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PORTLAND LEAA HIGH IMPACT PROGRAM



9660

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December 8, 1972

Honorable Tom McCall
State Capitol Building
Salem, Oregon 97310

Dear Governor McCall:

It is a pleasure to forward to you the Impact Task Force Plan for reducing street crimes and burglary in Portland. This Plan has been ten months in the making and is a comprehensive response encompassing all components of the criminal justice system.

The principle obstacle that the Task Force has had to overcome was that most criminal justice agencies, state and local, had a great deal of difficulty in coming up with programs aimed at the specific problems with which the Task Force was charged. This was not due to a lack of will, but rather that many of these agencies have been starved for resources to perform the necessary planning and innovative thinking that was required. Many agencies were compelled to discard old myths, re-examine existing operations and programs, and think anew about their role in the criminal justice system. Such re-examination and innovation is often painful, and the agencies involved are to be commended because they met the challenge.

There are three factors in the planning process which I believe deserve particular attention:

The staff effort:

The principle planning effort was performed by the Office of Justice Coordination and Planning for the City of Portland and Multnomah County under the able leadership of Betsy Preston. Mrs. Preston and the members of her staff made a mockery of the eight-hour day by their tireless efforts to put together the plan. On several occasions they met with frustration and even heartbreak, but they got the job done.

There must also be mention of Mr. Brad Shiley and his staff who put together the monumental Data Appendix. The result of their work has given the Task Force and the public an exhaustive data base and examination of the existing criminal justice system from which hopefully intelligent decisions will be made.

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Cooperation between state and local government:

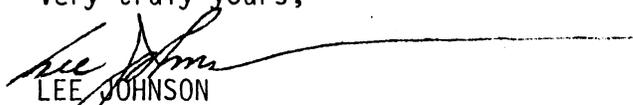
The criminal justice system has been plagued for many years by parochialism, but this has not been the case with the Impact Program. To the contrary, the overriding spirit which has characterized the deliberations of the Task Force has been one of cooperation and accommodation. The most striking feature of the enclosed plan is that it is truly a joint effort of the City of Portland, Multnomah County and the State of Oregon. It is living proof that city, county and state government can and indeed desire to work together to meet common problems.

The emphasis on corrections:

It should be noted that the plan allocated almost 70 percent of the available funds to adult and juvenile corrections. These decisions undoubtedly will be criticized by some. However, the inescapable conclusion that must be drawn from the data base developed by Brad Shiley and his staff and the testimony of all agencies concerned with criminal justice was that improvements in police, prosecution, and the courts will be futile until sufficient capacity is developed in the corrections system to accommodate those offenders who are already in the system. Consequently, providing that capacity became a matter of first priority.

The submission of this plan does not represent a conclusion of the Task Force work, but rather a beginning. The Task Force is still considering other programs, particularly in the area of drug treatment. The initial evidence available to the Task Force indicated that drug abuse may not be a significant factor in dealing with the target crimes of burglary and robbery. However, there is considerable question on the part of some of the Task Force members as to the efficacy of this data, and we believe that at least some sort of diagnostic capacity is probably necessary. Furthermore, the specific programs that are mentioned in the plan still have to be reviewed and undoubtedly will be revised and modified as time goes on.

Very truly yours,


LEE JOHNSON
Co-chairman
Impact Task Force

LJ:lae
Enclosure

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PORTLAND HIGH IMPACT PROGRAM

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P R E F A C E

The purpose of the LEAA High Impact Program is to support the development and implementation of innovative programs and projects to reduce the incidence of burglary and stranger-to-stranger street crime. The requirement that proposed programs be innovative is an attempt to discourage programs which simply enlarge existing criminal justice system activities without analyzing their strengths and deficits and without examining new approaches.

The uniqueness of the Impact Program lies principally in its emphasis upon particular offenses, i.e. burglary and robbery. Previous LEAA funding and criminal justice system financing have sought to achieve greater efficiency in the operation of the system's components. The mandate of the Impact Program is to shift the focus from system efficiency to system productivity, in order to determine why the system is unsuccessful in reducing crime and to remedy deficiencies rather than enlarging them. The limitation of burglary and robbery provides a focal point for a cross-system analysis of effectiveness; if no specific crimes had been delineated, the task of analysis and evaluation would have been even more complex and time consuming.

The PLAN resulting from this analysis places substantial emphasis upon the human services aspects of the crime control effort. The reason for this is that the apprehension and adjudication elements of the system are not dysfunctional. Although the police require additional resources and technology, they are to a substantial degree successful in apprehending

offenders. Similarly the courts function in a timely and orderly manner.

The effectiveness of the criminal justice system is determined by the extent to which all its parts contribute to the total effort. If the police are successful in their efforts, the total system goal will not be achieved unless the courts and corrections processes fulfill their role. The two attributes of an effective police function are deterrence and detection. The former addresses those individuals who may avoid criminal acts because they fear punishment. If the potential offender has good reason to believe that he will not be caught and punished, he will take greater risks. The detection role, the more measurable and tangible of the two, involves apprehending the offender once he has committed a crime. Unlike deterrence, detection is not an end in itself. If deterred, both potential offender and the community are better off. But detection achieves nothing more than securing the individual for "rehabilitation". It is successful rehabilitation that is the end of detection.

The failure of the criminal justice system is in its efforts to rehabilitate offenders. The police and courts are constantly re-processing the same people. Data in the PLAN and in the accompanying DATA reveal the staggering rates of recidivism -- if a house is burglarized or a citizen robbed, the chances are 7 out of 10 that the offender has not just committed an offense before, but has been previously convicted. It might well be said that once a person enters the criminal justice system, chances are that he will remain in it. Thus, it must be concluded that if the community is to experience a reduction of crime, a greater investment than ever before must be made in efforts to reduce recidivism. This same dismal cycle of recidivism provides the basic argument for crime prevention. If it is,

indeed, the fact that once a person becomes involved in the criminal justice system the chances of his extricating himself are poor, then the real prospect for crime reduction is in preventing the first offense from occurring.

The PLAN isolates the critical factors in the effectiveness of the criminal justice system as they relate to the ability of the system to deter crime and to prevent recidivism. Building upon all available information, a course is plotted for all elements of the criminal justice system and for the larger community to achieve a reduction in the incidence of the target crimes.

I N T R O D U C T I O N

A) The Planning Process

After the announcement that Portland was to participate in the LEAA High Impact Program, the various agencies serving the criminal justice system of Multnomah County were so informed and their program proposals solicited. The then City-County Justice Planning staff had personal contact with agency personnel in virtually every City, County, State, and private agency having any interest in possible participation in the Impact Program. The direction and guidelines of Impact were explained. Subsequently, there have been innumerable meetings, conferences and discussions with interested agencies to assist them in focusing and refining concepts they were developing for project submissions.

It has been the experience of the Planning Staff in this process that very few, if any, of the potential participants have well-developed planning capability. As a consequence, the staff has had to become directly involved in each agency's efforts to articulate program strategies, to develop program dynamics, reduce program descriptions, etc., to writing, design evaluation and in most instances become directly involved in program planning. It has been axiomatic since the outset of this process that the proposed administrative entity must be the motive force behind the program. The importance of this principle relates to the ultimate interest and capacity of the agency to bring the program to fruition and to make maximum use of the resources made available. The Planning Staff can assist, urge, and criticize, but it cannot usurp the responsibility of the operating agency. Thus, the program development process has

been lengthy and to some degree unproductive of the quality programs anticipated.

The balance of the planning process has been the development of the Plan itself. The Plan involves the identification of needs within the system to more effectively reduce the incidence of the target crimes. The unique character of the local problem is to be isolated and thereby those activities which will, in fact, correct, improve, and enhance the Criminal Justice System capacity to reduce crime identified for funding. This analysis requires a thorough knowledge and understanding of existing operations and services; the availability of data relating to crime incidence, victimology, offender profiles and agency and system capacities has been a severe problem. Much of the information required to make objective evaluations of the services of the system has either been unavailable or has required tremendous investments of time to isolate and reproduce in reliable and practical form. All this information is synthesized in Objective-related sections of the Plan. As further data and information is available, the Plan will be revised and refined.

As the two functions, program development and Plan development, come together, a final task of the staff has emerged: the criticism and screening of projects on the basis of relevancy to the Plan, suitability to the Impact guidelines, and capacity to bring about substantial change in the nature of fundamental service delivery.

Although planning funds are made available through LEAA, the staff is authorized to develop Goal-specific plans which will not be fundible through LEAA. Cooperation with other Federal agencies provides the opportunity to fund programs aimed at the reduction of burglary and robbery

but which are not eligible for LEAA funding, e.g. employment, education, and other "root cause" programs. The experience in dealing with other Federal agencies has been highly unproductive. Each of the agencies has its own, unique application process, its own peculiar local-Federal inter-ties and program priorities and strictures. In general, funds are not available for direct application and requests for technical assistance in substantive planning in a number of areas identified as critical to crime reduction, e.g. vocational training and general prevention planning have been fruitless.

B) The Plan

As presented, the PLAN constitutes the compilation of a variety of data bearing upon the criminal justice processes, the agencies within it and the persons who have contact with it. The critical areas of weakness and strength are identified and a variety of strategies to correct weaknesses and deficiencies suggested. The specific action programs are of two kinds: those which are being submitted for priority funding and those which are seen as the focus of the on-going program development efforts of the Impact Staff and the criminal justice community. As to the latter, it is anticipated that such activities will be addressed in forthcoming funding requests either to LEAA or other funding sources.

Restricting the ambit of the investigation of factors is difficult. Factors which relate to the process are virtually infinite and efforts which can and may be productive in the short and long term are limited only by the energy and imagination of those who examine the universe in question. Limiting considerations center upon the capacity of any community to support innovation in terms of administrative and planning capability.

The Plan, herein, is not final but rather the present state of the evolution of a multi-faceted data collection process, and of this community's response to the question: What can be done to reduce crime? The ultimate composition of the PLAN will be determined not only by future phases of the present process of analysis and development, but also the information, experience and insight achieved through the implementation of the priority action programs and project evaluation. The allocation of funds reflected

in the PLAN does not represent a firm commitment by the Task Force to fund a program at the stated amount. The applicant must prepare a detailed application and obtain both program and budget approval prior to projects being submitted for LEAA approval.

At such time as LEAA approval is secured, the implementation will proceed. It will be the continuing function of the Impact Staff to monitor programs and to advise the TASK FORCE on the achievement of stated goals and objectives. In instances where circumstances so dictate, project modification or termination may be sought if the project encounters difficulties, requires a change in program direction or appears to be incapable of achieving the purposes for which funding was provided.

C A V E A T

All references to DATA and to charts such as II-A-4 relate to the attached DATA Appendix which is bound separately.

c) Evaluation

The design of comprehensive program evaluation is a task beyond the expertise of the operating agencies. Expertise and prior experience in the evaluation of action programs is required to frame the issues, design recordkeeping systems and assist in the compilation and evaluation of data. In the process of data collection and program planning, staff has been constantly stymied by the absence or inadequacy of records from which pertinent historical and operational data can be drawn.

On the basis of staff experiences and the necessity for local policy-makers to have reliable information for further program development under Impact as well as decisions relating to program continuation after Impact funds are exhausted, it is proposed that professional individuals and/or firms be retained to design not only the schemes for program evaluation but also to assist the various components of the criminal justice system to establish planning and evaluation-oriented recordkeeping systems.

The form of the Performance Management System reflected in the pages of this Plan involves a series of objectives related ultimately to the reduction of crime. Each general objective constitutes in fact, a sphere of activity which is seen as bearing directly upon the success of the criminal justice system in controlling and reducing crime. Particular programs contemplate specific goal-oriented activities which will contribute to the general categorical objective and to the overall objectives.

Each segment of the criminal justice system as addressed here is

treated as a system:

1. Prevention
2. Justice Administration
3. Corrections

It is the intent of this Plan not only to treat these sub-systems as organizational and conceptual entities but also to achieve systematization in provision of services within each and thus ultimately within the total criminal justice system.

Consistent with the model of the Performance Management System each program will have a specific result-oriented objective. Evaluation will be based upon the achievement of the project milestones which must be identified in the evaluation design.

A separate Plan for Evaluation will be developed pulling together the evaluation components of each program proposal and organizing the totality into a rational whole which will be usable not only by the operating agencies but also by the Impact Planning Staff and the Impact Task Force to assist in the monitoring of projects.

HIGH CRIME AREAS AND THEIR SOCIO ECONOMIC CHARACTERISTICS

Data relating to the incidence of burglary and robbery in the City of Portland for 1971 has been utilized to establish target areas for efforts to reduce crime. See III-A-10, II-A-14. These areas are Police patrol districts for the Portland Police Bureau. There are a number of shortcomings for using patrol districts: they are not of equivalent size, but were established by the Police Bureau on the basis of the overall crime problems within the areas; the patrol districts are not readily transferrable into units from which demographic information can be obtained- census tracts. With these qualifications in mind and with the assumption that for the immediate future these districts will be the deployment units for the police, data was evaluated for the purpose of determining operational priorities vis-a-vis the target crimes:

A. The ten districts with the highest volume of target crimes are: 562, 581, 561, 582, 651, 542, 631, 522, 752, 671. Within these districts there were 3, 284 (30.4%) burglaries and 615(34.2%) robberies. MAP I.

B. The following are the 14 patrol districts with the highest rate of target crimes per square mile(over 400 crimes per square mile): 561, 562, 571, 621, 622, 631, 831, 842, 851, 852, 861, 862, 872, 832.

These fourteen districts which include only 4.64 square miles or 5.6% of the City's area account for 2,217 burglaries(20.6%) and 775 robberies (43.1%). Thus 23.7% of the target crimes occur in less than 5% of the City. MAP II

These districts are concentrated in two parts of the City: the core area of downtown Portland(Central Precinct) -- 8 districts and the Model Cities area -- 6 districts.

The eight Central districts account for 741(6.9%) of the burglaries and 262(14.6%) of the robberies, while constituting only 1.34 square miles or 1.6% of the area of the City.

The six Northeast patrol Districts account for 1,476 burglaries (14.7%) and 413 robberies(22.9%) and comprise 3.3 square miles or 4% of the City.

The computation by crime/ square mile identifies the core area districts which were not included in the previous analysis because they are so small in area that the absolute number of offenses are not high on a comparative basis. This area of only 1.34 square miles is the site of 12.5% of all commercial burglaries, 12.4% of all armed robberies, and 16.7% of all unarmed robberies.

Of the six Northeast patrol districts which have the high rate of target crime/ square mile, three (561, 562, 631) are also included in

those districts which have the highest absolute number of target crimes.

CENSUS CORRELATIONS

The following analysis of high crime areas for residential burglary and for robbery is based upon the combining of police grid statistics(the smaller unit of patrol districts upon which crime data is collected) with 1970 U.S. Census information. The police grids and the census tracts are not contiguous as the former was not designed with census tracts in mind. The basic units of the analysis are thus the smallest possible groupings (73) of these units in light of the need to preserve the integrity of each. The 73 groupings are for the total city.

The 51 groupings analyzed do not represent the entire city but rather, those areas which are either clearly target areas or the general high crime neighborhoods. Analysis on burglaries is limited to residential burglary due to the unavailability of information on the number of commercial establishments in each census tract.

The rate of residential burglary/ 1000 dwelling units in the City of Portland is 44. Analysis of the 51 possible high crime areas on the rate of residential burglary per 1000 dwellings produced 11 groupings of census tracts with a total rate of 75 burglaries per 1,000 dwellings. These census tract groupings are:

Census tract groupings	Rate of crime/ 1000 units
23.01, 23.02	129
24.01, 24.02	88
32	112
33.01	115
33.02	142
34.01, 34.02	137
35.02	81
36.01	111
36.02	80
37.02	87
39.01, 40.01	88

These fifteen census tracts account for 2,209 or 33.47% of such crimes in the City for 1971. Table B.

Similar analysis on robbery resulted in the identification of ten groupings, each with a rate of robbery per thousand residents in excess of 10/1000:

Census tract groupings	Rate of crime/ 1000 pop.
21	14.1
22.01	47.1
22.02	32.5
23.01, 23.02	45.3
32	12.1
33.01	16.7
33.02	15.5
34.01, 34.02	33.6
35.02	16.5
37.02	14.3

For the city the rate of robbery per thousand population was 5. These combined tracts account for 713 robberies or 39.7% of those crimes. Table C.

The census tracts identified for residential burglary and robbery are subjected to socio-economic analysis:

The initial variable is the percentage of single family dwellings within the tract. Unlike circumstances in other urban areas, Portlanders of all socio-economic statuses occupy single unit dwellings.

The Census information reflected shows the rank of the tract among the 150 census tracts of Multnomah County. A rank of (1) indicates that the area was highest in the rate of the variable being measured.

The Juvenile Court information, the last item in Table A, is in regard to dispositions of delinquency referrals for 1971, the ranks indicate the highest areas in referrals / risk population. The risk population is individuals ages 10-19.

Table A reveals relatively consistent levels of deprivation in these high crime areas. Not only is the offender a resident of these neighborhoods, so too is the victim. The profile of the areas is high volume of economic dependency, single parent homes, and concentration of minority groups.

In the tracts with the highest ranks of these variables, the percent of total children supported on ADC exceeds 60 percent, the percent non-white is 85.2%, the percent of families on ADC is 84.6%, the rate of females who are heads of the household is 32%. In regard to delinquency dispositions the top ranked census tract had 239.3 per thousand risk population.

The population of these 18 census tracts is 60,147 or 15.7% of the City. Combining all target crimes, commercial and residential burglary and robbery, these tracts account for a total of 4,076 such incidents or 32.3% of all reported offenses.

In connection with juvenile delinquency dispositions, the total risk population of the eighteen tracts is 10,880; there were 1,508 dispositions for a rate of 139/1000. The balance of the census tracts for the City had 2,874 delinquency dispositions at the Juvenile Court; the total risk population 54,689 or 52/100.

T A B L E A

SEE Table A-1

CENSUS TRACT	% single family dwellings	ADC children to total children	non-white	ADC families to total families	female head of household	Rate of delinquency dispositions to risk population 0-19
21	18.2%	11	27	12	12	23
22.01	39%	13	7	5	24	10
22.02	31%	1	6	1	1	55
23.01	60%	16	2	7	3	2
23.02	25%	2	8	10	6	18
24.01	80%	24	9	17	21	13
24.02	20%	10	19	25	10	26
32	B	18	11	18	22	11
33.01	B,R	17	5	11	4	12
33.02	B,R	7	4	9	7	4
34.01	B,R	4	3	8	8	3
34.02	B,R	3	1	6	2	1
35.02	B,R	20	14	24	49	49
36.01	B	14	10	16	18	6
36.02	B	33	15	41	42	34
37.02	B,R	21	13	20	28	56
39.01	B	53	17	32	39	14
40.01	B	8	22	13	5	9

CITY 66.7%

COUNTY 70.5%

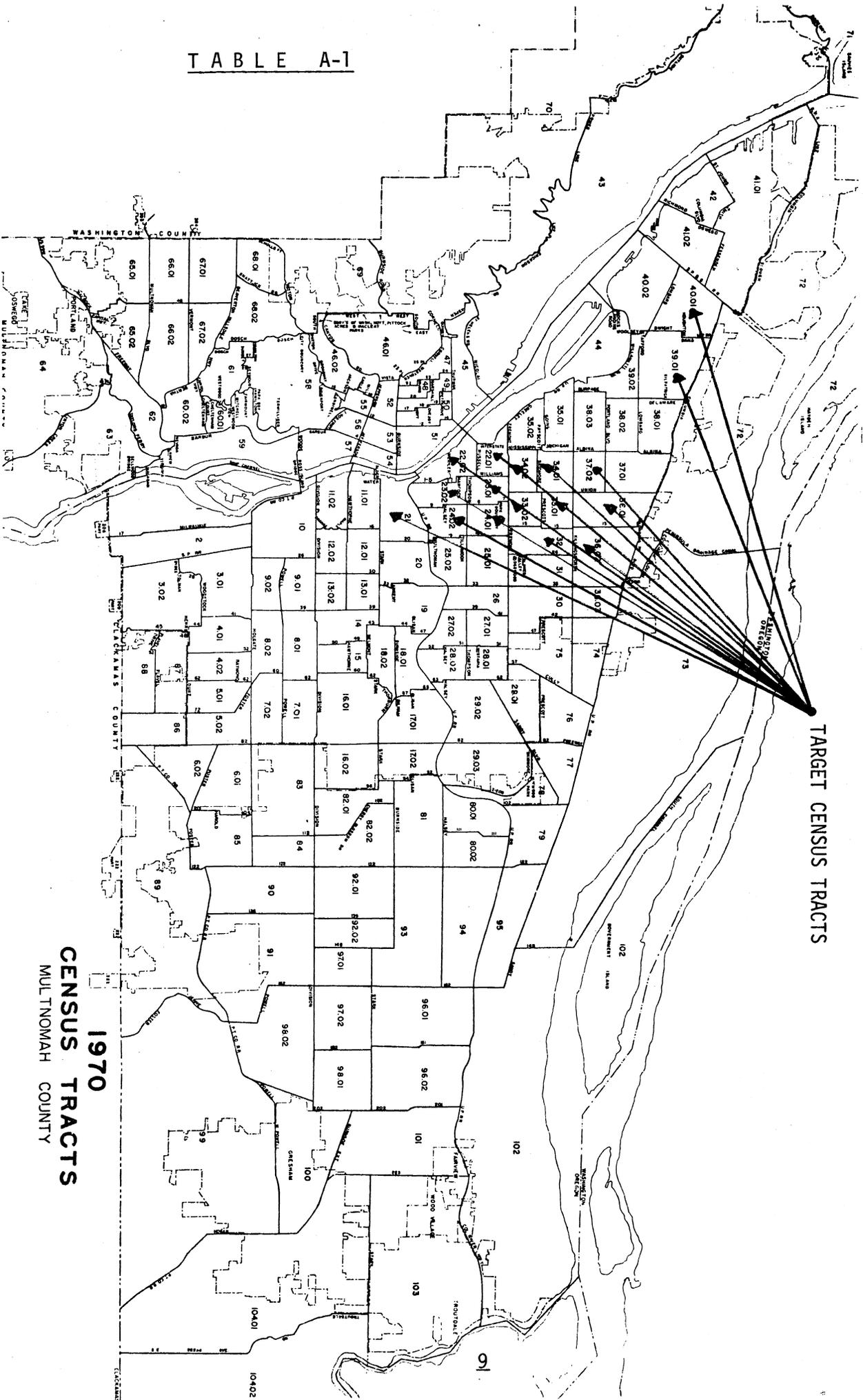
10.8%

6.0%

6.4%

11.6%

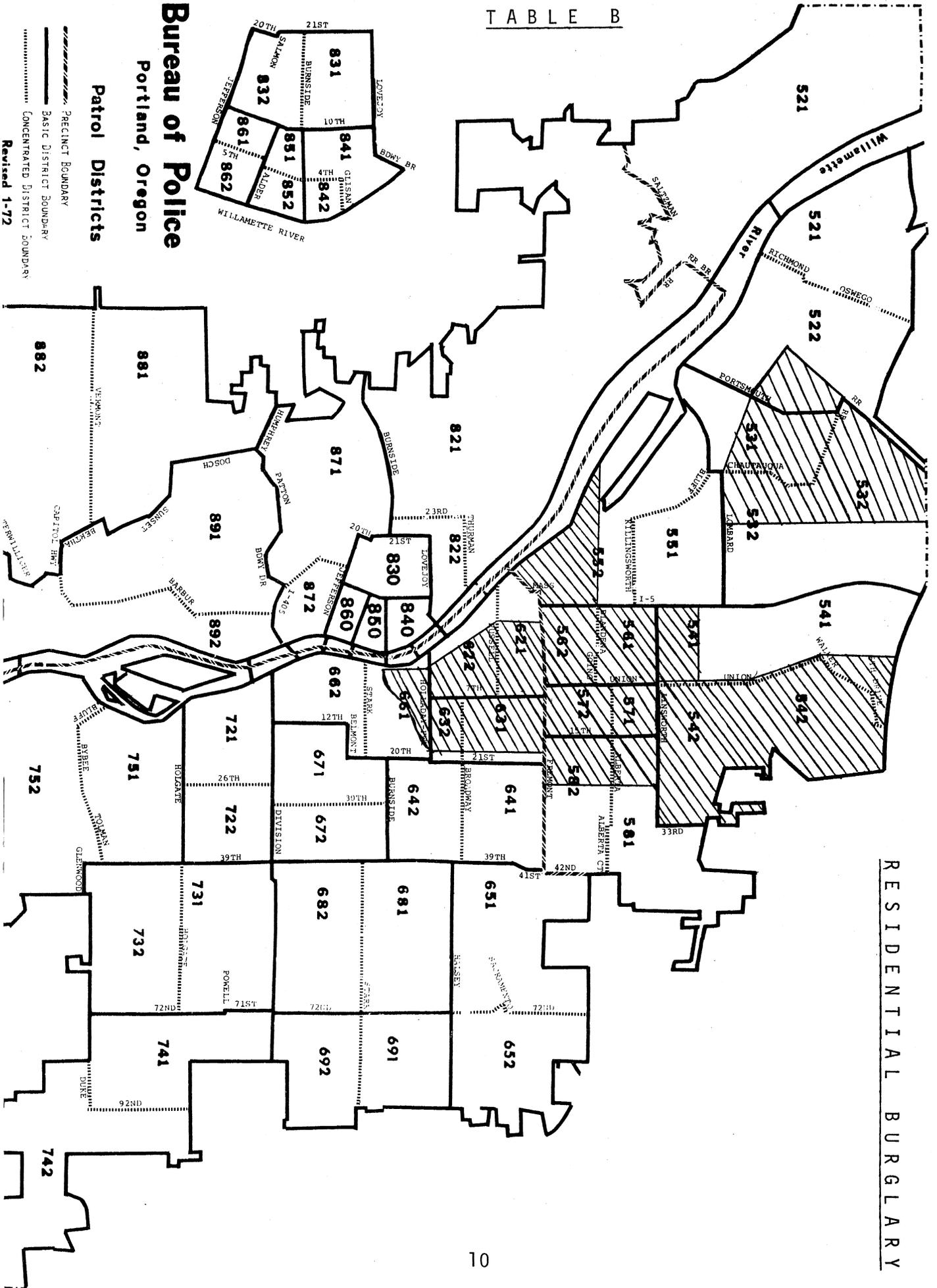
TABLE A-1



1970
CENSUS TRACTS
MULTNOMAH COUNTY

RESIDENTIAL BURGLARY

TABLE B



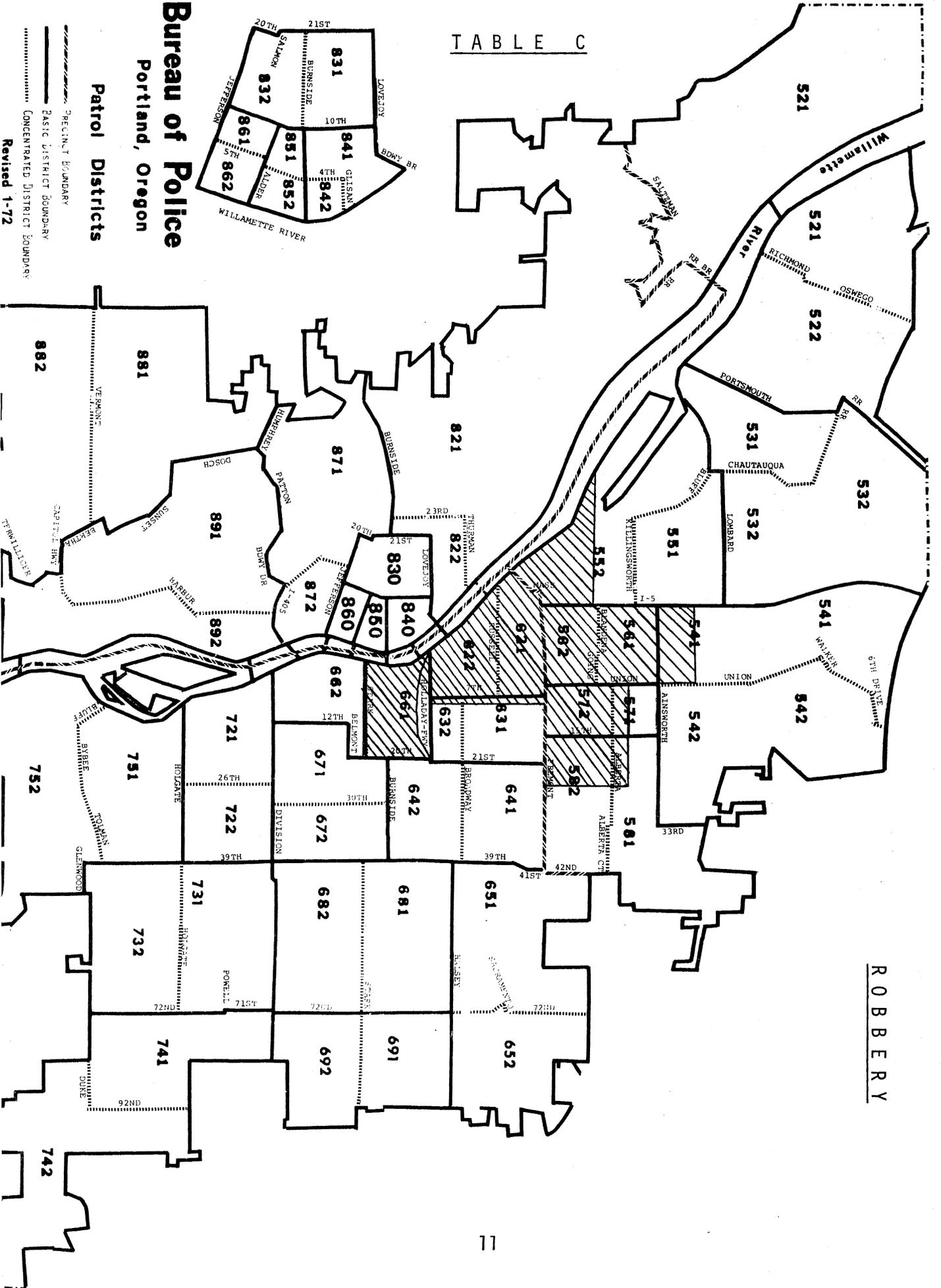
Bureau of Police
Portland, Oregon

Patrol Districts

- Precinct Boundary
 - Basic District Boundary
 - Concentrated District Boundary
- Revised 1-72

