8.0
February	76	8.6	70	7.6	146	8.1
March	81	9.2	53	5.8	134	7.5

PERCENTAGE DISTRIBUTION OF ROBBERIES BY SEASON

SEASONS	ARMED	UNARMED	TOTAL
Winter (Nov. - Feb.)	35.8	33.0	34.3
Spring - Autumn (Mar., Apr., Sept., Oct.)	32.2	31.2	31.7
Summer (May, June, July, Aug.)	32.0	35.8	34.0
TOTAL	100.0	100.0	100.0
NUMBER	881	916	1,797



PERCENTAGE DISTRIBUTION OF ROBBERIES  
BY DAY OF WEEK

DAY OF WEEK	ARMED	UNARMED	TOTAL
Sunday	11.4	12.4	11.9
Monday	13.0	13.3	13.1
Tuesday	14.5	15.0	14.8
Wednesday	14.2	12.1	13.1
Thursday	14.1	14.1	14.1
Friday	15.8	15.4	15.6
Saturday	17.0	17.7	17.4
TOTAL	100.0	100.0	100.0
NUMBER	887	911	1,798
UNKNOWN <sup>1</sup>	-(6)	5	-(1)
GRAND TOTAL	881	916	1,797

<sup>1</sup>

There is an unexplained error in the program which necessitated a net adjustment of seven in Armed Robbery and four in Unarmed Robbery to correspond to reported FBI figures.

PERCENTAGE DISTRIBUTION OF ROBBERIES  
BY TIME OF DAY

---

TIME OF DAY	ARMED	UNARMED	TOTAL
1:00 am - 3:59 am	17.2	14.7	15.9
4:00 am - 6:59 am	7.5	4.4	5.9
7:00 am - 9:59 am	2.2	2.6	2.4
10:00 am - 12:59 pm	6.8	7.3	7.1
1:00 pm - 3:59 pm	10.9	14.3	12.6
4:00 pm - 6:59 pm	12.0	19.3	15.7
7:00 pm - 9:59 pm	23.4	20.7	22.1
10:00 pm - 12:59 am	20.0	16.7	18.3
TOTAL	100.0	100.0	100.0
NUMBER	820	849	1,669
UNKNOWN <sup>1</sup>	61	67	128
GRAND TOTAL	881	916	1,797

1

Time span greater than 4 hours

If exact time is unknown but less than 4 hours the middle hour is used for coding purposes.

PERCENTAGE DISTRIBUTION OF UNARMED ROBBERIES BY  
BY TIME OF DAY AND DAY OF WEEK

TIME OF DAY	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	UNKNOWN	TOTAL
1:00 am - 3:59 am	23.5	15.5	11.5	10.0	9.8	12.1	20.5		14.7
4:00 am - 6:59 am	10.8	2.6	5.4	4.0	3.3	1.5	4.1		4.4
7:00 am - 9:59 am	2.9	3.5	3.1	3.0	1.6	1.5	2.7		2.6
10:00 am - 12:59 pm	1.0	3.5	13.8	7.9	9.8	9.1	4.8		7.3
1:00 pm - 3:59 pm	11.8	15.5	12.3	15.0	9.0	22.0	13.7		14.3
4:00 pm - 6:59 pm	15.7	28.4	14.6	21.0	24.6	16.7	15.8		19.3
7:00 pm - 9:59 pm	19.6	15.5	23.1	25.0	23.0	18.9	20.6		20.7
10:00 pm - 12:59 am	14.7	15.5	16.2	15.0	18.9	18.2	17.8		16.7
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0		100.0
NUMBER	102	116	130	101	122	132	146		849
UNKNOWN <sup>2</sup>	11	5	7	9	7	8	15	5	67
GRAND TOTAL	113	121	137	110	129	140	161	5	916

<sup>1</sup> If time span exceeds 4 hours, no hour is recorded.