ROBBERY

TABLE C



**Bureau of Police
Portland, Oregon**

Patrol Districts

- PRECINCT BOUNDARY
- BASIC DISTRICT BOUNDARY
- CONCENTRATED DISTRICT BOUNDARY

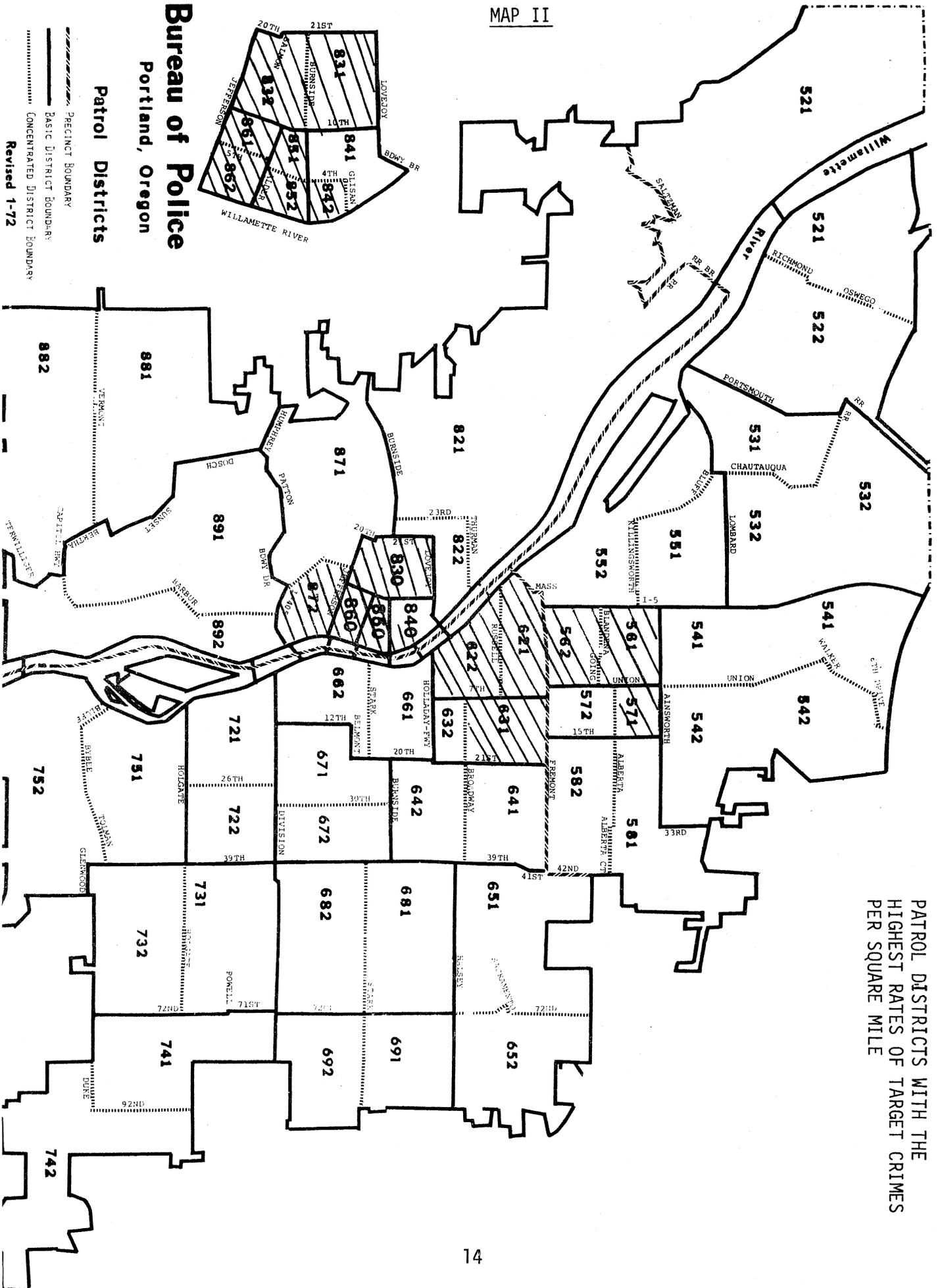
Revised 1-72

CHART 1
NUMBER OF TARGET CRIMES FOR EACH PATROL DISTRICT

Patrol District	Residential Burglaries	Commercial Burglaries	Armed Robberies	Unarmed Robberies	Total Burglaries	Total Robberies	Total Target Crimes
521	128	82	0	0	210	0	210
522	212	120	13	9	332	22	354
531	207	80	13	16	287	29	316
532	200	63	16	11	263	27	290
541	141	73	13	16	214	29	243
542	234	89	21	24	323	45	368
551	111	77	16	17	188	33	221
552	91	38	27	5	129	32	161
561	251	69	41	57	320	98	418
562	255	68	101	92	323	193	516
571	158	27	11	43	185	54	239
572	210	42	30	29	252	59	311
581	231	130	23	38	361	61	422
582	259	89	13	35	348	48	396
621	105	68	59	47	173	106	279
622	114	83	57	29	197	86	283
631	226	52	49	27	278	76	354
632	14	21	14	18	35	32	67
641	157	125	11	17	282	28	310
642	124	95	8	10	219	18	237
651	211	152	17	9	363	26	389
652	55	48	8	3	103	11	114
661	61	96	20	25	157	45	202
662	46	84	11	19	130	30	160
671	209	93	20	14	302	34	336
672	135	67	12	9	202	21	223
681	190	103	16	2	293	18	311
682	169	87	10	8	256	18	274
691	95	44	7	3	139	10	149
692	94	74	10	0	168	10	178
721	117	84	10	7	201	17	218
722	76	41	6	0	117	6	123
731	168	117	8	4	285	12	297
732	94	67	13	1	161	14	175
741	130	122	9	8	252	17	269
742	111	50	0	1	161	1	162
751	59	67	3	3	126	6	132
752	143	191	11	1	334	12	346
821	141	149	11	6	290	17	307
822	54	64	14	10	118	24	142
831	54	73	6	7	127	13	140
832	36	122	20	18	158	38	196
841	15	30	12	23	45	35	80
842	21	10	14	39	31	53	84
851	8	89	5	7	97	12	109
852	5	32	6	8	37	14	51
861	24	67	20	21	91	41	132
862	16	62	16	43	68	59	127
871	139	90	17	22	229	39	268
872	63	69	22	10	132	32	164
881	118	47	2	0	165	2	167
882	151	72	3	5	223	8	231
891	89	80	5	2	169	7	176
892	68	66	7	2	134	9	143
Total Reported	6,593	4,190	887	916	10,783	1,797	12,591

MAP II

PATROL DISTRICTS WITH THE HIGHEST RATES OF TARGET CRIMES PER SQUARE MILE



Bureau of Police
Portland, Oregon

Patrol Districts

- PRECINCT BOUNDARY
- BASIC DISTRICT BOUNDARY
- CONCENTRATED DISTRICT BOUNDARY

Revised 1-72

CHART II

<u>Square Miles</u>	<u>Pat. Dis.</u>	<u>Rank</u>	<u>Precinct</u>	<u>Total Target Crimes</u>
9.5	821	15	C	307
5.3	882	26	C	231
4.9	742	38	E	162
3.7	532	17	N	290
3.0	881	36	C	167
3.0	892	42	C	143
2.8	542	6	N	368
2.6	541	23	N	243
2.6	521	30	N	210
2.4	522	8	N	354
2.4	752	9	E	246
2.4	871	22	C	268
2.3	891	34	C	176
2.1	651	5	E	389
2.1	552	39	N	161
1.8	581	2	N	422
1.8	681	13	E	311
1.7	741	21	E	269
1.7	732	35	E	175
1.6	731	16	E	297
1.6	682	20	E	274
1.6	751	46	E	132
1.6	652	49	E	114
1.2	531	11	N	316
1.1	551	28	N	221
1.1	691	41	E	149
1.0	582	4	N	396
1.0	671	10	E	336
1.0	641	14	E	310
1.0	721	29	E	218
1.0	692	33	E	178
.9	642	25	E	237
.9	722	48	E	123
.8	572	12	N	311
.8	661	31	E	196
.7	631	7	E	354
.7	672	27	E	223
.7	662	40	E	160
.6	561	3	N	418
.6	622	18	E	283
.6	621	19	E	279
.5	562	1	N	516
.4	872	37	C	164
.4	822	43	C	142
.3	571	24	N	239
.3	831	44	C	140
.3	841	52	C	80
.2	862	47	C	127
.2	682	53	E	67
.1	832	32	C	196
.1	861	45	C	132
.1	842	51	C	84
.1	852	54	C	51
.04	851	50	C	109
83.2*				

TOTAL

10,794

The actual number of square miles is 90, the inaccuracy is due to the map and means of measurement.

I. PREVENTION

REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM
BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME

I. A. HIGH RISK GROUPS

The analysis of the criminal and personal histories of persons arrested for the crimes of burglary and robbery identified characteristics of the offender group. Those factors found to be statistically significant are posited as having either a causal or contributory relationship to the presence of the individual in the offender group. Identification of relevant preventive programs is based upon the provision of services to individuals who have characteristics which render them potential offenders. The statistically significant characteristics of the offender group are:

1. Juveniles.
2. Unemployed males under 25.
3. Model neighborhood residents.
4. Drug abusers.
5. School dropouts.
6. Children with prior contacts with the Juvenile Court for offenses other than target crimes.
7. Chronic truants.
8. Children who displayed chronic disruptive behavior in the primary grades.

The efforts of the criminal justice system in dealing with crime have traditionally focused upon the detection, apprehension, adjudication and rehabilitation of offenders.

It is clear that their efforts have failed: crime rates continue to rise; clearance rates are relatively low; and recidivism rates are soaring.

Crime occurrence, clearance rate, court and criminal history information on target crimes and target crime offenders in Portland reveals the following information:

	<u>1970</u>	<u>1971</u>
I. Reported Burglaries	9,476	10,794
Cleared Burglaries	2,369	1,727
Reported Robberies	1,624	1,797
Cleared Robberies	389	413

II. The average time from arrest to judgment in a burglary case in 1971 was 21.4 weeks.

The average time from arrest to judgment in a robbery case in 1971 was 18.8 weeks.

III. Of the adult burglary convictions in 1971, 73.3% had prior misdemeanor and/or felony convictions.

Of those juveniles sampled who were referred to the Juvenile Court in 1971 for burglary, 65.4% had prior referrals to the Court.

Of those adults sampled who were convicted of robbery in 1971, 64.9% had prior misdemeanor and/or felony convictions.

Of those juveniles sampled who were referred to the Juvenile Court in 1971 for robbery, 78.2% had prior referrals to the Court.

The failure of the system is the result of many factors including insufficient resources and ineffective utilization of resources, failure of the components of the system to coordinate the services to individuals and an unwillingness to implement inovative and fundamental institutional change.

Police, courts and corrections need to be strengthened through additional resources in personnel and equipment. The elements of the justice system must develop information systems and stronger management orientation to achieve more effective and appropriate allocation of existing resources.

Additional resources and refinements of capabilities will not reduce crime. To achieve the goal of reducing crime, the criminal justice system must reduce the number of individuals entering the system. Once an individual becomes involved in criminality, history has shown that correction is a long and expensive process. The prevention of criminal behavior and the prevention of entry into the criminal justice system has been posited by many experts as the key to significant long-term reduction in the crime rate. In the report by the President's Commission on Law Enforcement and the Administration of Justice¹ the Commission concluded

1. The Challenge of Crime in a Free Society, U. S. Government Printing Office, Washington, D. C., 1967.

that, "In the last analysis the most promising and thus the most important method of dealing with crime is by preventing it...." The Commission went on to say that, "Clearly it is with young people that prevention efforts are most needed and hold the greatest promise.... It is simply more critical that young people be kept from crime, for they are the nation's future. ...they are not set in their ways; they are still developing, still subject to the influence of the socializing institutions that structure - however skeletally - their environment."

Further it was the opinion of the President's Commission on Crime in the District of Columbia² that "Once a juvenile is apprehended by the police and referred to the Juvenile Court, the community has failed; subsequent rehabilitative services, no matter how skilled, have far less potential for success than if they had been applied before the youth's overt defiance of the law."

In addition to expert opinion, extensive research has demonstrated that certain pronounced socio-economic and behavioral characteristics of potential offenders can be identified and treated prior to any chronic delinquent or criminal involvement.

Studies regarding family cohesiveness³, early school misconduct⁴,

2. Report by the President's Commission on Crime in the District of Columbia, U. S. Government Printing Office, Washington, D. C. 1966, p.733.
3. a. Merton, Robert K. and Leonard Broom, Sociology Today; Basic Books, Inc., New York, New York, 1959.
b. Callard, Pauline, "Significant Differences between Recidivists and Non-Recidivists", British Journal of Criminology, 1967, 7:1, Jan. 93-101.
4. a. Reckless, Walter C. The Crime Problem, Appleton-Century-Crofts, 1950.

age at first referral⁵, frequency of court referrals⁶ and delinquent or criminal involvement by other family members⁷ among many others demonstrate the correlation of pre-offender characteristics and later entry into the justice system.

Other research findings on early learning deficiencies clearly demonstrates a high correlation between such difficulties and delinquency.⁸ For example, a study regarding reading levels of delinquent children in Hamilton County Tennessee⁹ revealed the following: Only 4 of 73 delinquent children tested ranked at their proper grade level. The other 69 ranked from 1 to 7 grades below their present grade placement in school.

Another study of the reading deficiencies of delinquent youth in Hamilton County, Tennessee in 1965 revealed that 94% of 125 children tested failed a standard reading and comprehension test.¹⁰ Other studies in Santa Clara County, California and Vancouver, B. C. have revealed a similar high correlation between reading deficiencies and delinquency.

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5. a. Duggan, Thomas J. and Charles W. Dean, "Statistical Interaction and Parole Prediction," Social Forces, 1969. 48:1, Sept, 45-49
 6. a. Sutherland, Edwin H., Principles of Criminology, Lippincott, 1947.
b. Ball, John C., and Alice Simpron "The Extent of Recidivism Among Juvenile Delinquents in a Metropolitan Area," Journal of Research in Crime and Delinquency, 1965, 2:2 July 77-84.
 7. Glueck Sheldon and Eleanor, Predicting Delinquency and Crime. Harvard University Press, Cambridge Massachusetts, 1959.
 8. Vancouver Assn. for Children with Learning Disabilities, A Brief on Children with Learning Disabilities, Vancouver, B. C., June, 1971.
 9. Shaffer, Grace. The Juvenile Delinquent has a Reading Problem, 2nd Annual Symposium on Juvenile Delinquency, 1967 Chatanooga, Tennessee.
 10. Optometric Advisory Committee on Juvenile Delinquency of the Southeast Tennessee Optometric Society, A Practical and Comprehensive Plan for Juvenile Delinquency Control, City Project, Chattanooga Tennessee, 1967.

In the words of the President's Commission on Crime and the Administration of Justice, "the high degree of correlation between delinquency and failure in school is more than accidental." Without adequate reading skills a child is seriously handicapped or actually prevented from acquiring the information and learning the occupational and social skills necessary for successful adjustment in our society. The inability of a child to achieve a modicum of success in school stimulates feelings of worthlessness which contribute as well to anti-social tendencies. Previous research findings along with information and expertise available locally provide a basis for the development of accurate pre-delinquent profiles and viable pre-delinquent treatment strategies.

A-1 PROVIDE OPPORTUNITIES FOR COMPREHENSIVE SERVICES WHEN PERSONS WITH HIGH RISK FOR CRIMINAL BEHAVIOR ARE FIRST IDENTIFIED.

Prevention programs and strategies must focus upon those individuals and groups of individuals who are likely to become involved in delinquent or criminal behavior. Articulation of common pre-offender characteristics is therefore essential to sound prevention planning. Criminal histories of adults and juveniles processed for the commission of burglaries and robberies provide the information needed to develop pre-offender profiles. Samples of records of juveniles referred to the Juvenile Court in 1971 for burglary and robbery and records of adults convicted of these crimes in 1971 reveals the following:

Juveniles Referred for Burglary

- a. 37.2% had been 12 years old or less at the time of their first referral to the Juvenile Court and 67.3% had no record of counselling at the Juvenile Court prior to the instant offense.
- b. 69% were enrolled in school at the time of their referral. 53% were chronically truant and 45.8% had exhibited chronic disruptive behavior in school. 99% had no record of school counselling.
- c. 37.8% were from families in which the head of the family was either unemployed or an unskilled laborer. 45.4% were from families in which other family members had been involved in criminal behavior. 57% had been abused and/or neglected by their parents.

Juveniles Referred for Robbery

- a. 34% had been 12 years old or less at the time of their first referral to the Juvenile Court. 43.3% had no record of counselling at the Juvenile Court prior to the instant offense.
- b. 47.1% were enrolled in school at the time of their referral. 50% had

been chronically truant and 46.9% had exhibited chronic disruptive behavior in school. 100% had no record of school counselling.

- c. 61.9% were from families in which the head of the family was unemployed. 65.5% were from families in which the head of the family was unemployed. 65.5% were from families in which other family members had been involved in criminal behavior. 52% had been abused and/or neglected by their parents.

Adults Convicted of Burglary

- a. 65% had Juvenile Court records.
- b. 69% had not completed high school and 39.4% had exhibited chronic disruptive behavior while in school.
- c. 82% had no job training and 98.8% had no stable or significant employment record.
- d. 44.9% had been neglected and/or abused by their parents.

Adults Convicted of Robbery

- a. 63.6% had Juvenile Court records.
- b. 76.1% had not completed high school and 46.3% had exhibited chronic disruptive behavior in school.
- c. 58.4% had no job training and 81.7% had no stable or significant employment record.
- d. 34.8% had been abused and/or neglected by their parents.

Additional data in regard to the general delinquent population provides information as to where the pre-offender is likely to reside:

	Risk Population (age 10-19)	Total Delinquency Disposition
Total within City of Portland	65,569	4,382
Model Cities Area	6,717 or 10.2% of total	1,016 or 23.2% of total
Southeast Portland	17,970 or 27.4% of total	1,196 or 27.3% of total

	Risk Population (age 10-19)	Total Delinquency Dispositions
St. John's Area	10,118 or 15.0% of total	837 or 19.1% of total

This data along with the research findings referred to previously indicate that the juvenile pre-offender is likely to be from a low-income family residing in the Model Cities, St. John's or S. E. area of the City. His parents or siblings are likely to be already identified in the criminal justice system. He is often neglected or abused by his parents and may have been referred to the Juvenile Court as a result. He is usually enrolled in school but is likely to exhibit serious learning difficulties in reading and other basic skills in the primary grades. He is likely to be chronically truant and generally disruptive or withdrawn in his classroom behavior. He is often referred to the Juvenile Court at an early age for petty delinquency. Despite the problem behavior and learning difficulty that he exhibits, he receives little if any counselling through either the school or the Juvenile Court. As a result his problems worsen and he often drops out of school. In the absence of alternative educational and training opportunities he is unable to obtain or maintain stable employment. Eventually, he enters the criminal justice system as a permanent client.

THE SCHOOLS

Although a high percentage of deviant behavior is developed prior to the child's entry into the school system, the school is the first social

institution in which the inappropriate behavior is manifested. Often, in fact, the child's earlier problems become more acute: separation from the insulating family unit may engender emotional or adjustment problems; learning difficulties ensue and often manifest themselves as withdrawn or disruptive classroom behavior.

The identification of anti-social behavior and tendencies occurs when a child creates disruption or deviates from the expectations of the normative community or school environment. Though the cause of the problem is beyond the child's control and not normally of his making, he is labelled by peers, teachers, parents and so forth as "the problem". Pressures are placed on the child through punishment and peer ostracism to conform. Negative self-image and growing frustration produce either further withdrawal or aggressive hostility. The child is often placed in special classrooms and may ultimately be forced out of the educational process altogether. This situation often leads to premature and chronic involvement in the criminal justice system.

The parent or teacher who seeks assistance with the problems of early childhood has limited options. The County Mental Health Department, the Morrison Clinic, Delauney Institute (as discussed in CORRECTIONS) provide family and individual counseling and treatment. These services generally require the payment of fees. The capacity of these programs is overtaxed and parents throughout the community, who have sought help, complain that services are unavailable until the problems have reached

severe proportions. Since the schools have not adopted an active role in assisting troubled children to gain professional help, many families never seek resolution to problems. The facilities for the severely disturbed child are not available when problems are first manifested: Parry Center, Edgefield Lodge are residential treatment programs for the child who is diagnosed as mentally ill. The treatment capacity of these two programs is limited to 50 and the former serves the entire state.

In those rare instances in which the identification of a problem and the decision to seek professional help occur, neither parent nor teacher is equipped to determine the nature of services to be sought or to identify appropriate resources. Furthermore, school staffs do not include persons skilled and informed in these matters: in the Portland Public Schools, there is only one elementary school with a full-time social worker. There is one other social worker responsible for elementary school problems; there are 96 such schools.

Accurate diagnosis involves the objective evaluation of complex factors relating to the environment and individual life experiences. The value of early identification of such factors is apparent: the younger the individual and the less settled his behavior patterns, the greater the potential for successful alteration of problem behavior and tendencies.

PROGRAM: EARLY INTERVENTION PROJECT

APPLICANT AGENCY: Portland Public School District No. 1

PROJECT DESCRIPTION:

The Early Intervention School Prevention Program will provide for the early identification and treatment of chronically disruptive children, kindergarten to 4th grade through a multi-discipline team of professional social workers, school personnel, and other professional services as necessary, to deal with the child and the family in the resolution of behavioral problems. This program is to operate in 13 primary schools in high crime and high referral areas of the City on a pilot basis. The schools are Ball, Portsmouth Middle and Clarendon in the high referral area of North Portland; Ockley Green, Humboldt, Faubion, King, Vernon and Woodlawn schools in Northeast and Buckman Kerns, Brooklyn and Richmond schools in Southeast Portland.

The assumption underlying this proposal is that schools will be more effective in preventing juvenile crime if young people maintain satisfactory performance within the school. Services are aimed at assisting young people to stay in school and achieve success.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$451,625	\$451,625	\$451,625	\$1,354,875
Grantee Contr.	<u>150,545</u>	<u>---</u>	<u>---</u>	<u>150,545</u>
	\$602,170	\$451,625	\$451,625	\$1,505,420

SCHOOL INTERVENTION PROGRAM
PORTLAND PUBLIC SCHOOLS

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOALS

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOALS

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM
BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME.

PROGRAM OBJECTIVES

A-1 PROVIDE OPPORTUNITIES FOR COMPREHENSIVE SERVICES WHEN PERSONS
WITH HIGH RISK FOR CRIMINAL BEHAVIOR ARE FIRST IDENTIFIED.

OPERATING PROJECT ACTIVITIES

A-1.1 PROVIDE COMPREHENSIVE SERVICES TO CHILDREN WITH CHRONIC
PATTERNS OF DISRUPTIVE BEHAVIOR AND EMOTIONAL DIFFICULTIES IN
13 TARGET SCHOOLS.

A-1.2 PROVIDE REMEDIAL EDUCATION AND SKILL TRAINING TO IDENTIFIED
TARGET CHILDREN IN 13 TARGET SCHOOLS.

A-1.3 PROVIDE SPECIALIZED TRAINING TO PROFESSIONAL STAFF,
VOLUNTEERS AND PARENTS.

THE POLICE

It is the police officer more than any other public servant who sees the results of the inadequacies in the criminal justice system; and therefore, it is he who is most cognizant of the need to prevent young people from entering that system. He is usually the first person in the system to have contact with the potential offender. Although no data is captured regarding juvenile contacts which do not result in referrals to the Juvenile Court, it is the consensus of policemen that such contacts far exceed those which do result in formal action. Informal contacts are with children involved in a variety of problems: the child having difficulty with his family; the child who begins associating with a delinquent peer group; the truant child; the runaway child; the abused and neglected child, the child who is beginning to experiment with drugs and many other children experiencing a variety of problems. Thus, in terms of prevention, the police officer must be both a source of information and a constructive link between the pre-delinquent and needed services.

Currently, the information available to police officers regarding the pre-delinquent is neither captured nor utilized except by the individual policeman. His alternative with regard to the pre-delinquent are highly restrictive and often undesirable. He can release the child to his parents or refer him to the Juvenile Court knowing that in many instances the child would benefit from services external to the criminal justice system. If the role of the policeman as a prevention agent is to be realized, systems must be developed to capture and share the information

he possesses, and to enable the policeman, working with parents, schools and treatment resources, to direct the potential offender to appropriate services.

JUVENILE COURT

The Juvenile Court has exclusive original jurisdiction over dependent and delinquent children in Multnomah County. The Court is recognized as the most appropriate agency for the provision of services to youngsters charged with serious delinquent offenses including the target crimes of burglary and robbery. However, the capability of the Juvenile Court to deal effectively with such children is severely handicapped by high counselor caseloads. (See Corrections.) Over the past several years more than 50% of all delinquency referrals were for status offenses: curfew violations, truancy, running away, incorrigible, possession of alcohol, etc. The following data illustrates this phenomenon.

	<u>1970</u>	<u>1971</u>
Total Delinquencies	7,985	8,155
Status Offenses	4,473 or 56% of total	4,275 or 52.4% of total

	<u>1970</u>	<u>1971</u>	<u>% Change</u>
Truancy	295	180	-64%
Runaway	1,949	1,965	+.8%
Ungovernable	1,115	1,210	+9%
Curfew	691	615	-17%
Possession of Alcohol	423	305	-39%

In 1971 some 11,131 children referred to the Juvenile Court were screened at intake and judged not requiring Court services. Since no record is kept on such referrals a statistical breakdown of their nature is not possible. However, it is the consensus of the intake counselors handling these referrals that the majority of them are for curfew, mild incorrigibility etc. The fact that no records are kept in these referrals prevents assessment of the relationships between such contacts and later, more serious, delinquencies. Conversely, it is not possible to determine if appropriate intervention at the time of referral for minor behavioral problems would prevent serious delinquency.

YOUTH SERVICE SYSTEMS AND THE DIVERSION
OF STATUS OFFENDERS

The experience of the police, the schools and youth serving agencies suggests that many status offenders referred to the Juvenile Court do not receive services. All too often when introduced into the juvenile justice system, the child's behavior is identified as delinquent and the child and the community reinforce this characterization.

Although many of the children in these classifications are in need of intensive services within the juvenile justice system, many are not. The considerable numbers of such cases being processed by the juvenile court handicaps its ability to provide intensive services to those status offenders and law violators who are in need of the services of that agency. The use of the authority of the juvenile court in status offense matters is necessary when problems become chronic or the child

3. determining the unmet needs for such services; and 5. advocating the provision of services not presently available.

There currently exists only one agency which could serve as a youth service agency for diverted status offenders and other pre-delinquent youth. This agency is the Counterpoint Youth Services Bureau which serves youth 14-18 in the high referral area of S. E. Portland known as Lents. Additional youth service agencies in the high referral areas of St. John's, Model Cities and inner S. E. Portland are necessary to establish a coordinated network of agencies serving the diverted status offender and other pre-delinquent youth. The development of this youth service system will enhance the capability of the Juvenile Court to deal effectively with target crime and other serious delinquency matters. Schools, police and parents will have viable referral alternatives for pre-delinquent children and will have the assurance of adequate attention and appropriate services.

PROJECT TITLE: Youth Services Center

APPLICANT AGENCY: City of Portland (Model Cities)

PROJECT DESCRIPTION:

The goal of the Center is to divert target youths from the criminal justice system by providing opportunities for manpower development, alternatives in education, and counseling. The Model Cities area is both the highest crime incidence area in the City and the area with the greatest rate of delinquency problems. The Center will link youth with service delivery systems by mobilizing a variety of services and resources in the community, by facilitating access of youth to needed services and by eliciting services to meet unmet needs.

The Center will serve those youth diverted under the program being developed by the City of Portland Office of Youth Diversion, those diverted from contacts with other agencies in the MC area, parental referrals, and self-referrals.

Match is provided by volunteer, donated, and release time of agency, area, and volunteer staff, at only the cost of the volunteer coordinator's salary: \$10,200 a year investment on a \$70,000 return.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$146,665	\$138,355	\$138,355	\$423,375
Grantee Contr.	<u>76,900</u>	<u>74,400</u>	<u>74,400</u>	<u>225,700</u>
	\$223,565	\$212,755	\$212,755	\$649,075

YOUTH SERVICES BUREAU
CITY OF PORTLAND

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE
SYSTEM BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE
CRIME.

PROGRAM OBJECTIVES

A-1 PROVIDE OPPORTUNITIES FOR COMPREHENSIVE SERVICES WHEN PERSONS
WITH HIGH RISK FOR CRIMINAL BEHAVIOR ARE FIRST IDENTIFIED.

OPERATING PROGRAM ACTIVITIES

A-1.1 TO DIVERT YOUTH FROM THE CRIMINAL JUSTICE SYSTEM BY
PROVIDING COMPREHENSIVE COMMUNITY BASED PROGRAMS TO MEET THE
COUNSELING, VOCATIONAL AND RECREATIONAL NEEDS OF YOUTH IN THE
MODEL CITIES AREA.

DRUG ABUSE TREATMENT

There are no adequate programs for dealing with the drug problems of either the adjudicated or pre-delinquent youth. In fact, the actual parameters of the drug abuse problems among youth are unknown. It is however the opinion of school officials, police officers, juvenile court counselors and other youth workers that the drug abuse problem among youth is "extensive". It is the further opinion of professionals that most drug abuse among children involves amphetamines and barbiturates.

It is reasonable to assume that involvement in drug usage for an extended period of time will result in interpersonal conflicts which may require residential care. Rehabilitative services should encompass a program of community treatment and in more severe cases residential care.

At present Outside-In, an emergency crisis intervention referral service, Project Outreach (Cleveland High School), a group counseling program operated by Morrison Clinic, and the Drug Treatment and Training Program, Alcohol and Drug Section, are the only programs offering voluntary services for young drug users. The federally funded "JANIS" program proposes the establishment of residential centers for drug treatment for adjudicated youth. (See Corrections)

A comprehensive effort is necessary to provide accurate identification of the drug abusing youth population and to provide the broad based community treatment and residential care for the delinquent and pre-delinquent drug abuser.

The foregoing discussion has touched upon critical areas in: parent training, teacher training, utilization of police officers as prevention agents, diversion of status offenders and comprehensive youth service systems to meet the needs of disruptive school children and potential offenders. Programs which aggressively address these problems would be a necessary, initial step toward reducing the number of individuals entering the criminal justice system. It is misleading, however, to conclude that such programs would be sufficient to meet the challenge of preventing criminal behavior. A balanced judgment would seem to be that before crime can be significantly reduced on a long-term basis, a massive effort must be initiated and maintained to attack the conditions of life that underlie it. Again, as pointed out in the Report by the President's Commission on Law Enforcement and the Administration of Justice "It is inescapable that juvenile delinquency is directly related to conditions bred by poverty...the vast differences represented in official statistics cannot be explained by differential police or court action toward children of varying backgrounds...there are in fact real differences leading to more frequent assaults, thefts and breaking and entering offenses in lower socio-economic areas of our urban centers." These assertions by the Commission in speaking of national problems are nonetheless true for the City of Portland. Those areas of the City having the highest indicators of poverty have also been identified as having the highest rates of crime and delinquency. (See High Crime Areas)

This information indicates that neither the schools nor the criminal justice system can, by themselves, prevent criminal behavior.