<sup>2</sup> If time span exceeds 24 hours, no day of the week is recorded.

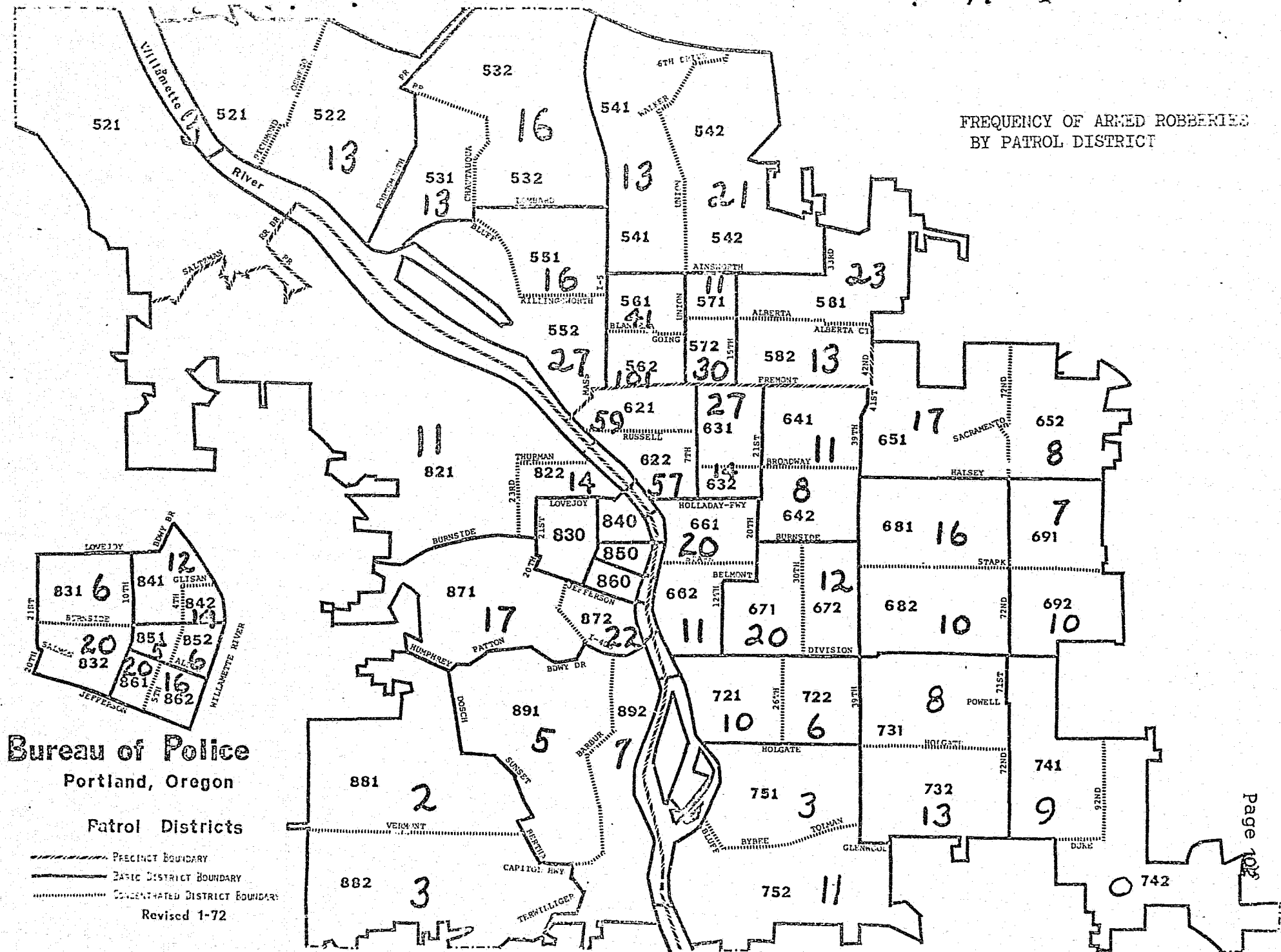
PERCENTAGE DISTRIBUTION OF ARMED ROBBERIES  
BY TIME OF DAY AND DAY OF WEEK

TIME OF DAY	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	UNKNOWN <sup>1</sup>	TOTAL
1:00 am - 3:59 am	22.0	20.0	17.2	11.3	19.3	12.9	19.3		17.2
4:00 am - 6:59 am	7.7	5.7	7.4	6.7	6.2	4.5	13.6		7.6
7:00 am - 9:59 am	1.1	4.8	.8	1.7	2.6	3.0	1.4		2.2
10:00 am - 12:59 pm	3.3	5.7	8.2	9.5	5.3	8.3	6.4		6.9