A-2 IMPROVE THE ABILITIES OF MEMBERS OF HIGH RISK GROUPS
TO PROVIDE FOR THEMSELVES THROUGH EDUCATION AND
EMPLOYMENT TRAINING AND PLACEMENT.

ACADEMIC AND VOCATIONAL EDUCATION - JUVENILES

Early identification of children who would benefit from specialized schooling is essential to the effectiveness of the programs in deterring anti-social and deviant behavior. Schools are expected to supplement parental responsibility in the socialization of the child. Since this position requires educators to assume the dual role of teacher and disciplinarian, the effectiveness of a teacher is reduced. The standardized curriculum of public schools does not meet the needs of many children; inability to benefit from the educational process isolates the child and creates in him a sense of failure and worthlessness. The further complication of overcrowded classrooms and the lack of individual attention to his needs compounds the attitude of worthlessness, which receives its final reinforcement when the teacher labels the child as slow or an underachiever. Assigned this label, the child is ostracized by his peers and is viewed by his teacher with limited expectations. Since little is expected of him, he accomplishes little and as a result the educational experience becomes one of a growing list of institutional and personal failures. Besieged with these early failures, anti-social and deviant behavior is manifested.

Statistics demonstrate a correlation between target offenders and low educational achievement, chronic unemployment, and low skill levels. (Chart II-E-3,4, III-#-3,4) The identification of youngsters who are not succeeding in standard school programs and the provision of an alternative educational process which will prepare him for a constructive adulthood will contribute to the prevention of criminality. Education

ADAMS - Sample 100% (133)
 53% (71) had involvement with the Juvenile Court
 47% (62) were not involved with the Juvenile Court

CLEVELAND - Sample 100% (102)
 61% (62) had involvement with the Juvenile Court
 39% (40) were not involved with the Juvenile Court

GRANT - Sample 100% (82)
 56% (46) had involvement with the Juvenile Court
 44% (36) were not involved with the Juvenile Court

JEFFERSON - Sample 100% (113)
 59% (67) had involvement with the Juvenile Court
 41% (46) were not involved with the Juvenile Court

ROOSEVELT - Sample 100% (123)
 63% (77) had involvement with the Juvenile Court
 37% (46) were not involved with the Juvenile Court

WASHINGTON - Sample 100% (77)
 64% (49) had involvement with the Juvenile Court
 36% (28) were not involved with the Juvenile Court

The data indicates that the potential juvenile offender is likely to reside in the St. John's, Model Cities, or Southeast area of Portland and thus have been enrolled in one of the six high schools mentioned previously. He is likely to be disinterested in classwork and often seriously lacking in basic skills. He is chronically truant, with a history of delinquency and an early involvement with the Juvenile Court. As a result of these factors and general social or behavioral problems while still enrolled, the potential offender is likely to withdraw from school without having enrolled or had access to any vocational or remedial skills program and not having acquired any employable skill or academic ability.

For the male student not in need of basic skills development there is

enrichment programs and vocational training improve the individual's opportunities to secure employment.

The approach to vocational education for juveniles may be divided into two categories: facilities and programs for those in need of basic skill development to enable them to enter into a vocational training program, and facilities and programs for those students not in need of basic skill development, but who require improvement of basic academic skills. Without educational credentials, the young person is not prepared to meet the demands of a highly technical society. Research shows a strong correlation between those students involved in delinquent behavior and a lack of academic skills. The provision or **enhancement** of both vocational education and basic educational skills are necessary in order to prepare the young person for meaningful employment.

There are six high schools in the target area - Adams, Cleveland, Grant, Jefferson, Roosevelt, and Washington. These six high schools, of a total of 14, accounted for 45% (630) of the total number of dropouts (1432) from the Portland Public Schools in 1971-72. Sixty-three percent (63%) of the dropouts were male (395) 37% were female (235). Five of the six (Cleveland being the exception) are located in North or Northeast Portland. The students who have dropped out of the target area schools have had extensive involvement in the Juvenile Court. Of the dropouts from the target schools in 1971-72, 59% have had at least one case opened on them at the Juvenile Court. The breakdown of individual schools is as follows:

only one comprehensive vocational high school in the Portland Public School system - Benson Polytech. Although all of the high schools offer some form of vocational education, only Benson (and James Monroe for girls) provides the extensive academic and vocational preparation necessary for apprenticeship and/or skilled employment.

The Benson curriculum includes three different programs. For the student interested in skilled craft training, the program provides for vocational competence and trade-related training. The student intending to go to college is given a general academic and technical background. For the student uncertain about his plans, the school offers exploratory mechanical experiences, technical skills, and a broad academic background.

Entrance into Benson is selective and competitive. The procedure includes teacher recommendation, reading level, and mathematical ability. No remedial training is available. In 1971/72 670 students applied and 550 were accepted for the freshman year; the school has a capacity of 1,900.

In addition to the vocational and academic training, a work experience option is available. The work experience must be related to the student's major shop program and is creditable towards graduation. Work experience and full-time employment placement is aided by a full-time job placement advisor, and direct contact with prospective employers. The eight shop foremen assist the job placement advisor in recommending students for employment or apprenticeship.

Of the 250 seniors in 1971-72, 125 were placed in apprenticeship as their senior year program. Apprenticeship placements are in the program of instruction the student has pursued and are available only in the senior year.

With regard to the high risk and target population, admission into Benson is remote as the entrance requirements exclude the student with basic skill deficiencies; entrance is highly competitive and personal counseling service is not available.

Other than Benson and Monroe, the Portland Public Schools offer vocation courses as optional classes (referred to as Career Education), but there are no coordinated vocational programs. There is work experience available but with no coordination or connection with apprenticeship programs or potential employers. Jobs are awarded on a first come, first serve basis, with no follow up. The courses available in each school are as follows:

ADAMS: Nurses/Aide orderly skill training, automotive and general mechanics classroom instruction, on-the-job training at Providence Hospital, Vocational Metals, Building Construction. 76 students enrolled, capacity of 160.

CLEVELAND: Work experience, medical, clerical programs at the Osteopathic Hospital, horticulture, and cooperative technical programs in cooperation with Benson and Monroe.

FRANKLIN: Paramedical hospital work, medical, clerical work and power mechanics and on-the-job training at Portland Adventist Hospital.

GRANT: Medical, clerical training grades 11 and 12. On-the-job training at Providence Hospital. 75 students enrolled, capacity of 96.

JACKSON: Automotive shop, closed circuit T. V. and broadcasting experience, work experience. 50 students enrolled. Capacity of 96.

JEFFERSON: Automotive shop, closed circuit T. V. and broadcasting experience, work experience. 50 students enrolled. Capacity of 96.

LINCOLN: Business, distributive education, work experience, health occupations.

MADISON: None

MARSHALL: Food service program, building construction, distributive education and work experience.

ROOSEVELT: Automotive, Institutional Food, Building construction, vocational metals. In 1971-72, 104 students were enrolled in these courses. Capacity is 128.

WASHINGTON: Vocational preparation in medical, clerical, horticulture and engineering aide, work experience. In 1971-72, 26 students were enrolled. Capacity of 64.

WILSON: Metals, drafting, wood-working, electricity-electronics, business education, art marketing, paramedics, and institutional food service.

The only major agency involved with job placement, counselling, and referral is the Youth Opportunity Center. Serving youth 16-21 years old, the Center provides aptitude testing, counselling, placement and referral. It is the exclusive referral source for Residential Manpower. In 1971, it served 14,000 persons; of those 3,600 were placed in non-agricultural employment, 1,300 were placed in some form of vocational training, and 4,200 were referred for additional counseling.

In addition to the regular school system, the Multnomah County Juvenile Court operates a school program for all grades for students in detention. The purpose of the school is to insure that detained juveniles continue their school work. There is no vocational training, job counseling, or job referral offered. Some field counselors do assist clients in finding training and employment, but there is not any consistency in this area.

School officials identify the need for one or perhaps two more vocational schools to serve all of the young people who desire the type of education available at Benson.

REMEDIAL EDUCATION - JUVENILE

There are three schools that serve the student with basic skill deficiencies and who are dropouts or potential dropouts: Vocational Village and Residential Manpower and Albina Youth Opportunity School.

There is only one remedial skills program presently available in the North/Northeast area -- Albina Youth Opportunity School (A.Y.O.S.). Initiated in 1967, the program provides an alternative to the public schools for dropouts and those students with basic skills deficiencies. Serving approximately 100 students per year, A.Y.O.S. seeks to enable students who have experienced difficulties or failure in school to acquire the basic skills that will permit them to successfully reenter the school system and obtain a diploma. The students enrolled in A.Y.O.S. have had considerable involvement with the criminal justice system. Of the 131 students enrolled in 1971-72 83 % had contact with the Juvenile Court.

The school lacks a vocational training component due to a lack of money for facilities, equipment, and appropriate staff. The staff supports the introduction of vocational training in that many of the persons served are not academically inclined and vocational training offers the only real prospect for a productive adulthood.

Initiated in 1968, VOCATIONAL VILLAGE provides an elementary vocational education in addition to academic offerings that are focused upon improvement of basic skills. Concentrating on dropouts and potential dropouts, the school served 731 students in day and evening programs in 1971-72. Referrals from the Juvenile Court comprise 30% of the total, 50% are from the schools and 20% self-referred.

Of the total student population (731) 171 graduated, 310 are still attending, and 250 had dropped from the program. The dropout rate from the program is very high but is misleading in that dropouts are permitted to re-enter, in some cases several times. Directed towards acquiring basic vocational skills to prepare them for subsequent employment or additional training, each student plans a program with his advisor that includes vocational and academic courses and work experience. This program is creditable towards a public school diploma which is acquired by one-third of the students.

The work experience component of the program allows the student to work with a journeyman supplied by the union at a wage of \$1.65 per hour for 15 hours a week. Upon the recommendation of the journeyman, 5 students are placed in apprenticeship programs each year, after completion of the work experience and the acquisition of a high school diploma or G.E.D. Vocational training and work experience is offered in the following areas:

1. Food Services (Chef cook training)
2. Electricity and refrigeration
3. Heating Systems
4. Air Conditioning
5. Health Occupations (Male Nurses training)
6. Career Marketing - Sale Clerk training
7. Sheet Metal
8. Welding
9. Industrial Mechanics
10. Lawn Mower Repair

Of the students enrolled in Vocational Village in 1971-72, 40 continued their vocational education at Portland Community College upon

graduation from Vocational Village. During the school year vocational Village places approximately 6 or 7 in Portland Community College vocational programs to supplement their education.

Of the 609 students who attended a Portland Public School before entering Vocational Village, 32% (193) had attended either Cleveland or Marshall -- the two high schools serving Southeast Portland, where Vocational Village is located. Seventeen percent (17%) (122) of the school's total enrollment did not enter Vocational Village from a Portland Public School. Some were from private schools in the Portland area (Villa St. Rose, Central Catholic) but most were from surrounding communities or out of state. The following is a breakdown of Portland Public Schools attended previous to enrollment in Vocational Village in 1971-72:

% of 609

- *Adams 3% (16)
- Benson 2% (11)
- *Cleveland 17% (106)
- Franklin 16% (100)
- *Grant 9% (55)
- Jackson 2% (14)
- *Jefferson 4% (25)
- Lincoln 2% (11)
- Madison 12% (74)
- Marshall 14% (87)
- Monroe 1% (4)
- *Roosevelt 4% (22)
- *Washington 7% (41)
- Wilson 4% (22)
- PPS Evening 1% (6)
- Unknown 2% (14)

*Indicates target area school

Only 36% (265) of the 609 that had transferred from a Portland Public School had come from a target school; 40% of those from target schools were from Cleveland High.

Of the 731 students enrolled during 1971-72 49% had had some involvement with the Juvenile Court.

The program has moved to larger quarters and is planning to increase its capacity.

RESIDENTIAL MANPOWER is a coeducational, largely residential academic and vocational program serving 500 persons a year between the ages of 16-21 from the tri-county area. The students must come through the Youth Opportunity Center; sources of referral include the Juvenile Court. Of the total student population 90% are high school dropouts and 98% are from the City of Portland. The school has two sites, one at Springdale with 247 men and one in downtown Portland with 253 women. Four persons from the school are presently in apprenticeship programs, with 7 pending acceptance. Only 3 male students are currently enrolled at Mt. Hood Community College, although liaison between the two institutions has been established to provide a more extensive vocational training for Residential Manpower students.

The examination of the services available to juveniles in the field of vocational education reveals:

1. That the availability and accessibility of basic skills/prevocational education is limited by both capacity and geographical location.

Although nearly half of the dropouts are concentrated in North and Northeast Portland, neither Vocational Village nor Residential Manpower is located there.

2. That placement of a junior high school age student in a basic skills/prevocational education program is unavailable due to age restrictions in both Vocational Village and Residential Manpower.
3. That there is a severe lack of thorough, comprehensive, career-oriented vocational programs in the Portland Public Schools system. Benson and Monroe being the only programs operating in this capacity.

The Data illustrates that target offenders have serious deficiencies in both the basic skills and career preparation. If students are able to remedy a basic skills problem early (7th, 8th or 9th grades), they would then be able to benefit from the training provided by a comprehensive program in either a vocational high school or a standard school's vocational program. The needs of vocational education for the Portland area may be identified as follows:

1. Additional vocational high schools of a comprehensive nature, such as Benson; but which provide for the total needs of young people with educational and motivational deficits.
2. The establishment of additional basic skills/vocational education programs in the North and Northeast areas of Portland.
3. The admission of younger students (12-15 years old) into basic skills programs or the creation of separate facilities for that purpose.
4. The creation of coordinated, appropriate vocational education programs in the standard high schools to replace the isolated, inadequate course offerings presently available.
5. The provision of aggressive programs to provide advanced training to those who have completed basic programs and to provide job placement services.
6. A greatly increased coordination of both regular and basic skills programs with the trade and craft unions apprenticeship programs to create the appropriate and necessary course offerings and to counsel students accordingly.

APPRENTICESHIP TRAINING

Apprenticeship training provides automatic union membership and thus access to high-paying union jobs. The APPRENTICESHIP INFORMATION CENTER, a State operated agency provides the only means of entry into apprenticeship training programs. Admission prerequisites vary among unions, but a high school diploma or G.E.D. is a requirement for virtually all apprenticeship programs.

Thus individuals who drop out of standardized schooling must obtain supplemental education in an alternative program to qualify for apprenticeship programs.

In some apprenticeship programs the entry requirements are a 2.5 grade point average, one year of chemistry, one year of trigonometry, one year of algebra, and one additional year of science. There are presently 1,600 apprentices in the Portland metropolitan area: The length of training varies among trade unions from between two to four years. Programs providing 4,000 hours or less are considered by the unions to be training programs rather than apprenticeship. The absence of training beyond 4,000 hours reduces substantially opportunities for jobs in skilled trades.

In addition, apprentices are required to spend 144 hours per year in classroom instruction; the union contracts with Mt. Hood Community College and Portland Community College for classroom space.

The stringent admissions requirements for apprenticeship are dictated

by the unions whereas the function of the apprenticeship information center is to provide aptitude testing and screening for prospective apprentices.

The target population is seriously underrepresented in apprenticeship placements. Only 66 nonwhites (Negroes, Orientals, Spanish Americans, American Indians) are presently active in an apprenticeship program. The target area is 51% nonwhite; this area has a high rate of unemployed, under-employed persons. Model Cities residents are 13% unemployed or under-employed; while for the balance of the SMSA the rate is 7.4%.

Apprentices receive a wage during training; the wage initially is 20% of a journeyman's salary and increases steadily to the last 6 months of apprenticeship when the apprentice receives 90% of a journeyman's wage. Stipends are not available for persons receiving other kinds of training, except a small stipend is available through C.E.P.

ACADEMIC AND VOCATIONAL EDUCATION - ADULTS

The potential adult offender, i.e. a person over 18 who has not yet become involved in criminal behavior, suffers from inadequate schooling and chronic unemployment. Generally such people are high school drop-outs who did not obtain alternative education and training when still a child. The adult ex-offender is a person who has either been on probation or has been incarcerated and returned to the community. The risk of recidivism for the ex-offender is generally seen to revolve around his ability to find constructive activity and to support himself and his family.

The problems faced by adults in acquiring employment skills differ little from those of juveniles. The juvenile who did not acquire education and vocational skills becomes the adult with economic handicaps. The additional, and major, problem for the adult is that during job training there is a need for adequate income to support self and family. The ex-offender has, as well, the problem of community and employer suspicion and fearfulness which denies him entry to jobs even when he has the training and qualifications for the job.

The proffering of academic and vocational training will not meet the needs of many individuals who have financial responsibilities. Few of the available training courses provide stipends during the learning period. The external demands upon the individual who lacks the present means to provide for his family will severely prejudice if not totally negate the value of opportunities for training and skill development.

Persons who are "employable" are not normally eligible for any form of public assistance during training, except in the WIN Program. The latter program permits the welfare recipient to continue to receive assistance during short periods of skill or educational training which will qualify them for jobs and end dependency upon welfare.

The adult ex-offender or high risk individual requires basic educational skills in english, math, etc. in order to prepare for good paying jobs. Thus the period of commitment to self-improvement not only includes extensive skill training but also the acquisition of a high school diploma or G.E.D. Nearly all the programs serving the vocational training needs of the adult provide access to G.E.D. programs. The programs available are generally referral or placement services: Concentrated Employment Program (CEP), Manpower Development Training Assistance (MDTA), Portland Metropolitan Steering Committee (PMSC) and Operation Step-Up (Nero Industries). Of these, only the CEP program provides any stipend, although not a substantial one.

The two facilities that provide vocational training for the greatest number of persons in the Portland Metropolitan area are Portland Community College and Mt. Hood Community College.

Portland Community College (PCC) was founded in 1961 and offers classes in vocational, technical, and academic lower division courses. PCC maintains several campuses, the two main campuses located at Mt. Sylvania in Southwest Portland and Cascade Center in the Model Cities area. In addition to vocational and technical training the college also

provides a G.E.D. program and basic skills tutoring for both adults and adolescents. The tutoring classes are offered at various locations around the city and several agencies (C.E.P., M.D.T.A.) have contracted for the tutoring on a fee for service basis.

In the area of vocational training some of the vocational classes are: engine repair, automotive technology, civil engineering technology, construction technology, airframe and power-plant, air transportation (pilot ground school) auto body repair, data processing, diesel, and drafting technology.

Due to its close proximity to the Model Cities area, the Cascade Center has provided services to many agencies serving high-risk individuals and other with deprived backgrounds on a fee for service basis. The student population at Cascade Center last school year was 7,800 or 2,600 persons per quarter. Of that student population 415 were Model Cities residents.

PCC has served C.E.P., School District No. 1 - (Training for school aides and assistants), Metropolitan 4-C, D.V.R. (Division of Vocational Rehabilitation), M.D.T.A. (Manpower Development Training Assistance), P.M.S.C. (Portland Metropolitan Steering Committee) Model Cities (Operation Step-Up primarily), Multnomah Juvenile Court. Of the Model Cities residents 50% were in vocational technical training and 50% in college transfer courses.

Pcc provides College Transfer Classes to 7,249 and serves

12,096 in Vocational Technical Classes.

Although PCC maintains liaison with the Apprenticeship Information Center, the unions will not accept the vocational preparation at the Community College as substitution of the first year of apprenticeship training. The graduate of a PCC vocational program merely stands a better chance of admission to apprenticeship. The school does not have information on ex-offenders in their programs.

MT. HOOD COMMUNITY COLLEGE

Has been in operation for five years. It is located in the Gresham area. The college population is composed of persons primarily in the Gresham area, but has people from other parts of the tri-county area.

The college offers classes in vocational, technical and college lower division courses. The total student population for 1971-72 was 49,000. Of that population 26,057 were in lower division transfer courses and 28,000 were in vocational technical courses. Mt. Hood Community College works in conjunction with Residential Manpower on a minor scale. Residential Manpower students are selected by their instructors to take courses at Mt. Hood that are not offered on their campus. Currently 3 R.M.C. Students are attending Mt. Hood. Some of the vocational areas offered are Surveying, Concrete, Architectural Drafting, Technical Illustration, Transistor Electronics, Small Engine Repair, Auto Carburetor, Auto Body Fender, Landscape Horticulture. Mt. Hood has an extensive G.E.D. and Adult education program. The following community agencies have contracts on a fee for service basis for G.E.D. training

for 1971 - 1972. New Careers 12, D. V. R. 154, Work Incentive Employment Agency 76, Federal Vocational Rehabilitation 40, M.D.T.A. 37, P.S.C. 34, for a total of 353 people.

Unlike the two community colleges, Portland State University provides no vocational training but does offer, through its Educational Center in Northeast Portland, lower division transfer courses and G.E.D. preparation. During the 1971-72 school year, 1500 persons took courses, 409 of whom were involved in G.E.D. training.

Besides the community colleges these are only two other agencies which provide vocational training: Portland Opportunities Industrialization Center (P.O.I.C.) and Department of Vocational Rehabilitation (D.V.R.).

P.O.I.C. has been in operation since 1968 and offers G.E.D. training as well as vocational education. It served 200 persons in 1971 and placed 173. A majority of the persons trained in this program are women acquiring clerical skills. Some of the vocational courses offered are: Bookkeeping, accounting, business machines, tailoring & upholstering, grocery checker, typing, adding machines, sewing machine repair, aeronautical engine repair, automotive (mechanic repair) x-ray technician. Eligibility for P.O.I.C. services is on the basis of residence without regard to present or prior earnings. There is no fee for service and no stipend is offered to those involved in training.

The Department of Vocational Rehabilitation (DVR) is a State operated

agency with offices in both the Southeast and Northeast areas of Portland. DVR placed approximately 170 persons in training in 1971, some of whom had physical disabilities and therefore qualified for welfare support. There are several job placement or referral agencies that arrange for on-the-job training and G.E.D. tutoring, but not vocational training within their own facilities.

Nero Industries (Operation Step-up) is a referral agency which concentrates on business administration, advanced technical and educational improvement training to enhance the economic status of Model Cities residents who are employed, unemployed or under-employed in coordination with the Multi-Service Center and other Model Neighborhood agencies. This agency serves individuals that already have a high educational level. G.E.D. training is available up to a year, on a contract for fee basis and Vocational training placement is provided; there are no training facilities at Nero Industries. All of the training takes place at Portland State University, Portland Community College Cascade Center, and their Mt. Sylvania Campus in Southwest Portland. Nero Industries Operation Step-Up program has had little success in placing members of the target population, (who tend to be undereducated, in need of a stipend). This program is primarily a referral agency; no fees are charged for service and no stipend is provided for those undergoing training.

The emphasis on education is apparent from 1971 clientele: of the 295 persons served in 1971, 31 persons obtained training in grades 9-12, 28 persons

entered colleges, nine obtained A. A. degrees, seven B. A. degrees and eight M. A. degrees.

The on-the-job training program sponsored by the Portland Metropolitan Steering Committee (PMSC) is a job referral service with no educational or vocational training offered. As incentive to hire persons for on-the-job training, the employer is reimbursed for half the starting wage paid for a negotiable period of time, usually from three to six months. The training program serves persons from Multnomah, Clackamas, Columbia, and Washington Counties and program is sponsored by the U. S. Department of Labor. The Program receives referrals from the State Employment Service, Parole and Probation, D. V. R. and C.A.P. The budget of this program is very limited and the program is designed to serve 400 people. There are no plans for expansion at the present time.

There are no training or placement services which concentrate upon the special needs of the ex-offender. Many such individuals require services in addition to education: counseling, specialized job placement services, assistance in identifying employers who will hire persons with criminal histories. In the absence of ancillary, support services, the ex-offender must have tremendous motivation and tenacity to complete skill development and obtain satisfying employment.

The examination of services available to adults in the field of vocational education reveals:

-----that the G.E.D. preparation needed by many adult potential offenders is available and accessible.

- that there is a severe shortage of programs for vocational training that are coordinated with a G.E.D. preparation.
- that there are few agencies that provide their own vocational training facilities; training facilities available to the target area residents are underutilized.
- that the public high schools are not capable of dealing with the need for adult vocational training.
- that adults interested in apprenticeship training are provided little counseling and no programs to provide entrance or proper preparation to an apprenticeship program.
- that the foremost problem in adult vocational education, financial support, is almost completely unmet.

The DATA illustrates that the capability of the potential adult target offender to obtain vocational training is crippled due to the problems of financial support, the lack of coordination between various programs, and the scarcity of career-directed programs. The needs for adult vocational education can be identified as follows:

- the provision of adequate stipends for adults in G.E.D. and vocational training to enable them to train on a full-time basis.
- the utilization of local school facilities to provide accessibility of training. This would, as stated earlier, require a considerable expansion of present facilities.
- an increase in the number of facilities capable of providing vocational training for adults, especially in the St. John's and Southeast areas.
- a greatly increased coordination between the apprenticeship programs and the vocational course offerings at the community colleges to allow advanced entry level in apprenticeship for persons with appropriate vocational preparation.
- the creation of counseling and specialized job placement services for the ex-offender. These services would be coordinated with the vocational training programs to allow continuation of training acquired in the institution or to initiate training.

The lack of utilization of existing resources can be attributed to the problems identified above, but is a function, as well, of the complex processes an individual must master to obtain needed services. The under-achiever and the ex-offender, individuals who by the nature of their prior circumstances are hostile to authoritative institutions, are not assisted by knowledgeable, supportive individuals in acquiring services which are presently available. Particularly in regard to the ex-offender, responsible counselors, etc. must play or adapt the role of "client advocate" i.e. must assist the individual in defining and filling his needs,

I.B. VICTIMS

The site of target offenses and the circumstances of the citizens who are victims form the base for programs seeking to educate citizens in crime prevention and to aid them in protecting themselves and their property. By identifying statistically significant elements relating to the circumstances in which burglary and robbery are committed, strategies can be selected which have a positive potential for reducing vulnerability to crime and for increasing community participation in effective crime prevention and effective law enforcement.

B-1 ALTER THE ENVIRONMENT TO REDUCE THE VULNERABILITY AND/OR
ACCESSIBILITY OF THE TARGET OR AREAS OF CRIME

AND

EDUCATE THE POTENTIAL VICTIM IN ORDER TO
REDUCE OPPORTUNITIES FOR CRIME

In order to reverse the trend of criminal activity in the City of Portland, it is essential that potential victims of crime be educated in methods they may use to reduce their chances of being victimized or, if victimized, to reduce the likelihood of injury or needless property loss. Those persons considered to have a high risk of being victimized are to be identified through analysis of crime statistics and a victimization study. The study will be conducted by the U. S. Census Bureau for the Law Enforcement Assistance Administration. It will involve 10,000 households and 2,500 business contacts. The victimization study will serve as a benchmark for a long-range evaluation of the stated Impact Program Goals. The results of the victimization study are not yet available. However, crime data information shows that the victims of the target crimes are:

As to home burglaries:

Residences in the northeast area of Portland in a cluster of Patrol Districts (561, 562, 571, 572, 581, 582, 631, and 671) comprising 6.7 square miles experienced burglaries at the rate of 268.5 per square mile in 1971. The balance of the City experienced only 63.41 such crimes per square mile. That is, in 8.1% of the City's area, 27.3% of the home burglaries were committed.

Residential burglary is a widespread problem in the City. However, crime data indicates that 53.6% of all home burglaries are committed within one mile of the defendant's residence.

As to robbery:

Victims are 87.7% caucasian and 11.6% black, however, blacks are only 5.7% of the population (See Chart III-C-22), 56.1% of all robberies occur between 4:00 p.m. and 1:00 a.m. The most frequently occurring non-street robberies, where an arrest was made, were committed at residences, 32 or 25.4%. See Chart III-C-2. The incidence of robbery outside the core area of downtown Portland cluster along Union Avenue, a major street in Northeast Portland, viz.; 778 of 1,797 reported robberies (43.2%) occurred in the ten Patrol Districts bordering Union Avenue. (541, 542, 561, 562, 571, 572, 621, 631, 622, 632). See Map III.

For the purpose of concentrated educational programs to reduce the risk of victimization, the patrol districts in which the most serious incidence of both home burglary and robbery occur would reach residents of five patrol districts 2.9% of all robberies occur.

The significance of citizen participation in law enforcement is highlighted by statistics regarding apprehensions made on burglaries in 1971. Of the arrests made 58.7% related directly to appropriate action by the victim or a witness. See Chart III-C-10.

PROGRAM: ATTITUDINAL STUDY

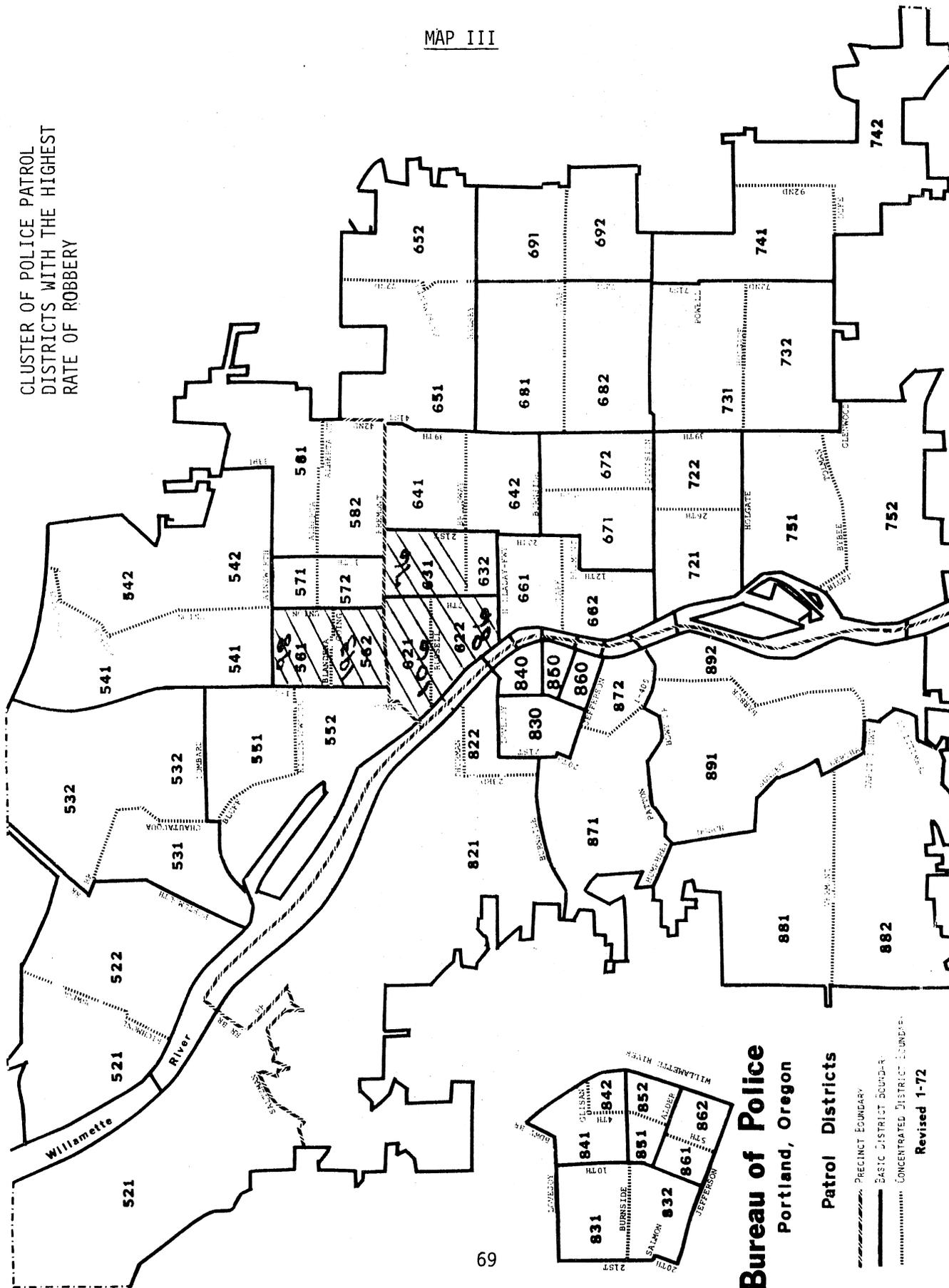
LEAA FUNDS: Planning Funds

PROGRAM DESCRIPTION:

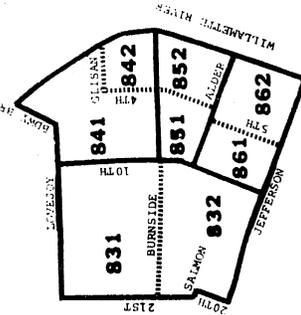
The survey will reveal citizen's attitudes toward crime and the criminal justice system, thereby providing the decision-making tools for funding and administration of impact programs.

MAP III

CLUSTER OF POLICE PATROL DISTRICTS WITH THE HIGHEST RATE OF ROBBERY



69



Bureau of Police
Portland, Oregon

Patrol Districts

- PRECINCT BOUNDARY
- BASIC DISTRICT BOUNDARY
- CONCENTRATED DISTRICT BOUNDARY

Revised 1-72

CRIME PREVENTION BUREAU

There is a need to identify potential strategies for public education and police-community relations which will bear directly upon the successful prevention of crime and the apprehension of offenders. Property losses to the citizens of Portland in 1971 due to burglary and robbery were in excess of \$3,250,000. It is evident that without significant inconvenience, citizens can take several common-sense measures that will reduce the threat and fear of crime to their persons or property. In many cases such programs are undertaken by the police, in others by interested citizens and business groups. The best ones are most often a cooperative effort. "To be effective crime prevention bureaus must be built around up-to-date, accurate, and specific crime prevention advice. Moreover, the specific needs of different groups in the community must be taken into account....Appeals to each group should be individualized whenever possible; direct personal contact is superior to mere literature handouts."¹

Several communities have experimented successfully with a variety of crime prevention campaigns. In Chicago one million citizens and 300 citizen organizations are involved in "Operation Crime Stop." Members are asked to call the police about any suspicious happening and to report the nature of the incident, number, and description of persons involved, and the license numbers of any cars used. "Operation Crime Stop",

¹President's Commission on Law Enforcement and Criminal Justice. Task Force Report: The Police, p. 222.

inaugurated on April 13, 1964, is credited by the Chicago Police Department with assisting in 7,000 arrests.

The District of Columbia Police Department launched a "Signal Ten" program in December 1966, to stimulate citizen aid to the police. The initial thrust of this program was specifically directed against robberies. Leaflets were distributed to business firms providing the emergency Police number, instructions on how to react to an armed robbery, and space on the leaflet in which witnesses could write information on crimes they witnessed. Small cards were also distributed to patrolmen for dispersal to robbery victims and witnesses on the scene. They solicited witnesses' names and requested that relevant information about the crime be noted on the card. There has not however, been an evaluation of the "Signal Ten" program. Similar programs are now in operation in Chicago and New Orleans.

"The police of San Diego City and County report that the 'Stamp Out Crime Crusade,' founded and financed by the Independent Insurance Agents Association of California in 1965, is making a notable contribution to local crime prevention efforts. Pointed toward increasing public awareness of crime problems and encouraging citizens to assist the police, the crusade was introduced statewide in California in 1966. After one year of operation in San Diego, Police Chief W. S. Sharp noted the program's success:

The type of support and public awareness that the crusade has created is most welcome. Law enforcement in this city has felt its effects. In addition to a number of positive actions by citizens, we detect a swell of public support and cooperation that we have never known before.

Neighborhood block programs attempt to reduce crime by increasing the participation of the community in crime prevention activities by instituting joint programs involving the police and community in hardening targets, reporting criminal acts, and improving citizen cooperation throughout the criminal justice process.

In 1967, a group of concerned citizens contacted the Oakland Police Department and requested guidance and assistance in combating crime problems confronting them. As a result the police department initiated "Home Alert." In 1970 as one phase of a "Police-Community Cooperation Project" a "Merchant's Alert Program" was also instituted. Statistically, the programs appeared to be very successful. The 1969 FBI Crime Index rose 9.6% over 1968 while the 1970 Crime Index was reduced by 7.4% over 1969. Particularly successful were significant decreases in residential burglary, auto theft, and robbery.

The Ventura, California Police Department, in conjunction with the Employees of Pacific Telephone, organized and planned "Beat Burglary". The purpose of the program is to aid the community in preventing burglary through informal meetings in the homes. A police officer attends the meeting and joins in the discussion. This program is part of the nationwide activities of "Law Enforcement in Neighborhood Conference."

The City of Covina, California instituted a program using city employees in crime prevention programs. For example, a crime prevention officer visited the refuse division whose employees were very much interested in the program. The officer left tips on how to identify stolen cars,

suspicious actions and circumstances. All service divisions of the City were contacted.

Monterey Park, California has introduced P.A.C.E. (Public-Anti-Crime-Effort). The City was divided into 31 reporting districts. The 31 districts were divided into five areas, with five area chairmen. The organization meets every quarter at which time crime statistics are shown and discussed. A film is shown on crime prevention. The area representatives give an account of the work done in the previous three months. The district representatives then adjourn to their homes and meet with their neighbors at coffees.

The City of Covina Police Department also has a Coffee-Clatsch program in which the regular district officer in uniform and on-duty attends and talks with the neighbors regarding crime prevention efforts and citizen involvement. The officer then follows up at a later time to see if crime prevention and target hardening efforts have been implemented.

Argay Terrace is the first neighborhood in Multnomah County to participate in a block program or any type of neighborhood involvement project. Argay Terrace is typical of suburban neighborhoods in all parts of the country, experiencing great increases in crime rates, notably burglary. Between 1969 and 1971, while reported burglaries in all unincorporated areas of the county increased 2.8%, residential burglaries in Argay Terrace increased 443%.

The Home Alert program of Argay Terrace divides homes into groups with each unit responsible to a close neighbor who is a block leader.

The objective of these efforts is to make homes as difficult as possible to enter by target hardening, marking valuables and creating awareness of the individual's role in preventing and solving burglaries.

There were 16 burglaries in Argay Terrace in 1972 prior to the initiation of Home Alert, an average of a little more than one per week. There have been only six since April 19, 1972 an average of a little less than one very two weeks. All three burglaries in June are examples of homeowner carelessness:

1. The garage door was left open while the people were away, however, the prompt action of a neighbor prevented a loss.
2. All the lights were off and a rear window open while the owners were out to dinner; and
3. A patio door was pried open because adequate locking devices had not been installed.

The Argay Terrace program is still new and not all residents have as yet been contacted.

There are no other citizen involvement crime prevention-target hardening programs in operation in the city or county. The need is obvious.

PROJECT TITLE: Crime Prevention Bureau

APPLICANT AGENCY: Mayor's Office

PROJECT DESCRIPTION:

It is the paramount responsibility of the Crime Prevention Bureau to provide for the citizen the opportunity to work with the police and the appropriate local government employees to achieve a greater security for their persons, homes, and businesses.

Crime prevention, is, by its very nature, wholly dependent upon public understanding of its purpose and their willingness to participate. To achieve this, the Crime Prevention Bureau will utilize existing community organizations (Model Cities, PACT) and neighborhood organizations (Vernon, Sellwood-Moreland, etc.) to achieve its objective of responding to or stimulating citizen participation. Where no citizen organization exists the Crime Prevention Bureau will assist in the organization of a community/neighborhood group.

The Crime Prevention Bureau will initially consist of a Director, Assistant Director and a secretary. In conjunction with the City-County Office of Justice Coordination and Planning, the Mayor's Office and local law enforcement agencies, the Crime Prevention Bureau will be responsible for finalizing those programs basic to all residents, (the other programs advocated in this Plan section).

The Crime Prevention Bureau in conjunction with each area will employ, or contract for, an Area Coordinator. Area Coordinators will wherever possible be drawn from the staff of an existing community organization e.g. Model Cities. The Area Coordinator, would continue to perform other duties within the organization, although directly responsible to the CPB Director. The Area Coordinators will be responsible for the organization and implementation of crime prevention programs in their areas. Through these Area Coordinators the CPB and the local citizen organizations will be able to identify the extent and nature of their crime problems and design and administer needed and desired programs.

Based upon research of crime prevention programs throughout the country and the questions and discussions encountered at local community meetings, the Planning Staff has identified what it believes will be the salient problems that the Crime Prevention Bureau will be confronted with upon creation.

- a. Property Identification which is the electric engraving of valuables with driver's license number and placing stickers on windows to that effect.
- b. Block Programs are the means for regular meetings of persons living in a block, to discuss crime problems and solutions with members from the Crime Prevention Bureau and the regular district patrol officer.
- c. Building Security Code will involve the formulation of a minimum building security code requiring installation of security equipment on all new construction of businesses and residences.
- d. Environmental Crime Hazard Reporting will provide patrol officers with a mechanism by which they can report crime hazards and will facilitate referral to the proper agency for removal of the hazard.

- e. Residential Crime Hazard Reporting is a process by which the Fire Department and other public agencies making inspections in homes will be trained to make an additional inspection of home crime hazards.
- f. Public Information and Education will be responsible for dissemination of crime prevention information as well as covering information and education for impact projects.
- g. Other programs devised by the imagination of the crime prevention staff will be instituted.

BUDGET:	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support:	\$159,000	\$159,000	\$159,000	\$477,000
Grantee Contr.	53,000	53,000	53,000	149,000
	<u>\$212,000</u>	<u>\$212,000</u>	<u>\$212,000</u>	<u>*\$636,000</u>

*These are approximate figures as the full project has not yet been developed.

CRIME PREVENTION BUREAU
CITY OF PORTLAND, COUNTY OF MULTNOMAH

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOALS

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOALS

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM
BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME.

PROGRAM OBJECTIVES

B-1 ALTER THE ENVIRONMENT TO REDUCE THE VULNERABILITY AND FOR
ACCESSIBILITY OF THE TARGET OR AREAS OF CRIME.

B-2 EDUCATE THE POTENTIAL VICTIM TO REDUCE OPPORTUNITIES FOR CRIME.

OPERATING PROJECT ACTIVITIES

B-1.1 ENVIRONMENTAL CRIME HAZARD REPORTING SYSTEM TO PROVIDE A
VEHICLE FOR PATROLMEN TO REPORT CRIME HAZARDS.

B-1.2 EXPANDED USE OF THE ADMINISTRATIVE REVIEW COMMITTEE TO
ALLOW FOR MORE POLICE PARTICIPATION IN GENERAL CITY PLANNING.

B-1.3 REVISION OF THE PRESENT CITY-COUNTY BUILDING CODE TO INCLUDE
SECURITY REQUIREMENTS.

B-1.4 PROVIDE FOR ELECTRIC ENGRAVING IDENTIFICATION OF VALUABLES
TO DETER BURGLARS AND AID IN RECOVERY OF STOLEN ITEMS FOR CITY
AND COUNTY RESIDENTS.

B-1.5 RESIDENTIAL CRIME HAZARD REPORTING SYSTEM TO PROVIDE A
MECHANISM FOR HOME AND BUSINESS INSPECTION TO POINT OUT CRIME HAZARDS.

B-2.1 ESTABLISH A PUBLIC INFORMATION AND EDUCATION PROGRAM TO
ENGAGE COMMUNITY SUPPORT AND PARTICIPATION IN CRIME PREVENTION ACTIVITIES.

B-2.2 ESTABLISH BLOCK PROGRAMS IN THE CITY AND COUNTY WITH
PARTICIPATION OF DISTRICT PATROL OFFICERS.

PROPERTY IDENTIFICATION

Nationally, 2.2 million residential and business burglaries are reported each year; their cost to the public \$500,000,000. The loss to Portland citizens from residential burglary in 1971 was \$1,936,100 or 64.3% of the value of all stolen property. Only 26% (dollar value) of the property stolen in 1971 was recovered. Many times citizens do not report burglaries as they feel that there is no chance of recovering the stolen property. Stolen items are easily sold and when recovered by the police are not easily identified with a specific crime and returned to the owner. In residential burglaries, home entertainment equipment was the most frequently stolen category: 26% (See Chart II-C-2 and also see Chart II-C-4 on non-residential burglaries).

"Of the burglaries committed in Portland, 33.4% resulted in less than \$25 worth of property being stolen. The value of property stolen in 46.2% of the burglaries exceeds \$100,(50.6% residential, 39.2% non-residential)." See Chart II-A-6.

As a solution, property identification programs have been initiated in over 200 US communities. These programs provide citizens with the free use of an electric engraver to mark valuables with their driver's license or social security number. A list of items most likely to be stolen is provided, along with a blank form to record all marked items and the location of the engraving. Residents are given stickers for doors and windows advising potential burglars that "all items of value on these premises have been marked for ready identification by law enforcement agencies." The programs have two main objectives: to assist police in identifying and returning stolen property and serve as a deterrent to would-be burglars.

One particular program called "Operation Identification" is being used in 37 states, the District of Columbia, Puerto Rico and Guam. Program participation is statewide in Michigan and sponsored by the Michigan State Police. In Saginaw, Michigan (pop. 110,000) there were 306 breaking and enterings during 1971, but not one of those occurred in a home involved in the operation.

In Monterey Park, California, (pop. 50,000) where the idea originated in 1963, half of the 11,000 homeowners have joined the program. Since 1963 only 23 of the 5,500 participating homes have reported burglaries while 2,000 burglaries have occurred in non-participating homes. The only criticism of Monterey Park Police Chief Everett Holladay, initiator of the program, is that many persons do not participate in the program until after they have been victimized. He feels a widespread public information campaign will result in more participation .

Oahu, Hawaii, with a population of 700,000 had 7,491 burglaries in 1971. The property was valued at \$1,958,933, of which only \$164,009 worth was recovered. They have recently instituted a property identification program and have no initial evaluation. However, there is approximately a one-month waiting list before citizens have been able to borrow engravers from the police department.

In 1970 there were 19,510 burglaries in Dallas, Texas, representing a \$5,782,822 loss to citizens. Only \$455,037 or 7.8% of the stolen goods were recovered and returned to the owner. For the same period,

bicycle thefts resulted in a \$112,110 loss. The Dallas program was entitled "Operation: Get Involved". This program was conducted in a test area; within the first three months of the project residential burglaries were reduced 61% as compared to the previous four months' average. This represents a \$2,750 per month savings for the residents of the test area.

Residential burglaries in Portland have increased 100% since 1966.

The Multnomah County Sheriff's Office, Junior Chamber of Commerce, the Police Community Relations Unit of the Portland Police Bureau and various private companies have all been involved in isolated efforts at property identification. The Sheriff's Office has one crime prevention officer who engages in a variety of duties; only one element of his involvement is the marking of property and he has only been engaged in these activities since June 12, 1972; engravers are borrowed from the Jaycees. The Jaycees have 500 markers and have been active in properly marking since September, 1971. They contact employers, who in turn loan markers to employees. Markers then, are used by persons through the metropolitan area and donations are solicited. Approximately 3,000 persons have participated thus far. The Police-Community Relations Department of the Portland Police Bureau has seven markers and has engaged in a program since approximately May 20, 1972; marking in 45 homes. Because of a manpower and monetary shortage, they have had to rely on people calling in asking for engravers. There are 208,897 (1970 Census) housing units in the City and County. These various efforts have no evaluation components

built into the programs. It is only with a comprehensive approach that such a program can have impact.

PROGRAM: MAYOR'S OFFICE - PROPERTY IDENTIFICATION PROGRAM

LEAA FUNDS SOUGHT: (INCLUDED IN CRIME PREVENTION BUREAU)

PROGRAM DESCRIPTION:

To provide for identification of valuables to deter burglars and aid in recovery of stolen items for city and county residents. The property identification program will be instituted in all areas of the city and county and come under administration of the Crime Prevention Bureau. The program will be aimed at the highest burglary areas first. The program will be carried on a full-time, door-to-door basis, along with other means of distribution. Other points of distribution should include fire stations, police precincts, schools, libraries, appliance stores, bicycle shops, radio and television repair stores, community associations, churches and social clubs. Door-to-door contact, however, can be most effective by making the engraving device as available as answering the door. Through door-to-door contact evaluation can be facilitated. Publicity for the program will be provided through the Public Education and Information Project. This will be cost effective and can be closely integrated with other crime prevention public education efforts. At the expiration of the Impact Program, retail stores can be effectively utilized as distribution points.

RESIDENTIAL CRIME HAZARD REPORTING SYSTEM

There are 152,043 housing units within the City of Portland alone and in 1971, 10,794 burglaries were committed. This amounts to approximately one burglary in every 14 homes and businesses. See Chart I-1. As previously stated, 34.3% of the burglaries were an unlawful entry without force. The fact that 59.3% of the burglaries involved the use of force does not necessarily mean that businessmen and homeowners had taken reasonable precautions. Fifty-two percent (52%) of the entries were made through windows. (See Chart II-A-3).

PROGRAM: RESIDENTIAL CRIME HAZARD REPORTING

LEAA FUNDS SOUGHT: (TO BE INCLUDED IN THE CRIME PREVENTION BUREAU).

PROGRAM DESCRIPTION:

Provide a mechanism for home and business inspection to point out crime hazards. A crime hazard reporting system will be established whereby residences can be inspected and recommendations made to home and business owners to remove crime hazards and reduce possibilities of victimization. Crime hazard inspection will be achieved through a combined fire hazard/crime hazard inspection procedure to be performed by fire department personnel during the regularly scheduled residential inspection. The Portland Fire Bureau now inspects one-third of the Portland homes and businesses per year, therefore having the opportunity to inspect all homes and businesses during the Impact period. The Fire Bureau will be able to draw upon the resources of the Crime Prevention Bureau and the Portland Police Bureau for training of firemen, reporting assistance and follow-up.

PUBLIC INFORMATION AND EDUCATION

Crime statistics by day of the week reveal that residences are more vulnerable on weekdays; commercial establishments on weekends. See Chart II-A-9. The implication that occupancy of premises at the time of entry is critical, is further reinforced for commercial establishments by the finding that 89.6% of such burglaries occur at night. See Chart II-A-10. On residential burglaries the largest percentage (26.4%) occur between 7:00 p.m. and 10:00 p.m. See Chart II-A-12.

If the Impact Program is to be successful in reducing crime in Portland, it must have the active support and cooperation of as many members of the community as possible. There is a need for a strong public education and information project concerned with the realities

of crime and means of its control in order to obtain active community participation. Many of Portland's citizens become victims of crimes because they do not take fundamental precautions. During 1971 approximately 35% of all burglaries involved entry without force. See Chart II-A-2. People simply did not lock their doors. Many thefts are the result of garage doors being left open or valuable items left in areas of easy access. There is a need to educate potential street crime victims as to the risk and dangers of carrying large sums of money, and how to avoid injury when robbed. Community involvement in crime thus requires a heightened sense of responsibility and alertness by neighbors which could be achieved by community organization and information campaigns.

The degree of success of many of the Impact Programs, especially those in the program areas of Prevention and Rehabilitation will depend on the proportion of the target group that can be brought into the program. Some of these groups, unemployed young men, addicts, juveniles, ex-offenders, etc., will be difficult to reach by traditional communication methods. They must be reached in order to be given sufficient knowledge of program activities and the benefits available and this must be done in the manner best calculated to induce their participation. This will require a unique professional communications program.

PROGRAM: - PUBLIC INFORMATION AND EDUCATION (TO BE INCLUDED
 IN THE CRIME PREVENTION BUREAU)

LEAA FUNDS SOUGHT: APPROXIMATELY \$300,000

PROGRAM DESCRIPTION:

Establish a public information and education program concerning the realities of crime and means of its control in order to obtain active community participation. There are four basic objectives to which the project will be directed. A well-coordinated and efficiently managed public education and information project will insure the maximum community support and cooperation. First, it must generate a strong public awareness of the reality of the local crime problems and the efforts that will be made under the Impact Program to deal with them. It must generate program support through the encouragement of individual participation in crime control, gaining public support by focusing the public's attention on the benefits to be gained from the prevention of crime. Next, it must disseminate general crime victimization information to the entire community and distribute more specific, personalized, prevention information to designated high-risk groups. Finally, it must assist in the recruitment of program participants and in enlisting the aid of those community leaders and community action groups whose active program support will contribute to its successful functioning.

ENVIRONMENTAL CRIME HAZARD REPORTING

The high incidence robbery areas located in North-Northeast Portland are characterized by high unemployment, low income, a high juvenile delinquency rate as well as a host of other social, economic and environmental conditions that contribute to the area's general crime problems. The high crime rate in this area has already impaired its economic growth as evidenced by the relocation or closure of many businesses. As the businesses relocate, job opportunities decrease and the crime rate increases. Although the relationship between the occurrence of crime¹ and inadequate housing, unemployment, poor education, as well as, land use, density, design of shrubs, trees and such was recognized long ago by criminal justice personnel, their involvement in urban planning processes has been very limited. Traditionally, those involved in urban development concentrate on physical planning, those involved in welfare concentrate on daily human needs, and those in the criminal justice system concentrate on enforcement, apprehension, judication or their specific area of responsibility. Unfortunately as a result many have developed "tunnel vision". There have been few, if any, attempts to develop better lines of communication among agencies involved in planning and designing projects and programs that affect our human and physical resources. There is a critical

¹Southern California Association of Government, A Study of Crime Prevention Through Physical Planning, Dillingham Corp., L.A., 1971.

Gerald Luedtke and Assoc., Crime and the Physical City, LEAA Grant NI-078, Detroit, Michigan, 1970.

Jeffery Ray, Crime Prevention and Control Through Environmental Engineering, New York University, 1969.

need to improve coordination and cooperation among the agencies involved in eliminating the root causes of crime.

Physical design of urban neighborhoods should be utilized as an approach to crime reduction. Criminologists have long been aware that certain physical conditions such as density, the mixture and proximity of land uses and the availability and location of open space can have effect on the occurrence of crime. However, there exists no explicitly defined system of principles or techniques of physical planning aimed at crime reduction, although many projects and studies are presently in progress to design such a system.

The neglect of crime prevention in the physical planning processes can be explained by: a lack of awareness of the impact of physical planning upon crime and, therefore, the lack of support in the form of codes, policies and manpower; the lack of incentives to include crime prevention measures by insurance companies and underwriters; and the lack of a body of knowledge and the education and training efforts to produce personnel skilled in the application of crime prevention in the physical planning processes.

Direct physical approaches to crime reduction such as street lighting or the control of access to properties in high crime areas have long been known though rarely implemented. However, beyond these more readily apparent physical approaches to crime reduction there are many other features of urban form and structure which could either

facilitate or decrease the probability of crime. Such physical features include the condition and maintenance of buildings, streets and alleys; evidence of recent construction, mixtures of land use, rates of pedestrian traffic and pedestrian accumulation within various land uses, location of structures on the urban gridiron pattern and the distance between adjacent structures. Other examples are types of parking facilities, visibility into structures from roads, sidewalks and adjoining buildings, concealment by trees, shrubs, parked automobiles, fences, signs and advertising, the visibility of entrance points, building setbacks and the number and arrangement of entrance points in buildings. The design of street patterns in residential and commercial areas and the superimposing of expressway configurations on existing urban gridiron patterns and the design and location of facilities and landscaping in recreation areas may also be related to crime.

The Dillingham Corporation completed a study for the Southern California Association of Governments entitled A Study of Crime Prevention Through Physical Planning. The purpose of the research was to provide a study on the current level of crime prevention and physical planning in the larger law enforcement agencies. Questionnaires were mailed to 80 law enforcement departments in the United States. Of the 47 respondents, only six indicated that they reviewed or approved redevelopment or urban renewal plans on a formal or informal basis. Three agencies indicated that they reviewed or approved redevelopment or urban renewal plans on an informal basis. Three agencies indicated that they reviewed or

approved subdivision applications. Three agencies reported involvement in building inspection by approving plans for new construction. Only 15 full-time personnel out of some 58,000 employees in the survey are assigned prevention duties.

Crime prevention efforts should range from encouraging the individual patrolman to report "soft targets" e.g. the need for increased lighting in a certain commercial node, park or other identified high crime setting, to a formal advisory group composed of criminal justice officials, city planners, university personnel, social service agencies, civic leaders, etc., to develop ideas on the techniques and resources needed to eliminate the socio-economic and physical conditions in a community which cause crime.

PROGRAM: ENVIRONMENTAL CRIME HAZARD REPORTING

LEAA FUNDS SOUGHT: (TO BE INCORPORATED IN CRIME PREVENTION)

PROGRAM DESCRIPTION:

To provide vehicle for patrolmen to report crime hazards. A mechanism can be provided by which district patrol officers can report environmental crime hazards to the Crime Prevention Bureau who will then make an on-the-site inspection. The seriousness and possible solution of the problem will be determined and a report will be made to the appropriate city-county agency or bureau with copies to the location involved and the law enforcement agency.

Police officers will be instructed in the format of the program through the use of the video-tape capability of the Portland Police Bureau. Attached is an example of the type of report form officers might utilize in reporting an environmental crime hazard. See Chart III.

ADMINISTRATIVE REVIEW COMMITTEE

PROGRAM: REVISED ADMINISTRATIVE REVIEW COMMITTEE

LEAA FUNDS SOUGHT: NONE, (TO BE INCORPORATED IN CRIME PREVENTION)

PROGRAM DESCRIPTION:

To provide for more police participation in general city planning. The revised Administrative Review Committee will be utilized as the vehicle by which the law enforcement agencies will become more directly involved in certain kinds of planning functions. An example is the lighting program or other types of physical planning which relates to the reduction of the opportunity for persons to commit crimes. The communication between the Lighting Bureau and the Police Bureau could be most beneficial in helping the Lighting Bureau determine where its priority for street lighting should be.

BUILDING SECURITY CODE

Anti-intrusion locking devices probably represent the most effective means of deterring property crimes committed by the less experienced criminal, yet the Portland Building Code does not include the minimum requirements for resistance to unlawful entry. In 1971 Portland had 6,598 residential burglaries and 31.3% of these were unlawful entries without force and 39.2% of the 4,196 commercial burglaries were committed without force. The fact that 59.3% of all residential burglaries involved the use of force does not mean homes were equipped with adequate locking devices. See Chart II-A-2.

In The Challenge of Crime in a Free Society, the President's Crime Commission maintains that "A successful property security code should

ideally include provisions relative to residential as well as commercial property, and deal with lighting and internal security devices as well as with exterior openings. It would have to provide for administrative appeals and for ongoing enforcement checks by local officials familiar with building design, materials, and possible conflicts with other municipal codes relating to such matters as fire, safety and sanitation. New construction should be reviewed and building permits and site inspections should be made to insure compliance."¹

Experience with building security codes has been very limited in this country. Yet they appear to hold a substantial potential for reducing housebreakings and burglaries. The "Report of the President's Commission (pages 80-88) on Crime in the District of Columbia" noted that "commercial buildings accounted for 43.7% housebreakings, and almost one-half of the commercial firms victimized had been entered through unlocked windows, another 6% through unlocked doors; 30% through forcing the locks; one-third through breaking windows."

According to the Task Force Report: The Police, President's Commission on Law Enforcement and Administration of Justice in 1968, the only ordinance (security code) now in effect in Oakland and it relates solely to exterior openings of commercial buildings, prescribing minimum security measures for all such accessible vents. The security code is integrated with fire code requirements for easy exit, and the Chief of

1. President's Commission on Law Enforcement and Criminal Justice. The Challenge of Crime in a Free Society, p. 227.

Police can require the installation of photo-electric, ultrasonic or other intrusion detection devices in buildings that have been burglarized frequently or that contain inventory of especially high value. All new commercial construction must adhere to the code. Comprehensive security recommendations are made to other existing commercial establishments.

The code was drawn up after concerted educational efforts by the police with the business community on preventive measures. The police there had found that of the 2,325 commercial burglaries in 1962, 52% of the victims had been burglarized more than once in a single year; in 141 cases, three or more times.

Three studies were conducted by the Oakland Police Department in 1967 which proved that the security code can minimize a businessman's potential of becoming a victim of burglary. The first study was made with the recommendations of the Security Code during the years of 1963 and 1964. The study revealed that the 69 companies which complied in 1963 experienced a 91.8% decrease in unlawful entries over the five-year period from 1963 to 1967. The 118 companies that complied in 1964 showed an 88.3% decrease in their burglary experiences during the four-year period from 1964 to 1967. The second study was made to determine the number of unlawful entries experienced by those businesses which did not comply with security recommendations. A sampling was taken of 34 businesses that were inspected during 1964 and 1965, but did not comply with the security recommendations within a reasonable time. The study established that these businesses experienced 169 burglaries between the time they

were first contacted in 1964 and 1965 and January, 1968. One hundred forty-eight of the points of entry in these burglaries would have been protected by the security devices suggested, had they been installed. The remaining 21 entries would have occurred despite the suggested security measures. One-half (17) of the businesses in the study complied with the security recommendations prior to 1967. Five of these 17 businesses experienced a total of seven burglaries in 1967. Of the 17 companies that did not comply, 16 had illegal entries in 1967, for a total of 37 burglaries.