1:00 pm - 3:59 pm	6.6	10.5	9.8	13.0	10.5	15.2	9.3		10.8
4:00 pm - 6:59 pm	13.2	11.4	9.0	15.5	10.5	12.1	12.1		11.9
7:00 pm - 9:59 pm	25.2	20.0	27.9	20.7	26.3	25.8	18.6		23.4
10:00 pm - 12:59 am	20.9	21.9	19.7	21.6	19.3	18.2	19.3		20.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0		100.0
NUMBER	91	105	122	116	114	132	140	- 0 -	820
UNKNOWN <sup>2</sup>	10	10	7	10	11	8	11	-(6)	61
GRAND TOTAL	101	115	129	126	125	140	151	-(6)	881

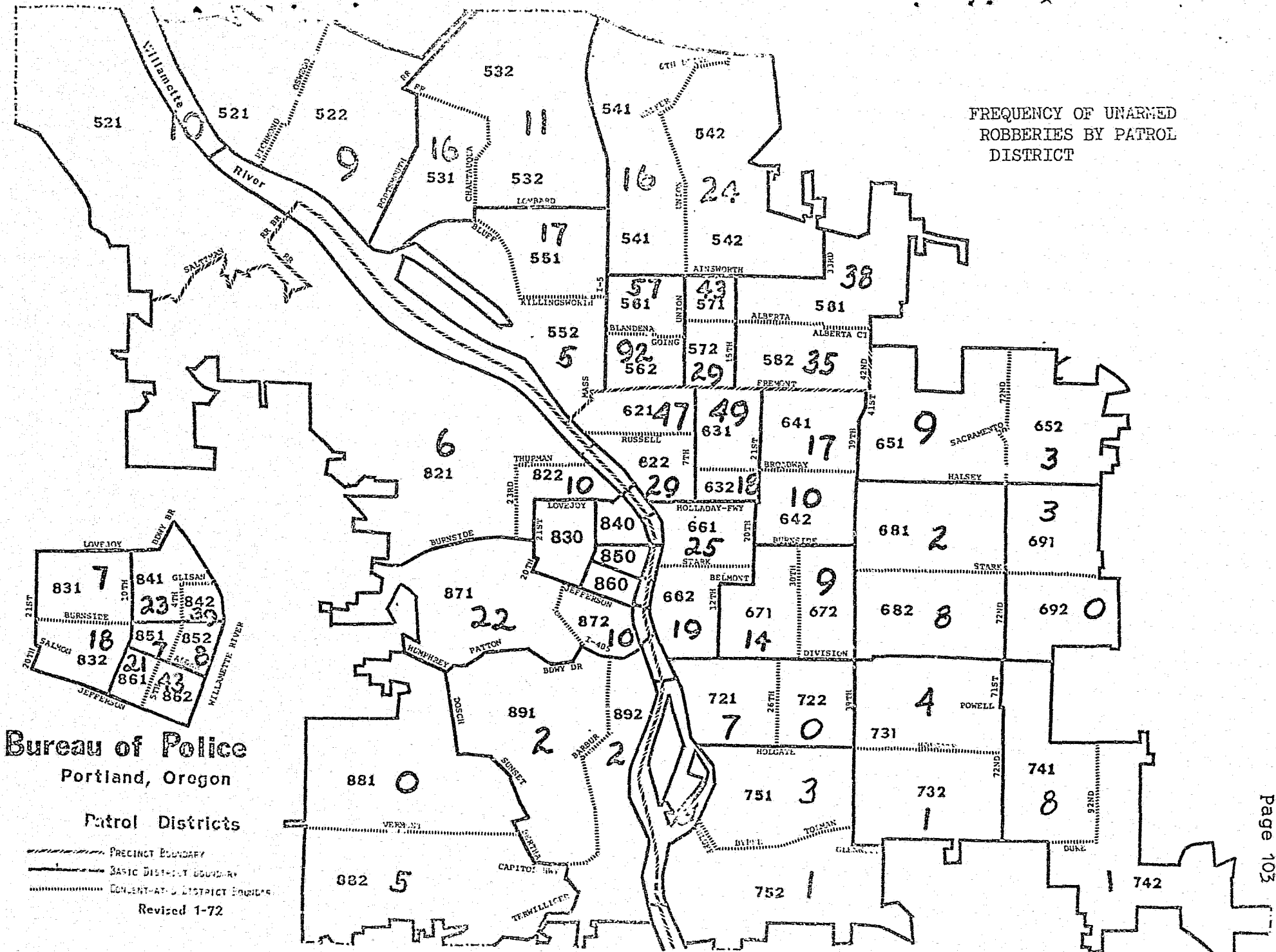
<sup>1</sup> If time span exceeds 4 hours, no hour is recorded.