The third study compared commercial and residential burglaries. It was found that from 1959 to 1964 these two types of burglary were increasing at approximately the same rate. In 1964, when the Burglary Prevention Ordinance became law, the increase in commercial burglaries was very slight, while the residential burglary problem continued at its previous rate of increase. In 1967, residential burglaries increased 95.5% over 1966, while commercial burglaries increased by only 12.7% over the same period.²

An extremely valuable study was conducted for the City of Alexandria, Virginia entitled Standards for Burglary Prevention. This study examines the "performance effectiveness" of a wide range of security hardware for buildings on a cost-effectiveness basis. This information can prove very useful in determining minimum specifications for security hardware ordinances.

2. Sgt. John Kearns, Oakland Police Department before the Select Committee on Small Business, United States Senate.

PROGRAM: BUILDING CODE REVISION

LEAA FUNDS SOUGHT: NONE (To be included in Crime Prevention Bureau)

PROGRAM DESCRIPTION:

Revise Present City-County Building Code to include security requirements. A building security code will be consistent and coordinated with existing fire prevention codes and initiated by the City of Portland and County of Multnomah and aided and enforced by the Building Bureau. The code will include minimum specifications for security hardware, e.g. door locks, window latches, etc. for commercial and residential buildings. There will also be minimum specifications for building security materials, e.g. doors, window design, sills, jambs, etc. for commercial and residential buildings. It will be requested that code requirements be mandatory for all new buildings and a comprehensive recommendation procedure will be established for existing buildings. There will be an investigation of the potential for citizen incentives with the local insurance industry. These minimum specifications can be determined through research studies such as the Alexandria Study indicating through a formula the "best" security system on a cost-effectiveness basis. In addition to studies, insurance companies and security hardware companies indicate willingness to provide research assistance based upon their own observations.

SCHOOL BURGLARY PREVENTION

Of the 10,794 burglaries reported to the Portland Police Bureau during 1971, 2.3% of them occurred in Portland Public Schools. Loss to the School District and taxpayers in the past five years due to vandalism, larceny, and burglary totaled more than \$500,000. From April 18, 1972 through May 17, 1972 the loss was \$10,574 and the loss from January to May 17, 1972 was \$98,334.

Of interest is the fact that of the juveniles arrested for non-residential burglary, 30.1% were involved in school burglaries. See page 18, data collection.

PROJECT TITLE: Portland Schools - Pilot Program to Reduce Burglary Related Property Losses

APPLICANT AGENCY: School District I

PROJECT DESCRIPTION:

The goal of this pilot project is to reduce burglary related property losses in eleven high crime incident schools by improved alarm and apprehension methods. To accomplish this the project will provide a centrally monitored silent alarm system, radio equipment, prowler cars, personnel and procedures to provide effective alarm response capability and coordination of School District Security Officers and Portland Police.

Primary impact and results of the project are an expected more than 60% reduction in burglary losses within the 3-year period. A similar decrease in vandalism losses, unoccupied period arson and other crime is expected. Experience indicates there will be a significant deterrent effect.

The project method includes a detailed planning and hardware systems design stage, an implementation stage, debug stage and operational stage during which the methods and systems will be further tuned and results will be monitored and analyzed. Planning, debugging and implementation will be followed by intensive evaluation of the project.

Evaluation of the project will be by the School District Program Evaluation Specialists using the records of the School District Office of Special Investigation.

Resources include the School District's grant project management capabilities and experience of the School District Office of Special Investigation. An engineering consulting firm experienced in school security will handle technical aspects of the project.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
<u>LEAA Support</u>	\$210,916	---	---	\$210,916
<u>Grantee Contr.</u>	30,698	31,000	31,000	92,698
	<u>\$241,614</u>	<u>\$31,000</u>	<u>\$31,000</u>	<u>\$303,614</u>

SCHOOL BURGLARY PREVENTION
PORTLAND PUBLIC SCHOOLS

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY IN PORTLAND

PROGRAM GOAL

PROGRAM GOAL

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL
JUSTICE SYSTEM BY ALLEVIATING THE ENVIRONMENTAL
CONDITIONS WHICH PROMOTE CRIME.

II JUSTICE ADMINISTRATION
TO SECURE FOR THE COMMUNITY AN ATMOSPHERE OF SAFETY
PROTECTION AND FREEDOM FROM INJURY AND LOSS OF
PROPERTY BY IMPROVING THE CAPACITY OF THE GOVERNMENT
TO ADMINISTER THE CRIMINAL LAW.

PROGRAM OBJECTIVES

PROGRAM OBJECTIVES

B-1 ALTER THE ENVIRONMENT TO REDUCE THE
VULNERABILITY AND/OR ACCESSIBILITY OF THE TARGET
OR AREAS OF CRIME.

C-1 IMPROVE THE CAPACITY OF THE POLICE TO DETECT
AND RESPOND TO CRIMINAL ACTIVITY.

OPERATING PROJECT ACTIVITIES

OPERATING PROJECT ACTIVITIES

B-1.1 IMPROVED DETECTION SYSTEM, HARDWARD AND
FENCING WILL DETER AND DISCOURAGE THE POTENTIAL
BURGLAR BY INCREASING THE CHANCES OF APPREHENSION.

C-1.1 THE CENTRAL MONITORING SYSTEM WILL PROVIDE
THE ABILITY TO DETECT AND MONITOR ANY INTRUSION,
THEFT OR VANDALISM AND TO PREVENT LOSS THROUGH
IMMEDIATE RESPONSE BY SCHOOL PERSONNEL AND POLICE.

STREET LIGHTING

Recent and highly publicized increases in crime rates have generated public pressure to increase crime prevention programs. Kansas City is presently conducting a study funded by LEAA. The preliminary findings of the study confirm the significance of the relationship between visibility and the occurrence of crime. Lighting does deter crime, especially crimes of violence against people.

Washington, D. C. invested \$350,000 in sodium vapor lighting to cover four crime-ridden areas of the city. Within three months, robberies in one such area declined 25% from the previous three months. The city-wide decline was 8.3%. At the same time burglaries in the area dropped 62.7%; the city-wide drop was less than 6%.

In May, 1970, Owensboro, Kentucky installed a system of 5,000 mercury vapor lamps throughout the city. Owensboro has posted a 34% decrease in crime over a 2½ year period.

A Chicago study indicated that two years after the installation of alley lights, the number of serious crimes reported as happening in alleys during the hours of darkness had dropped 30%.

In Tuscon, Arizona, when lights were installed in a previously unlit area, the following year showed 43% fewer reported crimes than the preceding year.

A survey of 1,300 police officials whose cities had improved their lighting showed a drop in crime in 85% of the cities; and in cities with declines, it dropped up to 50%.

During 1971, there were 1,797 robberies committed in the City of Portland. Of the number cleared, 47.1% of the armed robberies and 73.1% of the unarmed robberies occurred on the street. See Chart III-A-1. Over 60% of the total robberies occurred during the hours of darkness. See Chart III-A-7. Thirty-one point one percent (31.1% or 559) of all robberies in Portland in 1971 occurred in a cluster of five of the Portland Police Bureau's 54 patrol districts. These high robbery incidence areas are located in North-Northeast Portland. See Map III and Chart I .

PROJECT TITLE: Portland Lighting Project

APPLICANT AGENCY: City Lighting Bureau

PROJECT DESCRIPTION:

The proposed project would furnish to three Portland high target crime neighborhoods, Boise, Humboldt and Irvington, an immediate lighting improvement program, above the minimum standard service presently required, in order to deter crime. The main goal of the project is to reduce stranger-to-stranger street crime in the target areas by 20% by the end of the 36-month project.

The specific areas in the neighborhoods to receive improved lighting include streets, alleys, school grounds, parks, as well as specific high crime pockets in the neighborhoods.

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

The project will lend itself to a numerical evaluation based on changes in target crime in the project area. Evaluation of the program will also include its impact on the effectiveness of police patrols, its effect on adjoining neighborhoods, increase in crimes observed and reported, and resident's participation in additional crime prevention efforts.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
<u>LEAA Support</u>	\$173,000	---	---	\$173,000
<u>Grantee Contr.</u>	<u>29,582</u>	<u>19,582</u>	<u>19,582</u>	<u>68,746</u>
	\$202,582	\$19,582	\$19,582	\$241,746

STREET LIGHTING
BOISE, HUMBOLDT, IRVINGTON
CITY OF PORTLAND

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM
BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME.

PROGRAM OBJECTIVES

B-1 ALTER THE ENVIRONMENT TO REDUCE THE VULNERABILITY AND/OR
ACCESSIBILITY OF THE TARGET OR AREAS OF CRIME.

OPERATING PROJECT ACTIVITIES

B-1.1 INCREASED STREET LIGHTING IN THREE HIGH TARGET CRIME
NEIGHBORHOODS, BOISE, HUMBOLDT, IRVINGTON.

B-1.2 INCREASED ILLUMINATION IN THREE HIGH TARGET CRIME PARKS,
IRVING, PENINSULA, UNTHANK.

B-1.3 INCREASED LIGHTING IN THREE HIGH TARGET CRIME SCHOOL YARDS,
IRVINGTON, BOISE, HUMBOLDT.

PROJECT TITLE: SUPPLEMENTAL STREET LIGHTING PROJECT

APPLICANT AGENCY: Portland Lighting Bureau

PROJECT DESCRIPTION:

The following Street Lighting Projects are recommended by the staff for consideration:

1. After the initial Street Lighting Project was approved, it was noted that a three block strip between Irvington and the Lloyd Center, in which many street crimes occur should have been included in the grant application. This area extends from 23rd to 7th Ave. bordered by Tillamook and Broadway. This is basically a dark residential area which due to the proximity of the Lloyd Center has a large amount of pedestrian traffic. Eighty-nine units are recommended at a cost of \$126 each.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$11,250	---	---	\$11,250
Grantee Contr.	<u>1,250</u>	<u>1,250</u>	<u>1,250</u>	<u>3,750</u>
	\$12,500	\$1,250	\$1,250	\$15,000

2. Union Avenue from Broadway to Lombard contains numerous dark pockets that substantially aid offenders in the commission of target crime. The prevalence of target crimes on Union Avenue is one of the factors that detracts from the quality of life of residences in that area. Increased lighting would encourage more people to use Union Avenue after dark, thereby discouraging street crimes as well as stimulating business on the avenue. Two hundred fifty (250) ornamental double globe fixtures, utilizing underground wiring would be installed at a cost of \$2,100 per unit which includes engineering costs.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$525,000	---	---	\$525,000
Grantee Contr.	<u>58,333</u>	<u>58,334</u>	<u>58,333</u>	<u>175,000</u>
	\$583,333	\$58,334	\$58,333	\$700,000

STREET LIGHTING
LLOYD CENTER AREA
CITY OF PORTLAND

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM
BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME.

PROGRAM OBJECTIVES

B-1 ALTER THE ENVIRONMENT TO REDUCE THE VULNERABILITY AND/OR
ACCESSIBILITY OF THE TARGET OR AREAS OF CRIME.

OPERATING PROJECT ACTIVITIES

B-1.1 INCREASE THE PRESENT RESIDENTIAL LIGHTING IN THE BUFFER AREA
TO THE MAJOR SHOPPING ZONE IN N.E. PORTLAND AND ITS ADJOINING AREA.

STREET LIGHTING
UNION AVENUE
CITY OF PORTLAND

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

I PREVENTION
REDUCE THE NUMBER OF PERSONS WHO ENTER THE CRIMINAL JUSTICE SYSTEM BY ALLEVIATING THE ENVIRONMENTAL CONDITIONS WHICH PROMOTE CRIME.

PROGRAM OBJECTIVES

B-1 ALTER THE ENVIRONMENT TO REDUCE THE VULNERABILITY AND/OR ACCESSIBILITY OF THE TARGET OR AREAS OF CRIME.

OPERATING PROJECT ACTIVITIES

B-1.1 TO PROVIDE DOUBLE GLOBE ORNAMENTAL MERCURY VAPOR LIGHTS UTILIZING UNDERGROUND WIRING ON THE PRINCIPAL THOROUGHFARE IN THE CONCENTRATED HIGH CRIME SECTION OF THE CITY.

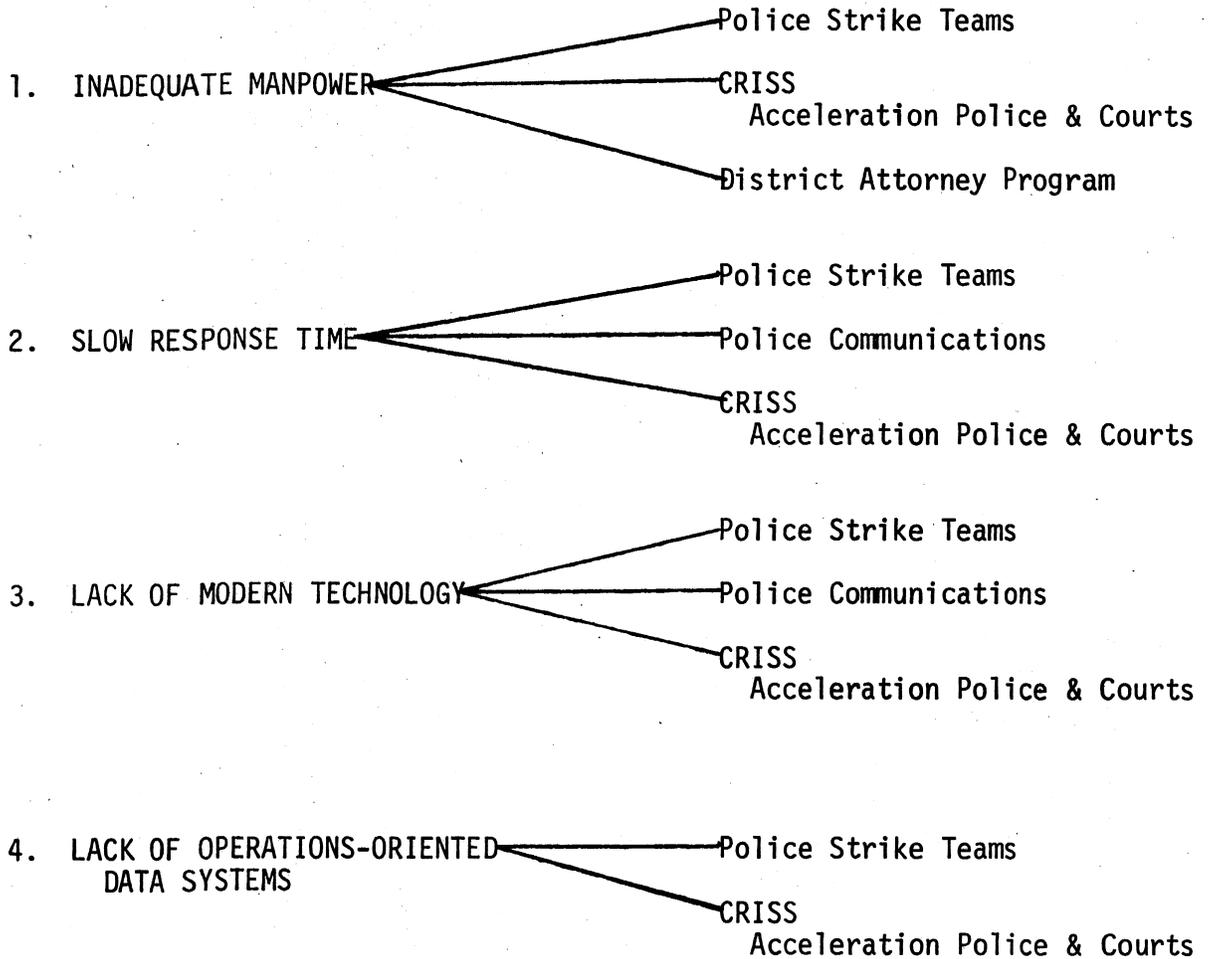
II. JUSTICE ADMINISTRATION

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

JUSTICE ADMINISTRATION SUB-SYSTEM

FACTORS REDUCING
EFFECTIVENESS OF
POLICE & COURTS:

IMPACT PROGRAM
RESPONSES:



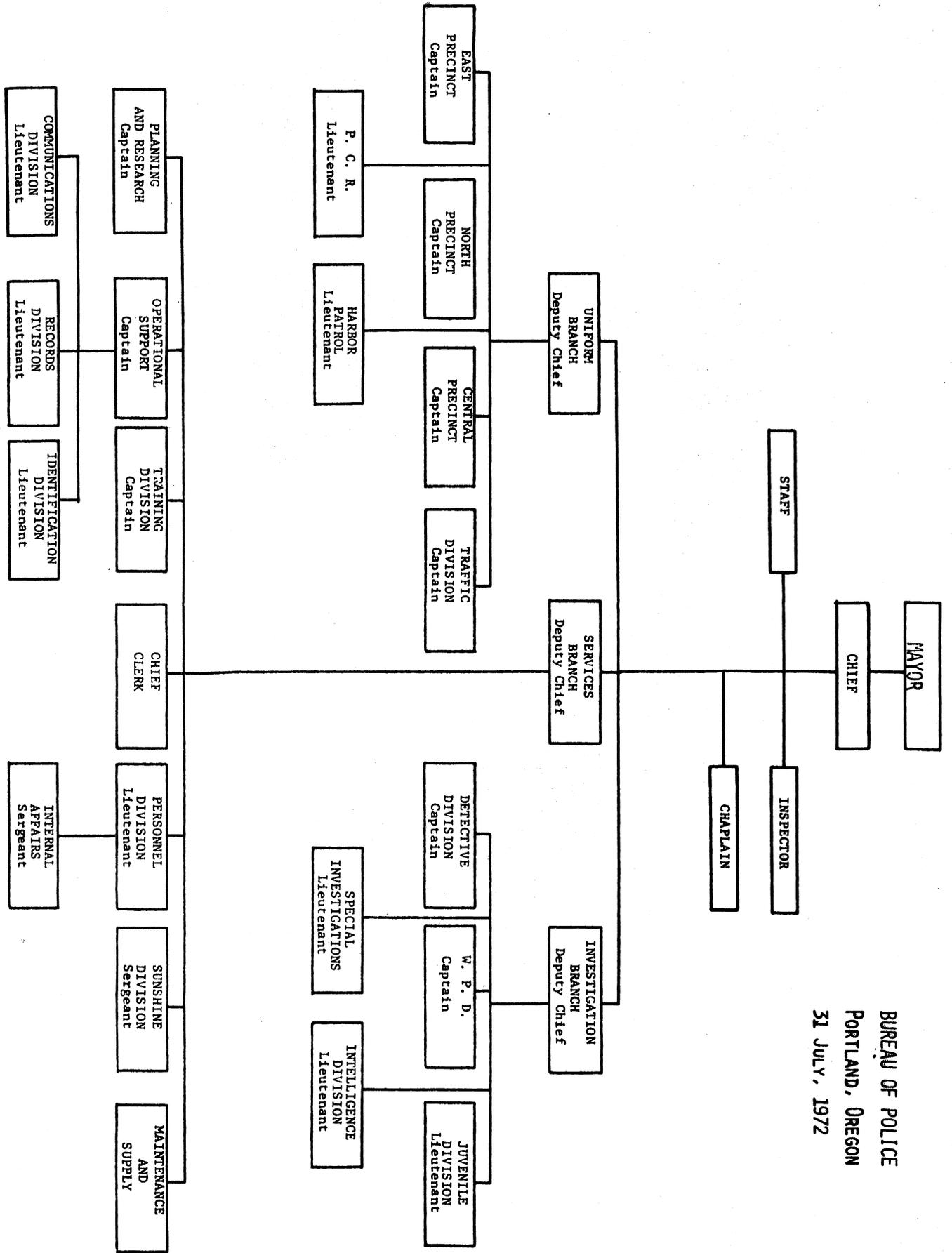
C-1 IMPROVE THE CAPACITY OF THE POLICE TO DETECT
AND RESPOND TO CRIMINAL ACTIVITY

The ten Patrol Districts of the 54 which comprise the City of Portland having the highest volume of target crimes are: 562, 581, 561, 582, 651, 542, 631, 522, 752, 671. Within these Districts there were 3,284 (30.4%) burglaries and 615 (34.2%) robberies.

Patrol districts 562, 561, 581, 582, 542, and 522 are in North Precinct. North Precinct has 96 men, 83 of whom are patrolmen. During the Day Relief, normally six men are assigned to these six districts, six on the Afternoon Relief and six on Night Relief.

Patrol Districts 651, 631, 752, 671 are in East Precinct. East has 136 men, 122 patrolmen. During the Day Relief three men are assigned to the four districts, 5 on Afternoon Relief and three on night relief. The number of patrolmen assigned to each patrol district will vary one to two men, depending on special needs in each district, e.g. a parade, park program, sports events, etc. Of the 361 patrolmen in the portland Police Bureau, an average of ten men are assigned to these ten districts on a given shift.

BUREAU OF POLICE
 PORTLAND, OREGON
 31 JULY, 1972



SPECIALIZED PATROL

The police as a medium for the detection of crime, as distinguished from the means for apprehension, utilize routine patrol, surveillance activities and surveillance devices. The effectiveness of specialized or saturation patrol activities has been previously established in the experience of the Portland Police Bureau. Occasionally when serious outbreaks of street crimes have occurred in a specified area, saturation patrols have been used and immediate reductions obtained.

In September, 1971 the incidence of robbery in Northeast Portland was so severe that the police deployed three plainclothes units. This action was taken when reported offenses for the month were projected to reach 200. The effort was highly successful; the next month robberies dropped to 141.

The New York City Police Department in 1971 undertook an 18 month study of operations. Prior to the study period, the department had increased the manpower assigned to the 20th Precinct in Manhattan by approximately 40%. The objective was to determine the effect of the additional manpower on reported crime rates in not only the affected precinct but also in the neighboring ones. Average weekly crime before the manpower change was compared with that after the manpower change.

To correct for other factors possibly influencing crime rates had there been no manpower change, other precincts in the City were selected post facto to serve as controls; the selection of these precincts depended upon whether their crime behavior and general demography were similar to that of the 20th Precinct. In most cases, crime increased in the control precinct; where crime also increased in the 20th Precinct, the increase was smaller, so that the net change was a decline. As to robbery there was a 33% decrease in street robbery and 21% decrease for other robbery. There was a 49% decrease for grand larceny visible from the street. There was no significant change in burglaries. This program was only a general increase in manpower.

In August, 1968 the Hartford, Connecticut Police Department expanded its daytime Burglary Squad from two to 11 persons. Data showed that the majority of residential burglaries were being committed between 8:00 a.m. and 4:00 p.m. and the majority of commercial burglaries are committed after 6:00 p.m. and before 8:00 a.m. The Department selected competent personnel, trained them in all phases of burglary investigation, assigned them to areas of the city where a high incidence of burglaries was being recorded, and made them accountable for residential burglaries occurring within their specific areas of assignment. Illustrative of the impact upon the number of illegal entries into private dwellings is the comparison of such entries between 1968 and 1969. During 1968, 2,054 homes were entered by unlawful means; the corresponding period of 1969 recorded 1,529 illegal residential entries or a 27%

decrease. The Burglary Squad had effected 769 arrests and recovered \$150,000 in stolen property.

The City of Cleveland has established a small, elite force of policemen committed to saturation patrolling of high crime neighborhoods. To accomplish this the mobile task force utilizes six specialized vehicles and departmental personnel in the following areas:

I. Crime Control - two marked cruisers and two unmarked patrol cars equipped with intensifier image orthicon; high band radios and walkie-talkies (using 155.01 MC); portable (hand held) television cameras; video taping equipment in support of the special crime-control force.

II. Crime Detection/Solution - two mobile crime laboratories, fully equipped, will be at the disposal of the special crime control force as well as the regular patrol force.

Computer monitoring will reveal the amount of crime, type of crime, hour of the day, day of the week, crimes against persons, and against property. This data will be analyzed and the force will be deployed in the areas where the need is the greatest. Two sergeants will supervise 16 patrolmen on at least two shifts. The force will be deployed for short periods in various geographic areas of the city. There is no evaluation at this point but further computer analysis of the crime figures within the target areas will test the effectiveness of the program.

The St. Petersburg, Florida Police Department, with LEAA funds formed a Special Operational Services Unit in July, 1970. The hypothesis was that highly visible uniformed police officers would saturate an area experiencing a high incidence of violent crime. The experience gained by the Unit lead to alteration of the original concept. Overt uniformed patrolmen in high crime areas did not deter crime. Perpetrators were arrested using covert methods. The Unit gained its most successes in apprehending perpetrators by the use of decoys, rooftop surveillances and inconspicuous patrol such as motor scooters and ten speed bicycles. Assigning of specific surveillances after analyzing crime patterns was the most beneficial method as evidenced by 153% increase in felony arrests and a 72% increase in misdemeanor arrests. Street robbery, the critical problem in St. Petersburg decreased by 14.5% for armed robbery and 1% for unarmed robbery within the first 21 months of operation.

In 1971, the Portland Police Bureau initiated a drunk driving enforcement program under the sponsorship of the United States Department of Transportation. Since most fatal accidents related to drunken driving occur between 7:45 p.m. and 4:00 a.m. on Friday and Saturday, the special enforcement units are on duty during those time periods in selected high risk locations. While the goal was reduction of accidents, and especially fatal accidents, selective enforcement resulted in about 4,000 drunk driving arrests in 1971 as compared with 1,500 in previous years.

The significance of the patrolman as both a deterrent and the

means for apprehending offenders is graphically dramatized by analysis of the data on burglary and robbery:

For burglary:

54.6% of all burglaries where an arrest was made, were committed within one mile of the residence of the defendant. See Chart II-C-11.

71.2% of all burglaries, where an arrest was made, were committed within two miles of the residence of the defendant. See Chart II-C-11.

As to the juveniles, who committed 59.3% of all cleared burglaries:

63.3% of the burglaries were committed within one mile of the residence of the juvenile. See Chart II-C-11.

Furthermore,

45.4% of the arrests for burglary were at the scene of the crime. See Chart II-C-10.

and an additional

16.8% of the arrests for burglary were made within six hours of the crime. See Chart II-C-10.

For robberies:

14.2% of the robberies in which an arrest was made, were committed within one to five blocks of the defendant's residence; 16.1% were up to one mile of the defendant's residence and 47.1% were between two and four miles of the defendant's residence. See Chart III-C-16.

As to the juveniles, who committed 29.4% of all cleared robberies:

50% of the robberies were committed within one mile of the residence of the juvenile. See Chart III-C-16.

Furthermore,

56% of all arrested offenders were apprehended at or near the scene of the crime. As elapsed time from the commission of the crime increases, chances for apprehension decreases. See Chart III-C-15.

and,

63.8% of the adult and 62.1% of the juvenile arrests for street robbery were immediate at the scene of the crime. See Chart III-C-15.

The conclusion can be made that the apprehension of offenders depends upon rapid response to the crime scene, which in turn depends upon the availability of adequate manpower and an operationally effective communications system.

PROGRAM: PORTLAND POLICE BUREAU - STRIKE FORCE
(To be included in Portland Police High Impact Program)

PROGRAM DESCRIPTION:

To provide additional manpower capability for concentrated efforts to apprehend burglars and robbers. The concept of the strike forces is to provide additional police manpower to operate in a specific manner and area to combat a specific type of crime. The Portland Police Bureau proposes to initiate strike force teams to combat burglary and robbery. The robbery response teams will conduct a covert patrol of a specific high crime area to keep a close watch on locations and persons most likely to be victimized. This covert patrol will allow for saturation of target areas, increased detection of crimes in progress, and reduced response time. The burglary response team will saturate a known high burglary area in order to quickly respond to alarms. Twenty to thirty silent alarms will be installed in one target area. This quick response will enable increased detection of crimes in progress and a reduced response time. In addition another team supported with appropriate equipment will be available for immediate and comprehensive scientific investigation and analysis of burglaries and robberies committed in the area.

All strike force activity will be on an overtime basis. Manpower will be drawn from the precinct in which the target area is saturated. If detectives or scientific investigation persons are needed they will be supplied to the precinct commander by the respective divisions.

Initially the robbery strike force operation will consist of one sergeant and eight patrolmen. They will report to the precinct commander and coordinate with the shift commander and other police personnel. They will be divided into two-man units and will be equipped with unmarked cars, night surveillance equipment and personal

communications equipment. The officers will be in plainclothes. Team composition may change with the problem crimes addressed to include the use of decoys, uniformed and marked patrols, walking beats, and many other methods.

Primary target areas will be selected for concentrated burglary strike force operations. The 20 to 30 alarms will be installed by teams of detectives with alarm installation experience. After the installation of alarms two teams will be dispatched to the target area. One of the teams will operate with four marked cars manned by four uniformed patrolmen. They will provide immediate response to activated alarms. These teams will be provided with walkie-talkies. The teams will also gather information on suspicious persons, and vehicles in the area.

Another team consisting of a detective and scientific investigator will be available for immediate investigation of burglaries committed in the area, which will include thorough examination of premises, collection and preservation of evidence and interviews of witnesses. These officers will be provided with field scientific investigation equipment and will operate out of a mobile crime laboratory. In 1971 the number of burglaries investigated by the Identification Division was approximately 4,511. In 1971 they identified more latent prints in felony cases than in all police agencies in the Northwest combined. With the availability of a mobile crime lab and additional manpower the number of latent prints identified can be much higher.

There will be a definite need for operational flexibility of strike force teams. Comprehensive crime analysis will provide the Bureau with immediate information that will consider the modus operandi, type of victim and offender; the hour, day, and location of the crime, along with the frequency and seriousness of particular incidences. Provided with this data the strike forces can react to crime trends as they develop. Teams can be composed to attack a specific problem in a detailed manner.

POLICE COMMUNICATIONS

The present capacity of the police to respond to calls for assistance is hampered by an outmoded and overloaded communications system. The Portland Police Bureau operates on a two channel system which is saturated during many hours of the day. Police units cannot be dispatched

immediately to the scene of serious crimes; therefore opportunities for immediate apprehension are lost. Citizens are angered by the apparent lack of responsiveness by police and their general negative attitudes are reinforced. Awareness of the existence of such negativism provides the basis for the assumption that there is considerable unreported crime.

Average police response time in 1971 was 10.7 minutes. Of the 10,794 burglaries reported in 1971, 6,884 were committed under circumstances which render immediate reporting impossible, in other words, the burglary was not discovered until some time after it was committed. Of the balance, 3,910, 15.9% occurred between 1 and 4:00 p.m., 14% between 4 and 7:00 p.m., and 24.2% between 7 and 10:00 p.m. See Chart II-A-11. Of the 1,797 robberies reported in 1971, 1,669 can be related to a specific time of commission. Of those 15.7% occurred between 4 and 7:00 p.m., 22.1% between 7 and 10:00 p.m. and 18.3% between 10:00 p.m. and 1:00 a.m. See Chart III-A-7.

Thus it is clear that it is during the time period when the police radio system is most congested that the greater number of target crimes are being committed. The ability of the police to deal effectively with the target crimes is related directly to the present state of the communications system.

The inadequacies of the police communications system further hampers police effectiveness in the retrieval of timely information

for patrolmen investigating suspicious circumstances or a criminal act. Channel congestion and the use of only partially automated methods for data retrieval result in lost opportunities for effective law enforcement and unnecessarily endangers the safety of the officer.

The Columbia Region Information Sharing System (CRISS) is being developed to provide a computerized data base for police, courts, and corrections. The police are presently able to obtain motor vehicle information from the State Department of Motor Vehicles, Oregon Law Enforcement Data System (OLEDS) and through OLEDS, information from NCIC. When Phase I of CRISS (Police) is operational, the present schedule projects operations by May 1, 1973, OLEDS and NCIC will be accessed by the CRISS system. Presently an officer requesting information regarding wanted persons or stolen property communicates with the dispatcher, whose support staff retrieves the information, and the dispatcher broadcasts the information over the radio system. Channel congestion severely limits the number of inquiries processed during hours of heaviest target crime activity.

The state of the police communications system lead to application for 1971 LEAA Federal Discretionary funds for a system design study for Police-Sheriff mobile radio and a study of a data processing system to support communications and CRISS record inquiries. That design study was completed in November, 1972. This study resulted in the conceptual design of a new system and the basis for acquiring modern

equipment all of which will contribute to greater police effectiveness and greater protection to the public.

PROGRAM: PORTLAND POLICE BUREAU - COMMUNICATIONS SYSTEM
IMPLEMENTATION
(To be included in the Portland Police High Impact
Program)

PROGRAM DESCRIPTION:

To decrease police response time through installation of a modern communications system. This project will provide the Portland Police Bureau with a modern land mobile radio communications system, composed of dispatch equipment, computer interface, and eight channel 450 mh capability, and sufficient portable radios to enable the patrol officers to perform the strike force mission.

In 1971, a study of radio usage was made by the Police Bureau. That study revealed that of the 101,403 calls for assistance received by the Bureau from January through July, 1971, 32,848 or 32% were characterized as non-criminal matters. The non-police handling of such calls would not only free patrolmen's time from such activities but would eliminate congestion on the radio channels. See Chart I.

The creation of a Business Office in the Police Bureau would provide a centralized office for dealing with the public. Among the responsibilities of such an office would be the handling of all citizens who come to the Police Bureau for any reason. Under present operations such individuals must wander through the building until they can locate the appropriate unit. A Business Office would interview all these persons and arrange the proper contacts. The Office could as well be conduit through which non-police calls for assistance would be channeled to other community agencies or handled by some

technique other than the dispatching of a police vehicle.

Under the present communications system and in the system to be developed, it is essential that priorities be established in the handling of calls for assistance and techniques be established to dispose of such matters in a way that will maximize the police officer's effectiveness and reduce the strains upon the communications system.

IDENTIFICATION OF JUVENILE OFFENDERS

Statistics regarding the value of property taken in burglaries show that 53.8% of the burglaries involve the taking of less than \$100. See Chart II-A-6. This would indicate that the intrusions are not by systematic or professional burglars. The evidence indicates rapid intrusion, the taking of small portable items, i.e. likelihood of juvenile involvement. The arrest statistics indicate that 59.3% of the burglary arrests are of persons between the ages of 10 and 18 and that 18.8% of those are between 12 and 13. See Chart II-B-2. Information obtained from the Portland Police Bureau further substantiates this interpretation: the Identification Division has large numbers of unidentified latent prints on file, which by their nature appear to be the fingerprints of children. The final report of the Oregon Legislative Interim Committee to Revise the Juvenile Code recommends the fingerprinting and photographing of juveniles arrested for felonies in which the fingerprint or photograph is significant to the case. The revised Juvenile Code will be considered during the 1973 Oregon Legislative Session.

CHART VII

JANUARY - JULY, 1971

<u>TYPE OF CALL</u>	<u>NUMBER OF CALLS</u>	<u>CONSUMED TIME</u>	<u>PERCENT TIME</u>
Minor Accident	5,731	214,713	7.9
Loading Zone	211	4,137	.2
Driveway - Blocked	1,154	21,393	.8
Assist Motorist	505	7,896	.3
Check traffic lights	126	1,540	.1
Taxi, bus, fire zone	1,582	33,037	1.2
Check for ambulance sick/injured	4,133	97,938	3.6
Drunk down	1,533	39,128	1.4
Family disturbance	2,667	64,858	2.4
Disturbance in Auto	26	564	.0
Nuisance	9,061	244,250	9.0
Mental	359	15,223	.6
Loud Radio	823	10,839	.4
Animal	767	16,571	.6
Needy Family	343	11,697	.4
Abandoned Auto	4	164	.0
Abandoned Bike	26	917	.0
Lost/Found Property	999	38,967	1.4
Hazards	<u>2,798</u>	<u>43,495</u>	<u>1.6</u>
TOTAL ABOVE	32,848	867,327	
TOTAL CALLS	101,403	2,722,686	
	32%	32%	

PROJECT TITLE: Portland Police High Impact Project

APPLICANT AGENCY: Portland Police Bureau

PROJECT DESCRIPTION:

The goal of the project is to improve the capacity of the Portland Police Bureau to detect and respond to burglary and stranger-to-stranger street crime, thereby securing for the community an atmosphere of safety, protection and freedom from injury and loss of property.

To accomplish this goal, the following objectives will be met: Improvement of Police Operations, Improved Police Apprehension, Deterrence and Investigation Capabilities, and Abatement of Criminal Activities. Project Activities include: reorganization of the Police Bureau, improved analysis of target crime information, reduction of response time by improved communications, increased police manhours devoted to target crimes, increased scientific investigation capability, increased detection of crimes in progress, and increased interdiction of professional burglar's and robber's activities.

This project is designed to evolve: new methods of manpower utilization, administrative practices, and increased efficiency of operation due to equipment acquisition, resulting in an appreciable reduction in target crimes.

Objective measures for internal and external evaluation are set to available base-line data and project developed sources. This evaluation will assist in maintaining an ongoing refinement of project activities which have the inherent flexibility to facilitate development over the duration of the program.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$1,500,000	\$1,300,000	\$1,300,000	\$4,100,000
Grantee Contr.	<u>500,000</u>	<u>434,000</u>	<u>434,000</u>	<u>1,368,000</u>
	\$2,000,000	\$1,734,000	\$1,734,000	\$5,468,000

STRIKE FORCE COMMUNICATIONS

PORTLAND POLICE BUREAU

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

II JUSTICE ADMINISTRATION.
TO SECURE FOR THE COMMUNITY AN ATMOSPHERE OF SAFETY, PROTECTION & FREEDOM FROM INJURY AND LOSS OF PROPERTY BY IMPROVING THE CAPACITY OF THE GOVERNMENT TO ADMINISTER THE CRIMINAL LAW.

PROGRAM OBJECTIVES

C-1 IMPROVE THE CAPACITY OF POLICE TO DETECT AND RESPOND TO CRIMINAL ACTIVITY.

OPERATING PROJECT OBJECTIVES

C-1.1. IMPROVE POLICE OPERATIONS

C-1.2. IMPROVE POLICE APPREHENSION, DETERRENCE AND INVESTIGATIVE CAPABILITIES

C-1.3 ABATEMENT OF PROFESSIONAL CAPABILITIES

OPERATING PROJECT ACTIVITIES

C-1.1.1 REORGANIZATION OF POLICE BUREAU FOR IMPROVED EFFECTIVENESS AND EFFICIENCY

C-1.2.1 REDUCE POLICE RESPONSE TIME AND INCREASE POLICE PRESENCE BY IMPROVED COMMUNICATIONS

C-1.3.1 INTERDICT FENCING OPERATIONS

C-1.1.2 PROVIDE FOR GATHERING, ANALYSIS & DISSEMINATION OF TARGET CRIME INFO.

C-1.2.2 PROVIDE ADDITIONAL MANPOWER CAPABILITY FOR CONCENTRATED EFFORTS TO APPREHEND BURGLARS & ROBBERS

C-1.3.2 INTERDICTION OF PROFESSIONAL BURGLAR'S & ROBBERS' ACTIVITIES

C-1.2.3 IMPROVE FORENSIC INVESTIGATION OF TARGET CRIMES

C-1.2.4 PROVIDE FOR INCREASED DETECTION OF CRIMES IN PROGRESS

PROJECT TITLE: Police Models

APPLICANT AGENCY: City of Portland/Multnomah County

FUNDS RESERVED: \$750,000

PROJECT DESCRIPTION:

The purpose for the reservation of these funds is to permit the implementation of innovative policing models based upon experience gained from and resources provided by the above-described Strike Team - Communications Project and from work being done on the Police-Sheriff Consolidation Project.

C-2 ESTABLISH SWIFT AND APPROPRIATE DISPOSITIONS OF CRIMINAL CASES

PROSECUTION AND ADJUDICATION

The Multnomah County District Attorney is responsible for all prosecution of crimes in the County whether involving violations of city, county or state law. The District Attorney's Office employs 40 attorneys: 27 in the criminal sections and 2 at the Juvenile Court.

In 1971, 161 adult defendants were prosecuted for burglary, 164 for robbery.¹ Of those, 200 plead guilty of a felony and 21 to a misdemeanor; 44 were tried in Circuit Court on felony charges, of whom 32 (72.7%) were found guilty.

Preliminary hearings in the lower courts were held in 204 cases, 35 defendants waived preliminary hearing. Thereafter, 37 entered pleas before grand jury action was taken. Oregon law requires an indictment or written waiver of indictment in all felony prosecutions. For target

Note 1.

The numbers here are from the DATA, which is fragmentary as it relates to the court processing of arrested individuals. In subchapter II-B which relates to crime incidence information, the number of 313 arrests for adults charged with burglary and subchapter III-B shows 228 adults arrested for robbery. Subsequent analysis of the arrest to conviction process deals with 184 adult burglars and 209 adult robbers. The discrepancy, which is substantial (129) for burglary is due to inability to track some of the arrested individuals through the system. It is clear that these were not all cases in which the State did not proceed but rather cases which for any of a number of reasons the DATA collection staff was unable to trace through the system. This discrepancy is significant in that it prevents generalization from the DATA shown to the total arrested and convicted population.

The records of the Multnomah County Department of Parole and Probation suggest that 50-75 target offenders in 1971 received some service from that agency. It would thus appear that of the 129 burglars unaccounted for, there were a substantial number of misdemeanor dispositions.

offenses, there were 44 secret indictments, 185 standards indictments and 14 not true bills. There were 221 pleas entered, of which 188 were negotiated and 33 were to the charge in the complaint or indictment.

In 1971, 207 juveniles were either formally or informally adjudicated on burglary charges and 44 on robbery.² The DATA does not indicate the number of formal court proceedings held in these matters. However, since all commitments and all remands are formal proceedings, and 21.3% of the burglaries as well as 24.4% of robberies were actions of the latter nature, an absolute minimum of 104 court proceedings occurred. The extent of work for the District Attorney's Office at the Juvenile Court which is generated by the volume of juvenile arrests for the target crimes cannot be determined. Although all remand proceedings require the presence and participation of the District Attorney's Office, not all commitments, i.e. placements in residential treatment, foster care or the training schools, are contested. It is only when a case is contested that the Deputy District Attorney is involved in the presentation of the case in court. In addition to remands and commitments, the imposition of probation does in some instances involve the adjudication of contested facts. Thus, in an undetermined proportion of the probation dispositions (151 were placed on either formal or informal probation) the District Attorney's Office participated in court hearings.

The effect of the Impact Program upon the caseload of the District Attorney's Office is impossible to predict. Inquiries to other communities to identify empirical data on the relationship of enhanced

Note 2.

As in Note 1 above, there is a discrepancy in numbers of persons dealt with in the crime incidence sections of the DATA and in the court processes information.

police capabilities to court congestion problems have been unproductive. The Department of Transportation sponsored "Driving under the Influence of Liquor" Project has shown that with the provision of specialized patrol units from 7:45 p.m. to 4:00 a.m. Friday and Saturday nights, the number of drunk driving arrests jumped from 1,500 to 4,000 in 1971. Average monthly arrests for 1972 have been 334. Prior to the program drunk driving cases, all accidents, all serious traffic offenses were handled by the City Attorney's Office as a part of the Municipal Court's Safety Court, which met 2 days per week; drunk driving accounted for approximately 30% of the Safety Court's cases. At the present time, there are 4 full-time prosecutors, two full-time judges, 2 full-time pro tempore judges involved in DUIL cases. There are 800 cases awaiting jury trials; there are a total of 1800 pending cases, awaiting trial or sentencing including 200 outstanding bench warrants. Time from arrest to jury trial is 2½ - 3 months.

Effectiveness of police programs in increasing the apprehension of target crime offenders will result in a larger volume of cases to be processed in the local courts.

Approval of the proposed draft of the Juvenile Code with respect to fingerprinting of juveniles should produce a substantial increase in the apprehension and clearance rates for burglary.

Whether the relative effect of improved police capabilities on the adult and juvenile courts will be proportional to the distribution of adults and juveniles in the cases cleared in 1971 depends upon the extent to which that distribution is consistent with the relative involvement of adults and juveniles in the non-cleared target offenses.

Due to the fragmentary DATA available on the prosecution and court processing of juveniles and adults, it is not possible at this time to develop a formula addressing the probable increase in court business in terms of the ratio of arrests to formal court proceedings. Even if such a formula could be devised and applied, no reliable projection of the progressive effect of police programs on arrest rates is possible. Thus, a "wait and see" approach is the only avenue available. It is anticipated that a need for prosecutors will be generated by the increased apprehension effort; fundings have been reserved to absorb this work.

PROJECT TITLE: Multnomah County District Attorney's Office

FUNDS RESERVED: \$500,000

PROJECT DESCRIPTION:

These funds are reserved to provide increased prosecutorial manpower and/or to develop a process for diversion of adult offenders.

Similarly there will be a general impact on the court system. Charts II-D-18, III-D-18 reveal that the average time from arrest to judgment in adult burglary cases was 21.4 weeks and in robbery 18.8 weeks. Effective January, 1972 there is a 60-day limitation on the time from arrest to trial of detained adults. There has been consequently a sharp decrease in the time from arrest to trial due to excellent coordination between the District Attorney and the Courts. The effectiveness of any corrections efforts is to a great degree dependent upon the speed with which a treatment program can be identified and implemented. It is not until the defendant is adjudicated guilty of the charge that the State

has the authority to subject the individual to any rehabilitative efforts. Thus, a principal goal of the criminal justice system is to process the defendant to verdict quickly in order that rehabilitation can be commenced. Should a large influx of felony charges result from the Impact Program, these achievements in rapid processing of criminal cases may be jeopardized, to the detriment of the offender and the court system.

The acceleration of the Court module of the CRISS Project will contribute to the maintenance of the speedy trial practices in Multnomah County by simplifying calendaring through the incorporation of pertinent information regarding persons being processed through the courts, availability of police witnesses, prosecutors, judges, attorneys, so as to minimize setovers and delays and to facilitate optimum use of judicial time. Such capabilities as an automated data system can provide will enable the judges to identify problems in the functioning of the system and to design modifications and improvements. Project: CRISS Acceleration, See Information Systems, C-3)

The proposed acceleration of the Courts Module is appropriate to the potential court congestion anticipated from increased apprehension of offenders. In Washington, D. C., 5 years ago a greatly increased police effort produced chaos in the courts; serious delay problems were experienced. Delays led to the release of offenders awaiting trial; the recidivism rate of such persons increased to 87%.

The automated capabilities available through the CRISS Courts Module were precisely the curative methods employed, after the fact in the District of Columbia; with great success.³

The potential effect of the Impact Program upon court caseloads and upon the administrative apparatus of the court requires improved procedures in calendaring a case processing to insure the provision of justice without delay. A survey of existing practices should look to improvement of case-flow procedures and to the appreciation of engineering methods and management theory to the adjudication of criminal cases.

The effectiveness of the criminal justice system is dependent upon the cooperation of citizens in their roles as witnesses and jurors. It is generally understood that the treatment of such persons in the criminal justice system is inappropriate and tends in many cases to engender negative attitudes which in turn reflect upon the willingness of the individual to participate and to function in an unbiased fashion. The situation is perhaps most dramatic in connection with the use of police witnesses. The City of Portland and Multnomah County spend in excess of \$1,000,000 each year in Police Overtime. The Portland Police Bureau reports that approximately \$157,000 in overtime was expended for court appearances. Reduction Note 3.

Report of the U. S. Attorney General (circa 1966).

of this expense could be brought about through better planned use of police witnesses; less time would be consumed waiting in courthouse corridors until their testimony is required. Similarly a tremendous amount of time is spent by officers assigned to duty during the day waiting when they might otherwise be answering calls or investigating crimes that must, under present circumstances, receive less than adequate attention. Day Relief patrolmen spent 3,808 hours in court FY 1971 - 72. Day Relief detectives spent 5,023 hours in court-related activities. An in-depth evaluation of the use of police time by the courts will not only result in dollars saved by the public but in increased enforcement by the police. The cost to the system associated with the abuse of civilian witness and juror time is more subtle and perhaps more disabling to the system. The willingness of an individual to testify as a witness is indispensable to accurate adjudication and the positive outlook of a juror is indispensable to a fair verdict.

At the present time all preliminary proceedings in felony matters and trial of all misdemeanor matters is the responsibility of the District Court of Multnomah County. This court is not a court of record; trial de novo in Circuit Court is a matter of right should a defendant choose to appeal the verdict. There have been an average of 55 trials de novo per month in Circuit Court of District Court verdicts in 1972. On July 1, 1973 the 12 District Courts will become courts of record; the amount of time expended by the Circuit Court in the processing of District Court appeals will be drastically reduced by the availability of a record. In contemplation of this statutory change, the courts must plan for the provision of reporting capabilities either through hiring of court reporters or through the development of an electronic recording capacity.

C-3 PLAN AND COORDINATE THE PROCESSES OF CRIMINAL
JUSTICE TO ENABLE THEM TO FUNCTION AS A SYSTEM

The criminal justice system of the City of Portland and Multnomah County is characterized as a series of uncoordinated entities which, despite the fact they have common goals, do not plan, budget or operate with any sense of unified purpose or functional inter-dependence. It was for this reason that the City-County Office of Justice Coordination and Planning was established in September, 1971.

The City of Portland and Multnomah County had, prior to the announcement of Impact funds, established directions for future efforts in the criminal justice system and had achieved some initial goals: coordination of justice planning, consolidation of minor courts, prosecution, and jails, jail improvements and corrections diversification. Thus the planning for the Impact program constitutes only a component of the prospective which guides the development of the system generally.

The priorities of the Portland-Multnomah policymakers revolve around the advantages and efficiencies to be derived from consolidation. The 1971 Oregon Legislature established the authority for the creation of a City-County Charter Commission which is charged with the responsibility to draft a basic document of government for a proposed consolidated City-County. Under the terms of that legislation and subject to the approval of the voters, a consolidated government could come into existence in January, 1975.

As of January 1, 1972 the Municipal Court of the City of Portland ceased to exist and its functions were assumed by the District Court of

Oregon for Multnomah County. At the same time, the criminal prosecution functions of the City Attorney's Office were transferred to the Multnomah County District Attorney. The County assumed responsibility for the City Jail and thereby for all jails within the County. The County assumed the functions of the City Department of Parole and Probation. In connection with these changes, the City courts presently operated in the Police Bureau Building will be moved to the Multnomah County Courthouse on January 1, 1973, as well as the Judicial Administration functions supportive of those courts, the District Attorney's Office which operates in those courts, and all related activities. In order to accommodate these activities in the Courthouse, the Multnomah County Sheriff's Office functions located in the Courthouse were transferred to the Police Bureau Building during June, 1972.

With the co-location of police agencies, which the court consolidation accomplished, the impetus toward consolidation of police services was reinforced. Planning for that consolidation has begun. The fact that these agencies may be consolidated provides the community with the opportunity to examine basic questions regarding the delivery of law enforcement services. Thus, the planning addresses not merely the means to blend the existing operations into a single agency but also asks what a modern, effective police agency should be doing and how it should manage its activities. The planning process involves the operation of four committees composed of police officers, deputy sheriffs and citizens who are charged with the responsibility of identifying the nature of the present organization and operations of the two departments, the form and functions of a new police agency, and the means to bring such an agency into

existence. The Goals and Organization Committee will identify the objectives of police, the most efficient organizational structure and other fundamental issues bearing upon the inter-relationship of police and the larger community. The Personnel Police Committee must deal with such matters as retirement, career ladders, use of non-sworn personnel, training and recruitment. The Integrated Services Committee will design and plan for the implementation of a full range of technological and supportive services. The Joint Operations Committee will deal with the organization and nature of general police operations.

In conjunction with these committees, a Community Goals Program is anticipated to establish the means for public participation in the establishment of police goals and police priorities. Such a program will not only serve during the period of consolidation planning but also provide an on-going mechanism for police-community communications.

The overall management of the Police-Sheriff Consolidation Program will be the responsibility of a Project Director who will have the resources to obtain consulting and other supportive services to coordinate the design of the new police agency. These activities are supported by State Block LEAA funds: \$100,000 for FY 1972-73 and \$100,000 secured for FY 1973-74. The second year of the program contemplates the phased implementation of the plan either through actual merger of functions or modifications of present agency activities to conform to the plan and thereby facilitating the later combining of activities at the time of general governmental consolidation.

The fundamental problems for systematization of criminal justice efforts will not be resolved by consolidation. Clarification of goals for the entire system must precede any efforts to evaluate the effectiveness of the system and each of its components. As the function of each component is articulated, a more exact appropriation of duties and responsibilities can be achieved.

The Police-Sheriff Consolidation program constitutes a recognition of the significance of police services in the hierarchy of functions performed by local government; extensive attention must be given to the police function so that police services are not interrupted during general consolidation.

Goal identification and systematization must be addressed in regard to the prosecution function, local jails, juvenile court and prevention programs. The design of evaluation for Impact Programs takes into consideration the need for quantification of goal and effectiveness oriented data to aid in the systematization process.

INFORMATION SYSTEMS

The Columbia Region Information Sharing System(CRISS) was initiated in 1966 within the Records Division of the Portland Police Bureau. In that same year the other law enforcement agencies of the CRAG indicated their support of a regional computerized data base. Funding for the project became available in 1970 through an LEAA planning grant awarded to CRAG. During October 1971, a contract was entered into between CRAG and City of Portland-Multnomah County for the development and implementation of CRISS.

The CRISS Project will provide the mechanism for the scientific evaluation of crime incidence information and for the development of critical operational and management tools for law enforcement agencies. CRISS will not only offer rapid access to operational tools for the Police and courts, but also the capacity to analyze trends and identify an infinite variety of statistical interrelationships which will aid the criminal justice system and the governments in establishing programs and priorities tailored to the local phenomena of the crime problem. The future of CRISS provides as well for the opportunity to establish sound management information systems which will assist the courts, the police, and corrections in resource management from both a short term and a long term perspective.

To date policy management committees have been established in the three major user areas: law enforcement, courts and corrections.

Initial work has been done in regard to the Courts Module (Phase II) of the system including a conceptual design for a Courts Records Management System which was completed in early 1972 and accepted by the Courts Policy Management Committee.

The system design includes computer assignment of court case numbers incorporating on-line book capability, production of appearances calendars and notices, production of trial calendars and notices (avoiding attorney and off-duty officer conflicts), on-line access to progress of particular individuals through the system; and management records, including filings, dispositions and pending case reports, case status reports (subjects in process tracking through the courts), analysis of disposition and aging reports on terminated cases. Present operational date for full module is May, 1976.

The Corrections Module (Phase III) remains in the earliest stage of development and the Corrections Policy Management Committee is currently involved in the development of requirements definition. To date, policy management committees have been established in the three major user areas: Law Enforcement, Courts and Corrections.

CRISS development relates primarily to the Law Enforcement Module (Phase I) of the system.

A standardized field reporting system has been adopted by 34 participating police agencies. This system provides a completely unified method and procedure for the reporting by field officers of both criminal and

non-criminal incidents.

A Law Enforcement Resource Committee has been formed to assist in the design of future computer applications in the field of law enforcement. Message switching between CRISS and LEDS has been implemented and permits CRISS users to access State Department of Motor Vehicles and National Crime Information Center records as well as the National Law Enforcement Teletype System (NLETS). A data capture program for the CRISS on-line name file was completed in March, 1972 and resulted in the capture of 48,000 identity records, all of which are supported by fingerprints. This on-line name file is now available to CRISS users.

Preliminary design work and requirements definition has begun on the Crime File, UCR reporting and the Resource Allocation portion of the Management Information System.

The Portland Bureau of Police, in conjunction with their Impact proposal (See Plan Section C-1) requested that the development of the Crime File be accelerated. This request was based upon their need to rapidly retrieve crime occurrence information vital to the effective and timely allocation of resources. As a result of Preliminary planning by CRISS and Data Processing Authority staff, it was determined that acceleration of isolated components of the system would be ill-advised and would result in system problems in the future. CRISS and Data Processing Authority staff proposed the alternative of simultaneously accelerating the Crime File, UCR reporting, the Resource Allocation portion of the Management Information System, and the entire Courts module. This broadened systems acceleration would

provide the capability requested by the Police Bureau and required by the courts and would significantly enhance the overall development of the CRISS Project.

PROJECT TITLE: CRISS Project Acceleration
City-County Data Processing Authority

PROJECT DESCRIPTION:

To accelerate the activities and systems planned for the CRISS Project necessary to support the Police and Courts in connection with or as a result of Impact Program implementation.

The systems utilize existing City-County DPA equipment with the addition of the needed core and equipment.

1. POLICE SYSTEM This three part system uses a single source of input (report coding/indexing).

CRIME FILE Contains information relating to occurrence of crime by time, date, location, property stolen, type of crime, modus operandi, and case status (cleared-uncleared). The crime file will also be utilized by investigators to develop lead-type information and to facilitate the clearance of additional cases when interviewing suspects and as a foundation for the preparation of specialized crime bulletins.

UNIFORM CRIME REPORTING The uniform crime reporting system will provide the means to automatically tabulate, store and produce required reports of information relating to all crimes and arrests reported within uniform crime reporting definitions.

MANAGEMENT INFORMATION The Law Enforcement Mangement Information System will contain information that permits an administrator or planner to make and evaluate decisions relating to personnel deployment (resource allocation), equipment allocations and personnel assignments, based upon crimes reported.

2. COURTS SYSTEM This system will provide to the courts a means to calendar new cases, docket appearances, record dispositions, monitor, and expedite case processing. The necessary statistical reports will also be prepared to permit the courts to comply with all statutory requirements and to effectively analyze the efficiency of their operations.

3. CORE AND EQUIPMENT REQUIREMENTS The activation of the mentioned systems will require the addition of 256K of core memory and peripheral equipment (disc drive and printer) to the existing City-County DPA resources.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$520,780	\$153,172	\$153,172	\$827,124
Grantee Contr.	<u>173,593</u>	<u>51,057</u>	<u>51,057</u>	<u>275,707</u>
	\$694,372	\$204,229	\$204,229	\$1,102,831

CRISS ACCELERATION - COURT DATA
CITY-COUNTY DATA PROCESSING AUTHORITY

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

II JUSTICE ADMINISTRATION

TO SECURE FOR THE COMMUNITY AN ATMOSPHERE OF SAFETY, PROTECTION & FREEDOM FROM INJURY AND LOSS OF PROPERTY BY IMPROVING THE CAPACITY OF THE GOVERNMENT TO ADMINISTER THE CRIMINAL LAW.

PROGRAM OBJECTIVES

C-2

ESTABLISH SWIFT AND APPROPRIATE DISPOSITION OF CRIMINAL CASES.

C-3

PLAN AND COORDINATE THE PROCESSES OF CRIMINAL JUSTICE TO ENABLE THEM TO FUNCTION AS A SYSTEM.

OPERATING PROGRAM ACTIVITIES

TO ACCELERATE THE AUTOMATED COURTS MODULE TO PREVENT CONGESTION AND DELAY IN PROCESSING CRIMINAL MATTERS.

CRISS ACCELERATION - L.E. DATA
CITY-COUNTY DATA PROCESSING

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

II JUSTICE ADMINISTRATION

TO SECURE FOR THE COMMUNITY AN ATMOSPHERE OF SAFETY, PROTECTION & FREEDOM FROM INJURY AND LOSS OF PROPERTY BY IMPROVING THE CAPACITY OF THE GOVERNMENT TO ADMINISTER THE CRIMINAL LAW.

PROGRAM OBJECTIVES

C-1

IMPROVE THE CAPACITY OF THE POLICE TO DETECT AND RESPOND TO CRIMINAL ACTIVITY.

C-3

PLAN AND COORDINATE THE PROCESS OF CRIMINAL JUSTICE TO ENABLE THEM TO FUNCTION AS A SYSTEM.

OPERATING PROGRAM ACTIVITIES

C-1.1

TO PROVIDE CAPABILITY TO RAPIDLY RETRIEVE CRIME OCCURRENCE INFORMATION NECESSARY FOR THE TIMELY AND EFFECTIVE ALLOCATION OF LAW ENFORCEMENT RESOURCES.

The effectiveness of information systems hinges upon the capacity of the user agency to understand and utilize the information provided to it. Thus, programs internal to the agencies must be developed to utilize operational and management information provided to them by CRISS. The Portland Police Bureau and the courts of Multnomah County must have personnel who are able to analyze information and to articulate data needs. The management of these agencies must be prepared to alter practices and reallocate resources if the data so indicates.

Since CRISS and other data-based efforts are dependent upon sound and comprehensive records, the internal information systems of the agencies are critical to the overall process. Virtually every agency in the criminal justice system is in need of a major overhaul of its recordkeeping system. Information critical to planning and program evaluation is unavailable simply because these activities are not given priority in the design of recordkeeping systems. To cite an example, the Multnomah County Juvenile Court maintains records which are useful to its daily operation but are totally dysfunctional for any efforts to evaluate the relationship of that agency's functioning in the context of the criminal justice system. The internal needs of the Juvenile Court for information do not provide the data needed by the police to determine the effectiveness and appropriateness of its work with juveniles. In the area of recordkeeping lies the initial challenge for system-wide coordinated planning, so that the agency maintains the information required of it by other agencies and the general system, as well as the information required for its own internal management needs. Such records systems provide the permanent capability for project, agency and system evaluation.