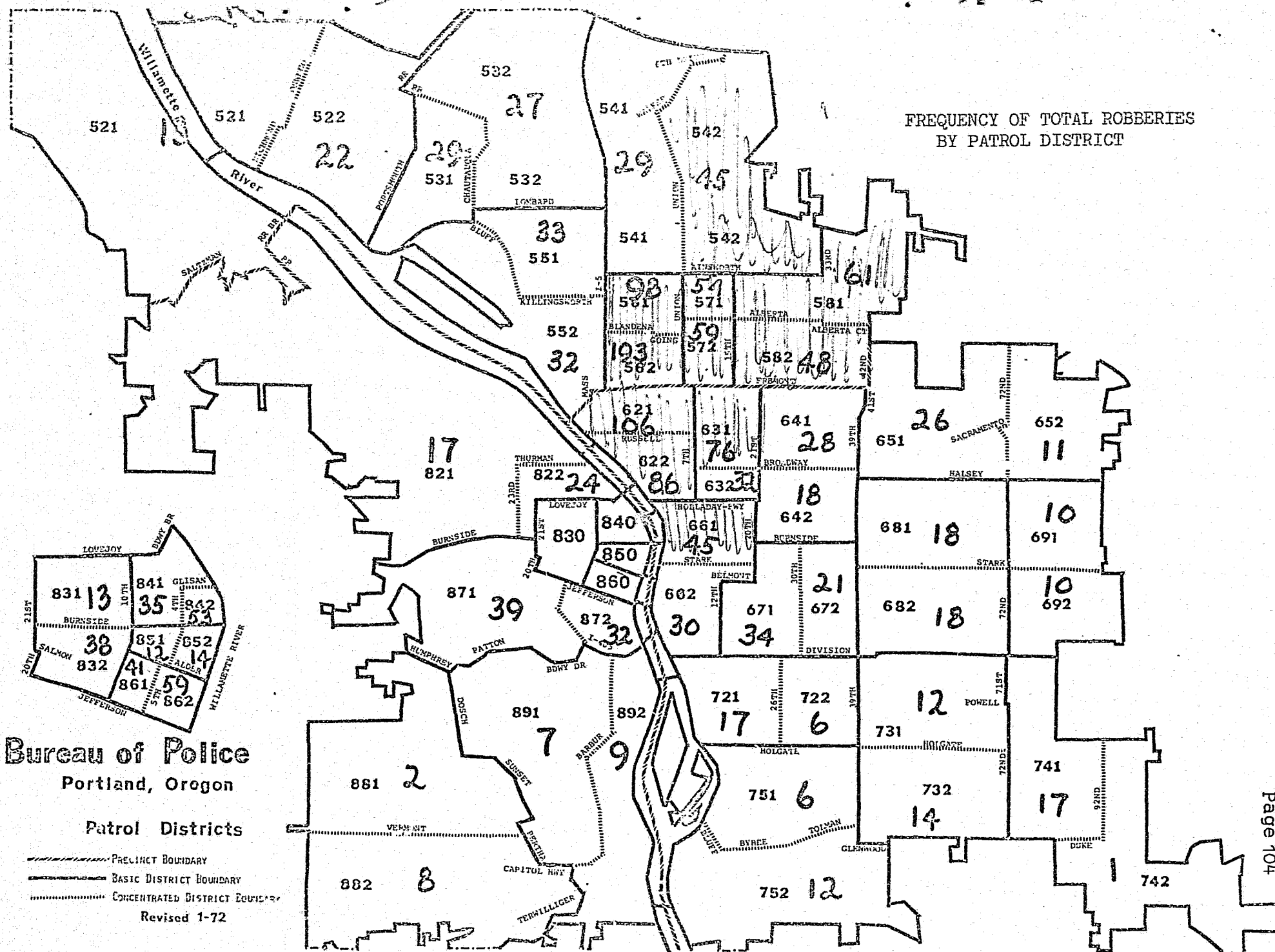
<sup>2</sup> If time span exceeds 24 hours, no day of the week is recorded.