The evaluation of Impact Projects provides the opportunity for a cross-system analysis and monitoring process on a crime specific basis. Each constituent element and agency of the criminal justice system participating in Impact will be expected to develop a record system which will provide the baseline data for measurements of effectiveness and achievement of project goals, to wit:

1. the number of persons with whom the agency deals who are target crime offenders, how such persons came into contact with the agency, the relative volume of such persons as compared with prior years.
2. the manner in which such target crime offenders are processed; the use of various agency functions in dealing with these persons.
3. specific information about the offender relative to that agency's function that describes the offense, victim, offender, diagnosis, treatment needs, referrals, and follow-up.
4. The other agencies with which contact was made regarding the individual, the purpose and result of this contact.
5. after official termination of contact with the individual, whether further contact occurred. If so, under what circumstances.

Criminal Justice Planning

The fundamental issue in criminal justice planning is the extent to which any general planning agency can effectively plan for an operational agency. It has been the approach in Portland and Multnomah County that effective planning requires the intimate and dynamic involvement of the line agency. A commitment for change and improvement of services at the management level of an agency is indispensable to the implementation of any proposed program.

The use of information systems as a basis for management systems is an excellent example of the dependence of any generalized criminal justice

capability upon the internal capacities of the agencies. The criminal justice agencies of Portland and Multnomah County must have substantially enhanced planning operations. At the present time the Portland Police Bureau has a Planning and Research office which is responsible for a considerable amount of general administrative work. The nature of the duties of that office does not permit long-term planning or in-depth analysis of resource utilization. The Multnomah Department of Public Safety has one person assigned to planning; his responsibilities are exclusively administrative. The City-County Office of Justice Coordination and Planning has been in existence for one year and has only begun to establish the level of communication and cooperation between the principal agencies of the criminal justice system which is necessary to the development of a system in fact.

The only other justice agencies with any planning ability are the Multnomah County District Attorney's Office and the Multnomah County Juvenile Court.

The Police Impact Proposal and the Case Management Proposal from Multnomah County will significantly enhance the information systems of Portland - Multnomah County. These projects, particularly the latter, have the stated purposes of resource identification and service delivery needs. Specifically, in the area of corrections, it is indispensable to long-range planning to ascertain the capabilities of the present public and private corrections resources or potential corrections resources. The extent to which such programs do serve and can serve the offender

population is unknown as service delivery is not systematized and has no common data base. Case Management through its contractual services component will identify the resources of the system, their quantity and quality. Such a base is vital to program planning and development.

Physical Facilities Planning

The determination of the physical resource needs of the criminal justice system is dependent upon system goals. The Police-Sheriff Consolidation must address questions relating to the maintenance of neighborhood police facilities as distinguished from centralized administration of police activities. Until that issue is resolved the ultimate space needs of that agency cannot be identified.

At the present time the Portland Police and the Multnomah County Sheriff central administration and supportive units are housed in the Police Bureau Building at 2nd and Oak Streets. This building is old and there is considerable doubt that it can serve the needs of these agencies for the foreseeable future. The City-County Governmental Center Committee has recommended construction of a Public Safety Building in the core-area of the city. Concurrently, a space study of the 2nd and Oak Building has been done to determine the costs of renovating that building to properly provide for the needs of the police agencies. Decisions will be made as to the relative cost-effectiveness of renovating the present Police Building and the implementation of the recommendations of the Governmental Center Committee.

The City and County have recently acquired a building on the east side of the City which presently houses the Data Processing Authority and

will soon be occupied by the East Precinct and Traffic Division of the Police Bureau. Funds for site preparation at the Penumbra Kelly Building were obtained from LEAA under a Federal Discretionary Large City/Large County Grant, FY 1971.

The Multnomah County Courthouse is presently undergoing extensive renovations in order to modernize facilities for all courts, the District Attorney's Office, and supportive court functions. With the completion of those renovations the long-term needs of the Courts and prosecution will have been provided for. These activities have been financed in part by LEAA State Block Funds, FY 1971-72, \$105,000, FY 1972-73 \$250,000 and for FY 73-74, \$150,000 has been applied for.

The City-County Police Academy at Kelly Butte is totally inadequate to the training needs of the agencies. An alternative site must be identified which will permit the establishment of a considerably enhanced recruit training program and an in-service training for all levels of Bureau and Department personnel.

The Police Bureau presently operates a full-scale crime laboratory. It is the only comprehensive lab in the metropolitan area and provides services to virtually every police agency in the region. The State Police have utilized facilities at the University of Oregon Medical School which will soon be unavailable to them and to other police agencies which have utilized those facilities. There is a proposal under negotiation to establish a regional crime laboratory in the Portland area for State and local law enforcement.

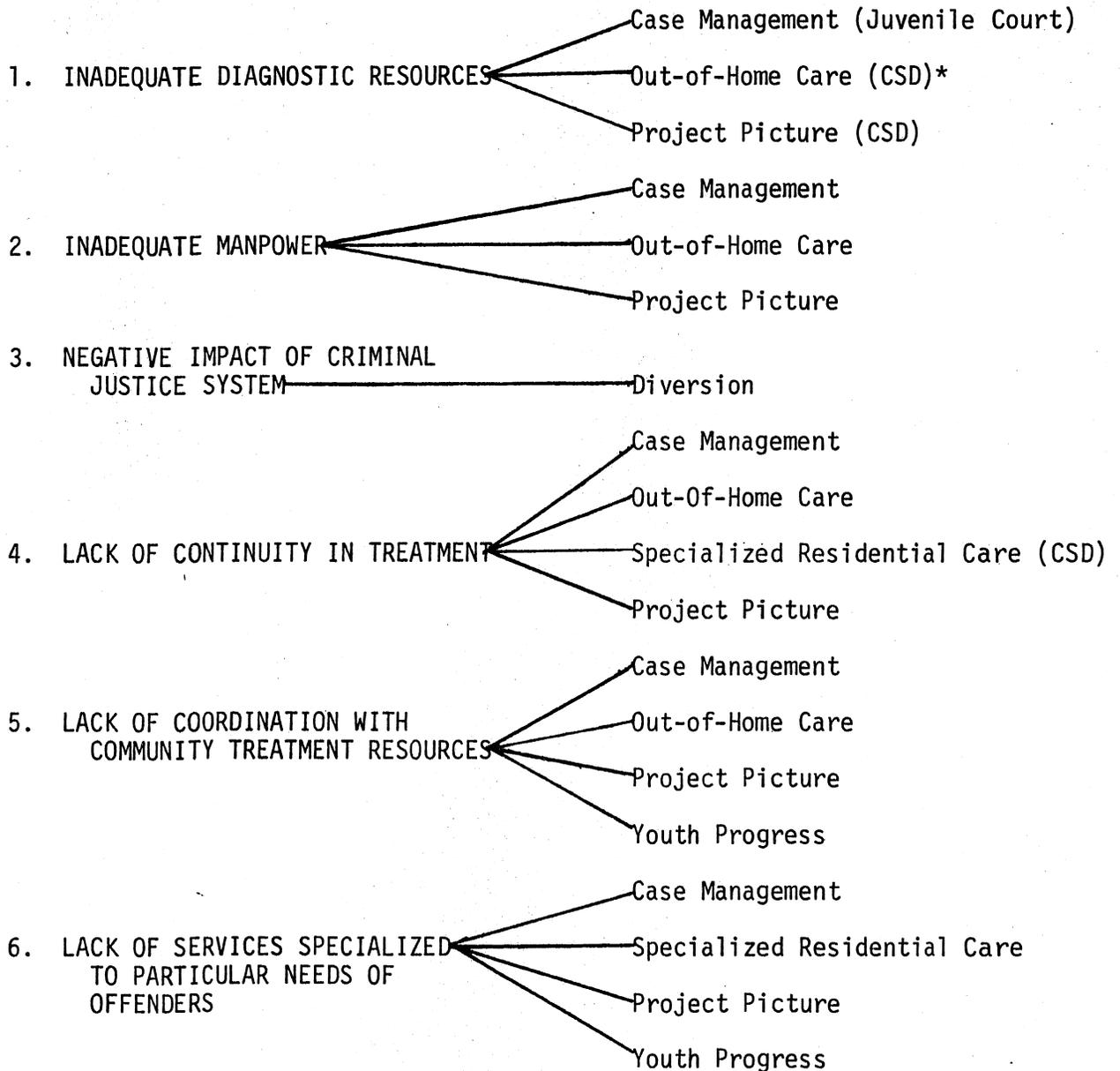
III. CORRECTIONS

REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE
SERVICES TO OFFENDERS

CORRECTIONS SUB-SYSTEM-JUVENILES

FACTORS CONTRIBUTING
TO FAILURE TO
REHABILITATE OFFENDER:

IMPACT PROGRAM RESPONSE:

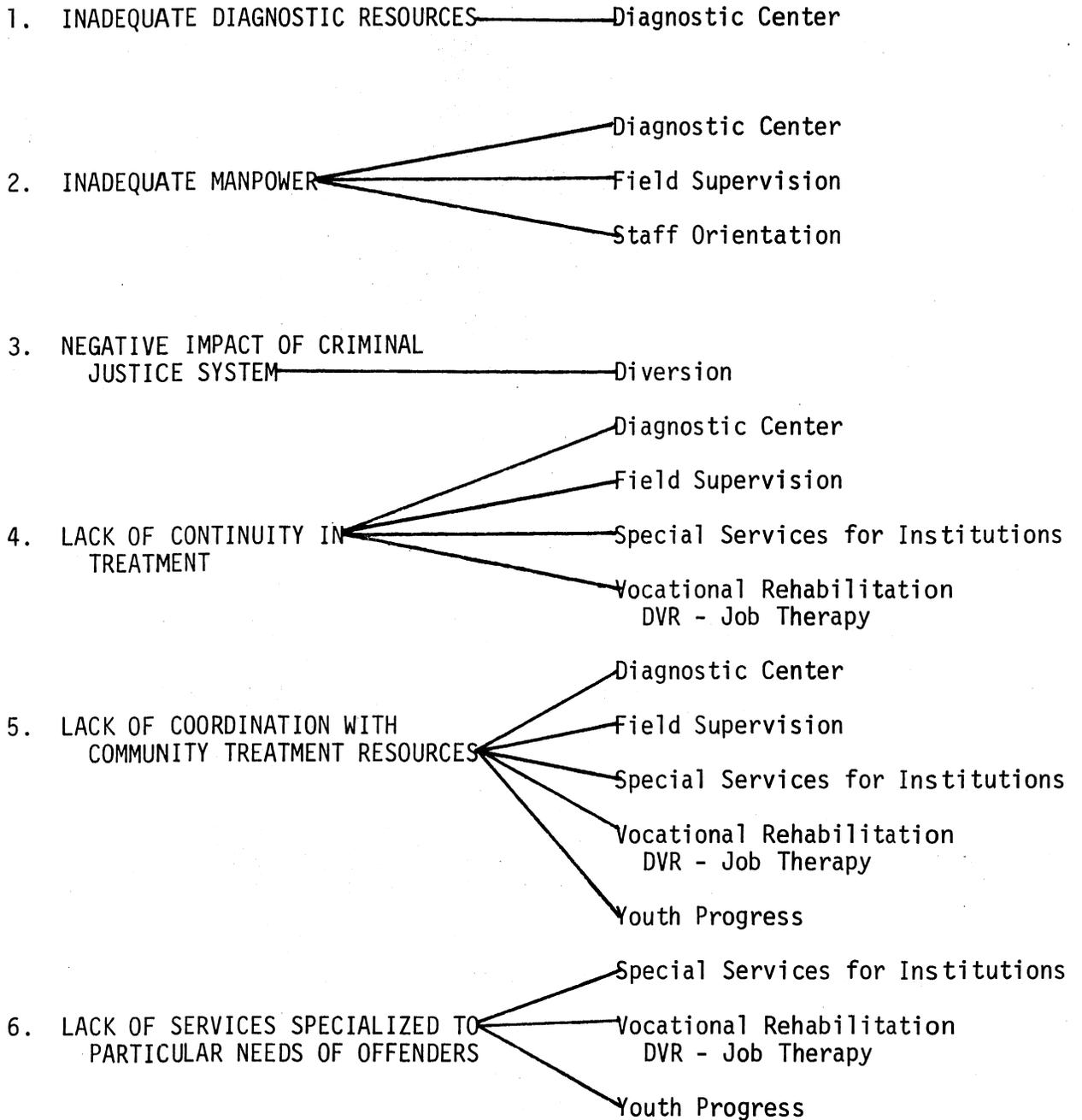


*Children's Services Division

CORRECTIONS SUB-SYSTEM-ADULTS

FACTORS CONTRIBUTING
TO FAILURE TO
REHABILITATE OFFENDER:

IMPACT PROGRAM RESPONSE:



D-1 IDENTIFY AND TREAT THE MENTAL, EMOTIONAL
AND PHYSICAL DISORDERS OF OFFENDERS

Analysis of the present functioning of the corrections system, offender information, resource allocation, and rates of recidivism has provided the foundation for the programmatic goals of corrections programs. The overall goal is to provide the offender with a variety of services to meet the total needs of the individual. The goal of coordinating services requires the identification of existing services and the establishment of lines of communication, referral, accountability and authority between all parts of the corrections process. It is only with the establishment of meaningful communication and accountability that objective evaluation of the nature and quality of corrections services can be determined, the deficits of the system isolated and programs developed.

The key to achieving a reduction of recidivism is the delivery of appropriate and comprehensive services to each individual. There is a tendency to deal with the isolated characteristics of the individual offender; for example, the fact that a person has a drug problem does not constitute a comprehensive evaluation of that person's treatment needs. Seldom is a single such characteristic a reflection of the total individual or of the factors which contribute to his inappropriate behavior patterns. Thorough diagnosis and evaluation of the needs of the offender is the prerequisite for effective corrections efforts.

There are 14 agencies which serve the offender population exclusively:

10 youth care centers, Youth Progress, Job Therapy, Lifeliners, and Freedom House. There are numerous other public and private agencies which serve the population in some degree or which could become providers of service to offenders were the contemplated community-wide coordination and resource mobilization achieved. The decision to establish a new agency or service component must be based upon an objective determination of the need for such service. This determination cannot be made until there is more definitive information on the capacity of existing resources to serve the offender. Similarly there must be clear definition of the size of the offender population and the demand for various services within the offender group. It is only through the realization of a strong diagnostic and evaluative process within the justice system that the exact nature of the service needs of the offender population can be determined.

As noted by the 1967 President's Committee on Law Enforcement, "The juvenile court has become the primary judicial agency for dealing with juvenile criminality, the single most pressing and threatening aspect of the crime problem in the United States. One out of every nine children will be referred to the juvenile courts for an act of delinquency . . . It is apparent that responsibility for meeting the problems of crime rests more heavily on no other judicial institution."

In 1967, the President's Commission on Law Enforcement and the Administration of Justice came to the "conclusion that the great hopes originally held for the juvenile court have not been fulfilled. It

has not succeeded significantly in rehabilitating delinquent youth, in reducing or even stemming the tide of juvenile criminality, or in bringing justice and compassion to the child offender." Task Force Report: "Juvenile Delinquency and Youth Crime", 1967, p. 1.

According to the commission, the principal reasons for this are:

- 1) the failure of the community to provide the necessary resources within or available to the court to rehabilitate delinquent children, and
- 2) the inability to develop successful methods of rehabilitation, due to insufficient knowledge of human behavior. The Commission recommended the voluntary use of community treatment services through referral agencies such as "youth resources bureaus." The Commission also questioned whether offenses particular to children, that is, stubbornness, incorrigibility, running away, etc., ought to be within the jurisdiction of the juvenile court, since they would not be offenses if committed by an adult.

DIVERSION

The availability of professional diagnostic capability in the criminal justice system is not only critical to appropriate corrections planning, it is indispensable to the evolution of a properly administered program of diversion. The diversion of juvenile offenders has been a part of the Juvenile Court system since its inception 75 years ago. Many young people are referred to non-criminal justice agencies or are simply not prosecuted on the basis that their problem can be dealt with more

efficiently and productively in a non-judicial fashion.

At the time of contact between a juvenile and a police officer, the latter has several options: (1) He can warn and release the offender to his parents, (2) He can warn and release the offender to his family and forward a report to the Juvenile Court for follow-up, (3) He can deliver the child to the Juvenile Department where the further option to release is within the discretion of the intake counselor.

The police officer who feels that the behavior or circumstances of the child require some response has no alternative other than referral to the juvenile court. The availability of Youth Service Programs discussed under Prevention as well as the Diversion of Juvenile Status Offenders also discussed under that heading, provides to the officer the option of delivering the child to a direct community service without introducing the child into the justice system.

For the child who in some manner comes to the attention of the juvenile court, the decision to charge is first the responsibility of the intake counselor and later the responsibility of the field counselor. Either of these persons may choose to disregard the matter, dismiss it with minimal contact, handle the matter informally or process it for formal adjudication.

The Juvenile Court in 1971 received 25,000 referrals; 8,000 were

dismissed at intake, those remaining were disposed of on either a formal or informal basis. The counselor has the discretion to determine whether the charge should be proceeded upon formally or if voluntary, informal supervision is to be used. Informal supervision may include regular counseling, simply warning the child and family, or dismissal of the matter altogether. Utilization of the informal authority of the system is generally regarded as the cornerstone of the juvenile court process: to deal with a child's problem in the least coercive manner and so as to prevent the compilation of a formal record. With consent of child and parents, the counselor will work with them to deal with the child's difficulties in an atmosphere of cooperative and voluntary counseling. Due to the total discretion of the counselor in deciding to handle a referral in this manner, there is a broad variance in the nature and quality of the services provided. The decision to make an informal adjustment is rarely based upon comprehensive objective information about the child, his family and his circumstances.

Of the 8,155 referrals for delinquency to the Juvenile Court in 1971, 4275 or 52.4% were classified as status offenders. This category includes such acts as truancy, incorrigibility, beyond parental control, runaway, curfew, minor in possession of alcohol or cigarettes. Although many of the children in these classifications are in need of intensive services within the juvenile justice system, many are not. The considerable numbers of such cases being processed by the juvenile court handicaps its ability to provide intensive services to those status offenders and law violators who are in need of the services of that agency. The use of the authority of the juvenile court in status offense matters is necessary when problems

become chronic or the child is in need of enforceable controls. The use of such authority when behavior is not severe or chronic or merely an expression of normal adolescent activities is not only a waste of the resources of the juvenile court but constitutes an unjustified and unwarranted criminalization of behavior. The stigma which delinquency attaches to juveniles referred to the juvenile court is a handicap to the child and may have destructive effects. Such children should be diverted from the juvenile court and handled through neighborhood based crisis intervention and service delivery systems.

PROGRAM: See Office of Youth Diversion Services, and Model
Cities Youth Service Center Proposal

There is a growing trend among leaders in law enforcement and the criminal justice system to recognize that the commission of an unlawful act does not necessarily call for the imposition of criminal sanctions. Experiences elsewhere in the country have demonstrated that the diversion of first offenders to service agencies as an alternative to prosecution reduces the rates of recidivism. The theory behind such an approach is that the first offender is not a hardened criminal and the early intervention facilitated by diversion can and does interrupt anti-social behavior which might well be reinforced by the imposition of criminal sanctions.

Virtually all first offenders among persons arrested for target crimes in 1971 received probation. Although burglary and robbery are felonies, many of the persons arrested for such charges are ultimately charged and adjudicated on misdemeanors. Probation and suspended sentences, due to limited resources of the correctional system, results in the provision of intensive services in only a minor proportion of the cases. Thus, effective and appropriate diversion not only reduces the demands upon the courts,

but reduces caseloads for probation officers and brings quality service, quickly, to those first offenders who are most likely to benefit from curative services.

A criminal record greatly reduces training and employment opportunities for people, who by reason of criminal activity, appear to have other potential disabilities. Lack of adequate education and work experience resulting in reduced employment opportunities contributes to the likelihood of an individual committing crimes. Such a sequence requires early intervention before permanent damage occurs to the individual and consequently to the community.

Diversion may be appropriate as well for persons other than first offenders, such as individuals whose criminal behavior is directly related to mental illness or drug dependence. If heroin addiction is causative (it is not herein suggested that all heroin addicts commit crimes only because they have drug habits to support), imposition of criminal sanctions will have no constructive effect on the individual. He will emerge from his experience with the criminal justice system in precisely the same condition in which he entered it: addicted to heroin. Intensive diagnostic effort can identify individuals whose commission of the target crimes is related to heroin addiction.

PROGRAM: See State Department of Corrections, Diagnostic Center

JUVENILE COURT SERVICES

The emphasis upon informal handling of cases and the high caseloads of juvenile counselors contribute to the tremendous rates of recidivism among children committing crimes. The reality of the situation is that a child must be referred to the court several times before substantial corrections resources are applied to his problems.

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

DATA further illustrates the failure of the juvenile court to provide needed services to youngsters when their anti-social behavior is first identified:

Of the 381 juveniles taken into custody on burglary charges, only 34.6% had had no prior contact

42.4% had had more than one prior contact for a crime

Of the adults convicted of burglary, 65.8% had a juvenile record

Of the juveniles with one prior felony contact, 72.6% had been last referred within 6 months, 37% had had a prior referral within one month.

Of the juveniles with one prior felony referral, 49.5% had no record of treatment or counseling.

Similarly, regarding robbery

Of the 78 juveniles apprehended for robbery, 21.8% had no prior contacts with the juvenile court. 51.3% had had more than one prior referral for a crime.

63.6% of the adults convicted of robbery had a juvenile record

Of the juveniles with one prior felony referral, 67.8% had been referred to court within the prior 6 months, 26% had had a prior referral within the one month preceding the apprehension for the instant charge.

Of the juveniles with one prior felony, 36.7% had no record of treatment or counseling.

The philosophy upon which the Juvenile Court is founded is that juveniles are more susceptible to "correction" than adults, that behavior patterns are not engrained, that there is an opportunity to prevent further criminality by early and effective treatment. The success of any treatment effort is dependent upon the willingness of the individual to cooperate in the process of defining and coping with his problems. It is the experience of the juvenile court in Portland that with the physical decentralization of counselors, the

intensity of both voluntary and required contacts with children and particularly with their parents has been greatly enhanced. Proximity of service to the client has many advantages: accessibility in the physical sense: fewer transportation problems, less time consumed in the total process; accessibility in the psychological sense: the counselor is seen as caring enough to be close by and available; and the familiarity with the special needs and resources of an area which results from direct contact with the community.

In 1970 the Juvenile Court established the first neighborhood facility in the Model Cities area of Portland. Since that time two further satellite offices have been established in Southeast Portland. However, the high caseloads and generally more serious offenses to be dealt with in the Model Cities office tend to negate the positive effects of accessibility.

When the determination is made either on the basis of an informal agreement or as the result of a formal order of the court that a child shall be placed under the supervision of the counselor, the child is required for an indefinite period of time to comply with the conditions imposed upon him by the counselor. The counselor in turn has the primary responsibility for providing to the child the services required to deal with the child's circumstances and behavior.

The high crime areas identified on the basis of incidence of the target crimes are St. Johns, Model Cities and areas of inner Southeast

Portland. It appears from analysis of juvenile court statistics that these same areas constitute the high referral areas for juvenile target crime offenders.

AREA	Percentage of Target Crime In County*	Target Offenders W/1 prior referral	Target Offenders W/2 or more
Model Cities	22%	250	129
SE	17	192	79
St. Johns	12	139	39

High caseloads obviously hinder the counselor's ability to deal effectively and fully with any of his clients. Consistency of service and attention to achievements of the client are indispensable to successful behavioral adjustment in the child. In 1971 the average counselor caseload was 150-200 cases. Information is not available regarding the distribution of target offenders among the various counselors. In general, the counselors in North Portland and Model Cities are responsible for the overwhelming numbers of target and other serious crimes; there is no compensation in the size of a counselor's caseloads by reason of the severity of the offenses which must be dealt with.

DIAGNOSIS AND EVALUATION

In developing treatment approaches for the child, the counselor has the responsibility to gather pertinent information about the circumstances

and background of the child and the family. There is no consistent diagnostic and treatment capability at the court. When there is significant evidence that the cause of child's delinquent act had an emotional or psychological origin, diagnostic confirmation can be obtained through the services of psychiatric consultants who serve the juvenile department on a contractual basis. There are an average of 11 psychological/psychiatric screenings per week; the interviews are for one hour. The treatment plans established on the basis of these diagnoses are not carried out in many cases due to lack of resources of both the staff and the community generally. Much of the information provided to the doctor is submitted by the counselor and the counselor is present during the interview.

PROJECT TITLE: Case Management Corrections Services

APPLICANT AGENCY: Multnomah County Department of Judicial Administration

PROJECT DESCRIPTION:

The goal of this project is to reduce the frequency, seriousness and number of repeated offenses among juvenile clients served. The program will focus on establishing service in the three high crime and high juvenile referral areas of Portland: North, Northeast, and Southeast.

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

The counselor acting as a client advocate will mobilize the resources of the individual and the neighborhood locally and deal with multiple factors which contribute to the client's circumstances.

Under this system the proposed caseloads for juvenile counselors will be 20 as compared to the present caseloads of 150-200 cases. The reduction in caseloads is designed to give the counselor the opportunity to provide individualized supervision and to improve the quality of service to the offender population.

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

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$841,332	\$877,411	\$817,125	\$2,535,868
Grantee Contr.	<u>276,430</u>	<u>309,097</u>	<u>302,415</u>	<u>887,242</u>
	\$1,117,762	\$1,186,508	\$1,119,540	\$3,423,110

CASE MANAGEMENT
DEPT. OF JUDICIAL ADMINISTRATION

PROJECT GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS

PROGRAM OBJECTIVES

D-1 IDENTIFY AND TREAT THE MENTAL, EMOTIONAL AND PHYSICAL
DISORDERS OF OFFENDERS.

OPERATING PROGRAM ACTIVITIES

D-1.1 IMPLEMENTATION OF A MODEL NEIGHBORHOOD-BASED PROBATION
SERVICE SYSTEM TO FACILITATE THE REHABILITATION OF 1,500 JUVENILE
TARGET OFFENDERS BY PROVIDING (a) COMPREHENSIVE DIAGNOSIS AND
TREATMENT PLANNING, (b) INTENSIVE, NEIGHBORHOOD-BASED PROBATION
SERVICES, (c) CONTRACTED SUPPORT SERVICE FROM HUMAN SERVICE
AGENCIES.

TREATMENT RESOURCES

There are 5 agencies providing treatment for mental and emotional problems of adolescents. None of these facilities are exclusively for teenagers; Delauney Institute in North Portland serves 200 clients of all ages on an out-patient basis; Edgefield Lodge provides residential treatment for 31, day treatment for 40 and community out-patient treatment for 130, the program is for emotionally disturbed children, the out-patient segment is the only part of the program for teenagers; the Mental Health Clinic in Northeast Portland serves 576 clients of all ages with a full range of counseling services; Morrison Clinic in Southeast Portland is for 525 children and the Southeast Mental Health Clinic serves clients with a full range of mental health services.

All of the above agencies have a sliding fee scale for services; only the County Mental Health facilities will provide services without fee to persons unable to pay. Referrals from the Juvenile Court do not carry with them any funds for the cost of services. The average cost for counseling in these agencies is \$20 per session. Only Edgefield Lodge and Morrison Clinic are solely for children.

Treatment in a community out-patient facility offers the individual an opportunity for rehabilitation and the maintenance of positive relationships within his environment. The cost of community treatment in comparison to the cost of institutionalization indicates that the generally preferable method from the standpoint of achieving and sustaining rehabilitation is also the least costly (See Cost Comparison Chart).

With all the limitations upon the availability of treatment programs to the target crime offender, i.e. cost, scarcity of services, accessibility, and with the further fact illustrated earlier that children are not diagnosed and counseled until several referrals have occurred, the potential effectiveness of any treatment efforts have already been thoroughly compromised. The supposed advantages of the juvenile process in dealing with the "unsettled" behavior patterns of the young can only be achieved by the identification of pathology at the first signs of problems and the immediate provision of professional care.

Difficulties experienced by children and exhibited in the form of anti-social behavior are almost without exception related to stresses in the parent-child relationship or to other problems within the family unit. Thus all treatment efforts must deal not only with the child but also with his family. If a child is to remain in his own home during probation and/or treatment, the factors in that environment which are causing or contributing to his problems must be modified or no change will be brought about. Similarly when the individual offender is removed from the family home, there must be attention given to his family and their problems; otherwise, when the child returns to the unaltered environment which bred his behavior the positive achievements of residential care will be lost.

RESIDENTIAL TREATMENT RESOURCES

When the counselor determines that the circumstances of the child and his family are such that successful rehabilitation requires removal from parental custody, there are a number of alternatives available. The Children's Services Division of the State of Oregon Department of Human Resources is responsible for the provision of alternative care for neglected, dependent and delinquent children. The services in the Portland area include 1600 foster homes. Generally foster care is not available for adolescents, and, to the limited extent that it is, highly delinquent children are either not proper subjects for the unstructured nature of foster care or potential foster families are not willing to deal with the risks associated with caring for such children.

Residential treatment Centers

	<u>Age</u>	<u>Capacity</u>	<u>Sex</u>	<u>Location</u>
Villa St. Rose	12-18	65	F	North
Louise Home	12-18	57	F	Northeast
Youth Adventures	15-18	20	M	
		10	F	Oregon City

Child Care Centers

Alfred Yaun				
(1)	13-18	10	M	Northeast
(2)	13-18	10	F	Northeast
The Inn	13-18	5	M	Northeast
Mary Atcheson	13-18	5	M	Northeast
Multnomah County	13-18	5	M	Gresham
Carroll House	13-18	10	F	Southwest
Sieghers	13-18	5	M	Southwest
Youth for Christ	13-18	5	F	Northeast
	13-18	5	M	Wemme, Oregon

The above listed programs provide a variety of services to young people. With the exception of the Yaun Homes and Mary Atcheson, these programs are generally available to all children in the metropolitan area and in two instances to any child in the State. Yaun Homes and Atcheson are supported in part with Model Cities funds; 80% of their referrals must be residents of the Model neighborhood. These programs are supported in varying degrees by purchase of care or other funding contracts with the Children's Services Division. In order for a child to be placed in one of these programs on the basis of delinquent behavior, there must be formal court commitment to the Children's Services Division. At the time of such commitment the latter agency acquires the principal responsibility for the provision of services to the young person.