# FREQUENCY OF ARMED ROBBERIES BY PATROL DISTRICT



FREQUENCY OF UNARMED  
ROBBERIES BY PATROL  
DISTRICT





PART B

ROBBERY -- THE DEFENDANT



PERCENTAGE DISTRIBUTION OF ROBBERY ARRESTS  
BY TYPE OF ROBBERY

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TYPE OF ROBBERY	OFFENSES	ARRESTS
Armed Robbery	49.0	45.2
Unarmed Robbery	51.0	54.8
TOTAL	100.0	100.0
NUMBER	1,797	323
PERCENTAGE OF TOTAL <sup>1</sup>		18.0

<sup>1</sup> Again, a meaningless number

PERCENTAGE DISTRIBUTION OF ROBBERY ARRESTS  
BY SEX OF DEFENDANT

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SEX	ARMED	UNARMED	TOTAL
Male	91.1	88.1	89.5
Female	8.9	11.9	10.5
TOTAL	100.0	100.0	100.0
NUMBER	146	177	323

PERCENTAGE DISTRIBUTION OF ROBBERY  
ARRESTS BY RACE OF DEFENDANT

RACE	JUVENILE	ADULT	TOTAL
White	20.0	39.5	33.8
Negro	80.0	54.8	62.2
Indian	-	5.7	4.0
TOTAL	100.0	100.0	100.0
NUMBER	95	228	323

PERCENTAGE DISTRIBUTION OF ROBBERY ARRESTS  
BY AGE OF DEFENDANT

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AGE	ARMED	UNARMED	TOTAL
Under 16	3.4	23.7	14.5
16 - 17	13.7	15.8	14.9
18 - 20	24.7	15.8	19.8
21 - 24	15.7	12.4	13.9
25 - 29	21.9	7.9	14.2
30 - 39	15.1	14.1	14.6
40 - 49	3.4	7.4	5.6
Over 50	2.1	2.9	2.5
TOTAL	100.0	100.0	100.0
NUMBER	146	177	323

**END**

7 ables/min