Child care centers have been developed throughout the State for the specific purpose of providing an alternative to commitment to the training schools. These programs provide a structured living situation for the delinquent youngster, trained staff and generally maintenance of ties with families and friends. The availability of professional psychiatric or psychological services is limited by nature of funding. The child care center and CSD negotiate a purchase of care agreement on the basis of a set cost of care per child per month; this amount averages \$550 - 600/month/child. Thus expenditures for psychiatric services compete with the other costs of operating the facility. These programs suffer from much the same problems that the juvenile court counselors experience; they do not have the resources to obtain ancillary services for the individual. There is a further need for staff training for

these centers; house parents are generally not experienced professionals. There is an emphasis on short periods of stay in these programs; thus if a child is not able to achieve the goals of the program within a year, he is referred to further services, usually the training schools. Considering that all target offenders in 1971 were males, it is significant to note that there are only 50 slots in residential treatment facilities for delinquent teenagers for the entire metropolitan area. Only Youth Adventures provides care for emotionally disturbed, delinquent children; due to its location, it is not a practical resource for urban blacks.

It is projected that between 300-500 children could benefit from group home placements which would require establishing as many as 50 additional homes. DATA reveals that 57% of juvenile target crime offenders had histories of harsh, or neglectful treatment. This would indicate that they would require alternative care to receive concerned and consistent attention. If a child cannot be placed in a child care center or if he fails to achieve rehabilitation within the short period of treatment, the only remaining alternative is the training school.

PROJECT TITLE: Children's Services Division Juvenile Component

APPLICANT AGENCY: Children's Services Division

PROJECT DESCRIPTION:

The CSD Juvenile Component consists of three programs:

1. The establishment of a team of specialists in conjunction with the Juvenile Court.
2. Project Picture
3. The development of a multi-resource facility for 15-20 youngsters.

Project #1 will be the establishment of a team of specialists drawn from the Juvenile Court and local CSD personnel to develop treatment strategies for young offenders. The role of the CSD members will be to provide professional expertise in diagnosis and treatment planning for youngsters in need of out-of-home placement. CSD will work closely with the Case Manager to insure that a youngster receives the best service possible in the residential placement. In addition, CSD will have the responsibility of developing new out-of-home placement resources to meet the specific needs of the aggressive target offender.

The Case Manager will retain the one-to-one counseling relationship with youngsters placed in residential care, but will be able to draw upon the resources of CSD when such resources are deemed necessary for the rehabilitation of the child.

Project Picture, #2, is designed to provide comprehensive diagnostic and treatment services to those juvenile target offenders committed to the State Training School in Woodburn in order to facilitate successful re-entry of these children into their home environment. At the time of the youngster's commitment to the institution a community treatment team will be formed consisting of the youngster, his parents (or parental surrogate) a school counselor or vocational specialist and correctional counselor. This team will provide intensive service to the youngster and will coordinate other community resources (volunteers, service agencies, etc.) Parole counselors involved in the program will coordinate the community team working with limited caseloads of "hard-core" youngsters.

Project #3 is the development of a multi-resource living facility to serve 15 to 20 youngsters whose adjustment is becoming marginal; youngsters whose normal living situation is temporarily disrupted; youngsters who are recently released from the institution but who need relatively close supervision; and older youngsters without families who need close supervision and contact available at the center.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA	\$848,229	\$ 869,802	\$ 873,303	\$ 2,591, 334
Grantee Contrib.	332,543	289,934	291,101	913, 578
	<u>\$1,180,772</u>	<u>\$1,159,736</u>	<u>\$ 1,164,404</u>	<u>\$ 3,504,912</u>

JUVENILE COMPONENT
CHILDREN'S SERVICES DIVISION
STATE OF OREGON

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS

PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS

D-2 PROVIDE OFFENDERS WITH ACADEMIC AND VOCATIONAL TRAINING AND PLACEMENT

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OPERATING PROJECT ACTIVITIES

D-1.1 ESTABLISHMENT OF A TEAM OF SPECIALISTS TO DEVELOP TREATMENT STRATEGIES FOR JUVENILE TARGET OFFENDERS.

D-1.2 PROJECT PICTURE IS TO PROVIDE COMPREHENSIVE DIAGNOSTIC AND TREATMENT SERVICES TO THOSE JUVENILE TARGET OFFENDERS COMMITTED TO THE STATE TRAINING SCHOOL IN WOODBURN TO FACILITATE SUCCESSFUL RE-ENTRY INTO THE HOME ENVIRONMENT.

D-1.3 DEVELOPMENT OF A MULTI-RESOURCE LIVING FACILITY FOR 15-20 JUVENILES WHOSE ADJUSTMENT IS MARGINAL, WHOSE NORMAL LIVING SITUATION IS DISRUPTED, WHO NEED CLOSE SUPERVISION AND FOR OLDER JUVENILES WITHOUT FAMILIES.

MACLAREN SCHOOL FOR BOYS is the state training school for boys providing group living accommodations consisting of 13 cottages (11 residential cottages with 25-30 youths in each and two special cottages for discipline and reception). It has a capacity of 280 youngsters between the ages of 12 to 18, with a current population of 206. The average length of stay for the offender is four to eight months.

The institution offers Basic Education and PreVocational classes to 60% and 40% of the population respectively. The Basic Education program covers grades 7 through 12 and includes such subjects as math, Science, Social Studies and English.

There are seventeen prevocational classes offered including metal and wood shop, barbering, meat cutting, laundry, painting, small motor repair, automotive, canteen services, landscaping, and power mechanics. The total capacity for these classes is 135 students; the average length of training is six months. Data was not available on the number of juveniles who received vocational training in 1971. Fifty percent (50%) of the students in the training programs were on a half-time basis.

Apprenticeship entrance standards suggest that such training taken by itself will not prepare a person for skilled trade employment. Based on the length of stay and the duration of training, the youngster will have to be referred to an appropriate community training program if skill development is to be completed. Not oriented toward continuation of training upon release, nor related with union or apprenticeship training requirement, the youngster has only the choices of returning to school or job hunting as an unskilled worker.

In addition to these programs, MacLaren also has federally funded programs for 41 educationally disadvantaged students under ESEA Title I. These programs are the intensive remedial (capacity 25) located on campus and the Fairview program (capacity 16) in which the students participate on a half-day basis.

Secondly, Portland State University works with MacLaren on a summer work study program. The program is designed to allow student-teachers to develop skills, but does not guarantee the juvenile the direction and guidance he needs.

Thirdly, University of Oregon Teacher Corps provides a link between MacLaren and Jefferson or Adams High Schools for students returning to the community.

Fourth, the work-training and/or work-study programs include the on-campus skill development effort with 60 work stations (40 full time; 20 half-time) for students in maintaining and operating the school. This effort is questionable in providing the student with skills needed to return to the community after being paroled. The work-study camp includes the conservation program and remedial instruction programs which have been created to provide for students who cannot be accommodated in the basic education program.

The Conservation program is operated at camps Florence and Tillamook. The programs at Florence and Tillamook involve outdoor activities such as trail building, maintaining camp sites, etc. for which the juvenile receives hourly wages. They function as an overflow facility when the main campus is overcrowded and does not operate any pre-vocational training programs. The following table reflects the decreased population trends of both the MacLaren campus and the Conservation program:

		MacLaren	% Decrease from 1969	Conservation	% of Juveniles in Conservation Programs
Year	1969				
Total Population		3956		563	14.40%
Avg. Monthly Population		329		56	
Year	1970				
Total Population		3180	19.6%	462	14.40%
Avg. Monthly Population		265		38	
Year	1971				
Total Population		2727	31.0%	411	14.60%
Avg. Monthly Population		227		34	

The decreased training school population is attributed to the development of child care centers throughout the State which serve as alternatives to institutionalization.

A parole counselor is assigned to each child at the time of admission to the institution. This individual is responsible for working with parents and generally for establishing a basis for the reintegration of the child into his home environment upon release. There are 32 parole counselors with average caseloads of 48.

In 1971, the average monthly discharge rate was 236 juveniles; 189 were placed on parole and 47 in foster homes. In 1972, based on an eight month average, 238 juveniles are being released per month; 183 paroled and 55 placed in foster homes.

The DATA indicates that 548 juveniles were arrested for target offenses*. Table II-D-30 and III-D-32 combined, indicates that 57 juveniles were actually incarcerated at MacLaren for such crimes.

Table II-D-34 and III-D-36 further indicates that 52% of these juveniles had previously either been placed on probation or committed to an institution.

Information provided by Children Services Division for 1971 reveals that:
78% of the new admissions to MacLaren were for adult offenses.
22% of the new admissions to MacLaren were for juvenile offenses.
Of those committed for adult offenses (124) in 1971 only 7% (9) had no prior referrals or arrests within one year prior to commitment.
Of those committed for an adult offense in 1971, 76% had a previous referral/arrest for an adult offense within one year of commission.
52% of all commitments to MacLaren were for burglary, auto theft, and larceny.

Data is not available for Children's Services Division regarding the number of juveniles being released that committed target crimes, nor to what geographic location they were discharged.

PROGRAM: See Children's Services Division, Project Picture

* Burglaries and Robberies. Page 37 supports a lower arrest figure (454). It's explained by a coding change during 1971 by the Portland Police Department. Files pulled and examined are representative of 454 juvenile arrests, not 548.

ADULT CORRECTIONS

The corrections options for adjudicated offenders in the adult system are probation with supervision, bench probation and incarceration.

The Multnomah County Department of Parole and Probation is responsible for the provision of corrections services to adjudicated misdemeanants. To the extent that pre-sentence reports are required by the court in connection with misdemeanor matters, they are provided by this agency. From July, 1971 to December, 1971, 1999 cases of supervised probation were processed. Of these 32% related to the DUIL project, 21% were for minor traffic offenses, 11% were for major traffic offenses and 36% were in criminal matters. The probation officers carry an average caseload of 115 cases or 130 minimum supervision cases.

Of the individuals convicted for commission of target crimes in 1971, 75% had prior conviction for the commission of misdemeanors. Although the DATA indicates that there is not a substantial volume of target crime offenses which are negotiated down to or reduced to misdemeanors in the adjudication process, it is clear that the prevention of target crimes can be addressed through the provision of corrections services to the misdemeanant. The failure to correct anti-social behavior problems when they are still at a relatively less serious stage, constitutes a missed opportunity to prevent serious criminality.

The State of Oregon Department of Corrections is responsible for pre-sentence reports and the provision of parole and probation services to adult felons. There are 5 probation officers serving the Multnomah County area; there are currently 350 persons on probation. In the last six months of 1972-73 there is projected to be a 25% increase in the caseload. In The Challenge of Crime in a Free Society, the President's Commission on Law Enforcement and the Administration of Justice recommended average caseloads of 35.

Presentence reports were prepared in 864 cases in 1971. Of the 206 adults sentenced on target offenses (CHARTS II-D-26, III-D-28) there were 111 pre-sentence reports prepared.

Approximately three years ago, Multnomah County Circuit Court judges requested the assistance of the County in up-grading the quality of pre-sentence reports available to the court. Complaints were that the time for preparation was excessive, that no recommendations or treatment plans were presented and that no psychological or psychiatric evaluations were done. As a consequence an LEAA State Block Grant was obtained to establish the Diagnostic Center. The Diagnostic Center does pre-sentence evaluations in those cases which the judges deem particularly difficult sentencing problems. It provides comprehensive reports including psychiatric evaluations and specific recommendations on sentencing. In 1971 the Diagnostic Center prepared 25% (288) of the pre-sentence reports to the Circuit Court, requiring an average of 23.4 days for preparation. The State Department's pre-sentence reports are 4-6 weeks in preparation. Of

the cases evaluated by the Diagnostic Center, 53% were recommended for probation, 33 for incarceration and 14 for referral to outside agencies.

The fact that pre-sentence reports were done in only 111 cases of all the adults convicted of burglary and robbery illustrates the absence of comprehensive treatment planning. Considering that the target crimes are serious offenses and that offenders were generally repeaters, it would appear that for other offenses, an even smaller proportion of diagnostic evaluation, of any kind, was done in felony matters, generally. Although a probation or parole officer might seek diagnostic information on a client the resources available to corrections personnel and to institutional staff are so limited that such "investigations" would not be possible in most cases.

PROJECT TITLE: Diagnostic Center
 APPLICANT AGENCY: State Department of Corrections
 PROJECT DESCRIPTION:

To provide comprehensive diagnostic services to adult misdemeanor and felony target crime offenders by establishing a special integrated unit in Probation and Parole to complete mandatory pre-sentence investigations, prepare diagnostic summaries, develop predictability scales, make sentencing recommendations and suggest program alternatives for each of the 1,000 adult target crime offenders referred for service over a 3-year period. Upon request this unit will complete diagnostic services for field program needs in approximately 100 additional cases annually for the 2nd and 3rd years of the project.

This diagnostic unit will also assist the District Attorney in determining eligibility criteria for pre-trial diversion and suggesting program alternatives for the diverted "target crime" offender.

It will be the objective of the project to prepare and submit each investigation report to the court within 12 working days from the date of referral on all but exceptional cases. Finally the project will incorporate a sophisticated system for "tracking clients and evaluating planning decisions.

BUDGET:	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$328,768	\$316,768	\$316,768	\$962,304
Grantee Contrib.	<u>109,590</u>	<u>105,589</u>	<u>105,589</u>	<u>320,768</u>
	\$438,358	\$422,357	\$422,357	\$1,283,072

DIAGNOSTIC CENTER
STATE DEPARTMENT OF CORRECTIONS

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS.

OPERATING PROGRAM ACTIVITIES

D-1.1 TO DIAGNOSE AND REPORT TO THE COURT THE SOCIAL, PSYCHOLOGICAL AND PHYSICAL NEEDS OF EACH ADULT CONVICTED OF A TARGET CRIME IN ORDER TO DEVELOP TREATMENT PROGRAMS, AND PROVIDE RECOMMENDATIONS ON SENTENCING AND PROGRAM ALTERNATIVES. TO PROVIDE DIAGNOSTIC SUPPORT TO THE DISTRICT ATTORNEY ON DECISIONS TO DIVERT ADULT OFFENDERS.

Parole and probation officers do not have the wherewithal to acquire services from community agencies for their clients. At best, if an appropriate resource is identified, the client can be referred to such agency. If the client seeks service, he will have to meet the eligibility requirements of the agency and if caseloads are full, wait indefinitely for services.

PROJECT TITLE: Field Supervision
 APPLICANT AGENCY: State Department of Corrections
 PROJECT DESCRIPTION:

The objective of the program is to provide comprehensive and intensive treatment services to 700 adult "target crime" offenders who are under the probation or parole supervision of the Corrections Division. Specialized treatment teams will be utilized and will include various combinations of counselors, human resource aides, volunteers, students and ex-offenders. "Counseling by objectives" will be applied to provide effective treatment and to ensure accurate evaluation of client progress. Linkage and coordination with other agencies will be strengthened to ensure the delivery of specialized services to the client. When necessary specialized services will be purchased directly by the probation or parole officer to meet urgent client needs. Individualized goal-directed programs will become operational based upon assessments of the diagnostic unit. Finally, specialized client-tracking and built-in evaluation procedures will be established.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$520,250	\$498,250	\$498,250	\$1,516,750
Grantee Contrib.	<u>173,416</u>	<u>166,083</u>	<u>166,083</u>	<u>505,582</u>
	\$693,666	\$664,333	\$664,333	\$2,022,332

FIELD SUPERVISION
STATE DEPARTMENT OF CORRECTIONS

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIMES IN PORTLAND.

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS.

OPERATING PROJECT ACTIVITIES

D-1.1 ESTABLISHMENT OF SPECIALIZED TREATMENT TERMS WITH PROTECTED CASELOADS (NO MORE THAN 35) TO INCLUDE VARIOUS COMBINATIONS OF COUNSELORS, HUMAN RESOURCE AIDES, VOLUNTEERS, STUDENTS AND EX-OFFENDERS.

D-1.2 APPLICATION OF "COUNSELING BY OBJECTIVES" TECHNIQUES.

D-1.3 REFERRAL TO AND COORDINATION WITH OTHER AGENCIES FOR SPECIALIZED TREATMENT SERVICES SUCH AS ALCOHOL OR DRUG TREATMENT, REMEDIAL EDUCATION, VOCATIONAL COUNSELING AND TRAINING, EMPLOYMENT, PLACEMENT, ETC.

Of those persons charged with target felonies, 57 received sentences in local jails.

In June, 1972, the Portland City Jail was closed; thus Rocky Butte Jail handles all of the pre-trial and sentenced bookings for Multnomah County. As a result of the City Jail closure, the facilities at Rocky Butte have been heavily taxed by the large influx of pre-trial bookings and short-term detentions. The Butte consists of four buildings forming a quadrangle with a capacity of 459. There is an outdoor recreation yard but no gymnasium facilities. A medical ward is operated with 8-9 first aid personnel and a medical doctor is on call.

Multnomah County and the City of Portland applied for and received in 1971, \$ 100,000 in State LEAA Part E funds and \$495,896 in Federal Discretionary LEAA funds for a regional corrections improvement program. These funds are being applied to the renovation of Rocky Butte Jail, the modernization of the County Courthouse Jail(the day holding facility serving the courts of Multnomah County), the identification and initial phased development of core-city Work Release Center.

Since 1963, the Multnomah County Department of Public Safety has operated Multnomah County Correctional Institution (MCCI) at Troutdale, Oregon. This is a minimum security facility currently housing 100 inmates, 70 of whom are participating in the work release program. The inmates consist of both felons committed to the County Institution and

misdemeanants. MCCI has a capacity of between 135-150; the average population is 70, with a peak of 100 and a low of 35. The average length of sentence served is 180 days. The facility is staffed by 2 deputy sheriffs, 9 corrections officers, and one trained counselor.

The Federal Discretionary grant discussed above allocated \$ 160,000 for the identification and development of a core city Regional Work Center. Steps were taken toward site acquisition and in the process, two major problems emerged: the lack of suitable facilities available for a center of this size and the realization that any proposed center intended to house all Work Release enrollees would perpetuate the institutional atmosphere prevalent at MCCI.

As previously noted, 75% of the target offenders convicted in 1971 had prior misdemeanor convictions and over 90% had no significant work record. A properly administered program of work release with misdemeanants and with felons whose circumstances indicate that state penal institutions are not appropriate has the potential for reduction of target crimes through the prevention of serious criminality and the provision of timely and appropriate corrections services. The utilization of MCCI as a work release center presents two major difficulties: it is located 16 miles from the core area of Portland where most of the inmates are employed and the large numbers of inmates and the physical structure create a prison-like atmosphere.

The State of Oregon, Corrections Division, has established three community based work release centers in the metropolitan area. Two of these are located in Portland and one in Milwaukie, Oregon. The cost of maintaining an offender in this type of setting is approximately one-fourth the cost of maintenance in a penal institution. Furthermore, persons on work release contribute to the support of their families and thereby reduce the need for public assistance. The presence of the individual in the community also permits the semi-incarcerated individual to maintain family and community ties, which in turn facilitate his transition back to his normal environment.

All these factors illustrate the need for decentralized, community based, non-institutional work release facilities. Proximity and accessibility to employment, family, and local ancillary support services are potential benefits in the process of rehabilitating offenders.

There are few rehabilitative programs available through the major jail serving the jurisdiction--Rocky Butte. Alcoholic Anonymous and Narcotics Anonymous visit the jail periodically and offer group sessions.

The staff of Rocky Butte consists of 62 Corrections Officers.

	<u>ROCKY BUTTE JAIL-- 1971</u>	<u>CITY JAIL(closed June, 1972) 1971</u>
Capacity	459	176
Bookings/year	1,812	4,443
Average daily population	199	187
Average pre-trial stay	11.2 days	3.4 days
Average sentenced stay	37.9 days	18 days

Of the prisoners serving sentences, less than 10 days	45.7%	63.5%
11-20 days	10.0	15.9
21-30 days	9.0	11.0
31-60 days	14.5	3.0
61 days to 1 year	20.1	5.0

Effective July 1, 1972, public drunkenness is no longer a crime in Oregon. The population of the City Jail, at any time, was composed principally of skidrow alcoholics: 60-75% during 1970. The David Hooper Detoxification Center has been in operation since October, 1971 and has a capacity of 50. Under the new State law, if a person is in a drunken condition and is a threat to the welfare or himself or others or is incapacitated, law enforcement officers must provide him shelter. With the limited capacity of the Detoxification Center it is unclear what the continuing demand for jail space for such individuals will be.

PRE-TRIAL DETENTION
1971

	ROCKY BUTTE	CITY JAIL
1 day	45%	71%
2-3 days	16	19
4-6 days	8	4
7-9 days	5	
10-24 days	9	

Age Distribution

Rocky Butte

0-17 - 4%
18-20 - 15%
21-25 - 17%
26-30 - 12%
31-35 - 8%
36-40 - 8%
41-50 - 18%
51-60 - 13%

Portland City

0-17 - 2%
18-20 - 17%
21-25 - 22%
26-30 - 13%
31-35 - 9%
36-40 - 8%
41-50 - 10%
51-60 - 6%

Prior Arrests--1971

Rocky Butte

42% - Prior Arrest
36% - No prior arrest
22% - Unknown

Portland City

64% - Prior arrest
29% - No prior arrest
7% - Unknown

Prior Jailing

Rocky Butte

41% - Prior jail
36% - No prior jail
23% - Unknown

Portland City

1% - Prior jail
21% - No prior jail
78% - Unknown

With the completion of the aforementioned jail facilities improvement program, the development of quality programs within these facilities must be addressed. Statistics show that only 30% of those adults adjudicated for the commission of the target offenses in 1971 did not have prior criminal records. If the correctional system is to be effective, its task must begin with the misdemeanor or with the felon whose degree of criminal activity is judged to require short-term incarceration in local jail facilities. Due to the fact that terms in county jails are generally short, the potential for intensive treatment or training is limited. But if such programs can be begun in local jails, reinforcement

through effective after-jail services can be provided and the rate of recidivism for such persons reduced. The community agencies which can provide for the aftercare needs of those released from both County and state incarceration are the same agencies which will provide services to individuals on probation.

For the fiscal year 1973-74, the City of Portland and Multnomah County seek LEAA Block and State Part E funds for local corrections program:

Community Based Corrections for Female Inmates - YWCA	Block	\$25,300
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The goal of this program is to provide an alternative for females in the local jail system. There are particularly serious problems for female inmates in that there are no recreational, educational or vocational programs for them at Rocky Butte.

DRUG DEPENDENCE PROBLEMS

The use of narcotic and dangerous drugs by individuals involved in the commission of target crimes may, in some instances, be a causal factor in the perpetration of the offense and may, in other cases, be merely a non-contributory characteristic of the individual offender. In the former circumstance, it is assumed that the successful treatment of the drug dependency will contribute directly to the prevention of further criminal acts. If however, the presence of a drug dependency is only one of a complex of personality and behavioral problems which

must be dealt with to interrupt a pattern of anti-social acts, treatment must address the total person, and drug treatment may not of itself contribute to the corrections effort.

Thus it is central to the success of any drug treatment program that the dynamics of the drug dependency be accurately assessed. If a person's drug dependence is not causative of criminal acts, the termination of the dependency will not constitute the "rehabilitation" of the offender, and the program, as well as the individual, will be deemed a failure by those who consider addiction the cause of crime. It is rare indeed that the treatment of a single problem will result in total rehabilitation. Drug dependence must be seen as one of many symptoms of an individual's anti-social behavior. Thus referral to drug treatment, if that is all the agency can provide, is to ignore the total needs of the individual and thereby insure failure of the rehabilitative effort.

Reliable and professional diagnostic work must encompass a total rehabilitative plan which matches the need of the individual with the services required. There is no diagnostic or intake program in Portland which processes either all persons arrested or all persons convicted of crimes, or which establishes treatment or corrections needs in general or specifically in the area of drug dependence. The absence of such a capability not only jeopardizes the continuity and effectiveness of the correctional effort but prevents a coordinated and documented utilization of corrections and drug treatment resources. Thus, the extent of the need for various forms of treatment is unknown and to a lesser degree, the effectiveness of the treatment programs for various types of persons is unknown with respect to further criminal involvement of treated persons

In regard to drug treatment, the selection and utilization of one of the programs available is determined principally by the prospective client who is operating on something less than complete, objective information.

The availability of diagnosis and evaluation capability vis-a-vis drug dependence would be for the purpose of early admission to appropriate drug treatment programs and would also provide a reliable base for diversionary decisions by the District Attorney. Such diagnosis would be most effective were it a component of a general diagnostic process staffed in part with personnel from the drug treatment agencies. Such a coordinated effort would serve the additional purpose of avoiding repetitious evaluations and permit diagnosis and program intake screening to be achieved simultaneously.

None of the present treatment programs can offer gradual, supervised detoxification to arrested addicts. The availability of detoxification at the time of arrest would initiate referral to on-going treatment either on a diversionary or post-adjudication basis. Persons sentenced to Rocky Butte or the state institutions who are addicted have neither gradual detoxification nor supervised "withdrawal" available. The State mental institutions provide detoxification to some such individuals but there is no continued treatment program available to incarcerated persons.

DRUG ABUSE AMONG TARGET CRIME OFFENDERS

Personal history information of persons adjudicated for burglary and robbery charges provide the only documented evidence regarding the extent of drug and narcotic abuse relative to those crimes. SEE CHARTS II-E-6, II-E-12, III-E-6 and III-E-12.

It appears that with the exception of armed robbery among adults, heroin addiction is not a significant concomitant of target crimes in Portland. The low clearance rates on these crimes may distort the true picture of the interrelationship of drug abuse and target offenses; it is conceivable that heroin plays a greater role in those crimes than the DATA suggest. The drug treatment providers of the community, who treat heroin addicts, substantiate the findings of the DATA; their experience indicates that heroin addicts are more generally involved in check charges, crimes of fraud and deception, confidence games, shoplifting, and prostitution.

As difficult as it is to determine with any reliability the fact of heroin use by arrested persons, it is considerably more difficult to do so with respect to amphetamines and barbiturates. The experience of the Methadon Blockade Program in Portland has been that patients do cease to use opiates but are heavily involved in the use of pills. This information is acquired through the weekly mandatory urinalysis of all Methadon patients.

Similarly, the experience of juvenile court personnel is that an overwhelming number of youngsters apprehended for the target crimes and for delinquent behavior, generally, are users of pills. This information is not quantified as it is usually based upon impressions; juvenile counselors are hesitant to record damaging information about a child when it is not based upon objective fact. It is the further impression of juvenile counselors that, in general, the use of pills is not the "motive" of anti-social acts, i.e., as in the theory that the heroin addict burglarizes to raise money for his habit. Unlike heroin, pills are inexpensive and readily available.

Treatment strategies have not been developed which address the widespread phenomenon of habitual pill use. There is no estimate available of the number of young persons and adults using such drugs. It is however estimated that there are 2500 persons addicted to heroin in the Portland metropolitan area.

Based upon the information provided by the Methadon urinalysis and the presence of pill abuse among juvenile target crime offenders, it appears that program emphasis on a crime-specific basis must be placed upon drugs other than heroin.

DRUG TREATMENT IN PORTLAND

Resources presently committed to drug treatment in Portland-Multnomah County include:

METHADON BLOCKADE which is operated by the Alcohol and Drug Section, State of Oregon Department of Mental Health served 800 addicts in the past 2½ years. Currently there are fifty admissions to the program each month; sources are principally self referrals and a few court referrals. Of those entering the program, 55% drop-out within the first six months.

The high rate of attrition is attributed in part to the fact that there is only one counselor for the 330 persons presently patients of the program and also to the fact that there are no medical, social, or treatment resources in support of the administration of the Methadon dosage. Furthermore there is no access to such services for the persons under treatment. Thus, the program merely substitutes methadon for heroin without treating the causes of addiction. Treatment consists of screening, a medical evaluation, and the establishment of a dosage level of methadon.

Individualized on-going counseling and evaluation (vocational and psychological) are prerequisites to assisting the addict in achieving the changed life-style necessary for successful rehabilitation. Gradual withdrawal from addictive drugs requires intensive services and support to the individual. Due to the lack of such services, methadon patients may either leave the program or establish an unnecessarily long dependence upon methadon, neither of which serves the patient's or the community's best interests.

HARMONY HOUSE is a project funded by the Portland Metropolitan Steering Committee and serves 300 persons per year, 40% of whom are on hard drugs. Referrals come from Dammasch Hospital, Parole and Probation, attorneys, and self-referrals.

The program provides residential care in a limited therapeutic milieu, i.e., not a closed system as in the Synanon-type program. Patients attempt to establish a drug-free life style through group support and staff counseling. They are expected to work as soon as possible and contribute to their support of the house.

FREEDOM HOUSE provides residential care for addicts in a strict therapeutic drug-free treatment setting; new residents are restricted to the premises for 30-90 days with no outside contact. The house serves 18-20 persons. The program is a modified Synanon approach based upon strong controls, confrontive group interaction, therapy, and a highly structured interpersonal supportive philosophy. The success of such treatment hinges upon the motivation of the individual to end his dependence upon drugs, the emotional support of other persons similarly situated and the ability of the person to sustain his altered life style upon return to the community.

NARCOTIC ADDICT REHABILITATION PROGRAM(NARA) serves opiate addicts charged and / or convicted of a federal offense. The treatment is for three years and consists of diagnosis, 30-day detoxification at Oregon State Hospital, and a variety of treatment methods for after-care. There

are ten admissions per month, 100 are currently in treatment; there is a 55% attrition rate. Operated under Alcohol and Drug Section, the program is funded by the National Institute of Mental Health.

DRUG TREATMENT AND TRAINING PROJECT is another component of Alcohol and Drug Section; 325 patients were admitted in the past year. This 3 year research and demonstration project funded by HEW is designed to study young drug-dependent persons and to evaluate the relative merits of three treatment modes: (1) individual psychotherapy, (2) classic group psychotherapy, and (3) eight hour marathon group psychotherapy. Although 42% leave the program within the first six months, this does not necessarily constitute attrition as the program serves persons with all kinds of drug dependencies and successful treatment can in some instances be achieved within six months.

JANIS is a program funded by NIMH with a \$407,000 grant for the first of eight years of funding to provide ten residential centers for 50 teenage drug abusers. The program is operated by the Multnomah County Community Action Agency (MCCA); it was funded in May, 1972, and it is anticipated that centers will be opening by December, 1972, and fully operational within 3 to 4 months thereafter. JANIS will serve juveniles referred by the Juvenile Court.

EXPANSION OF TREATMENT PROGRAMS

The present network of treatment agencies have identified a number of priority problems in providing comprehensive drug treatment: community based detoxification, residential centers for persons on Methadon, a variety of residential living situations for persons under treatment in the Methadon program.

The Alcohol and Drug Section has been awarded an OEO contract to improve the quality of care for 350 patients receiving Methadon treatment through the provision of quality counseling, medical and auxiliary services seeking to reduce attrition and to provide flexible treatment capabilities for the drug abuser. OEO will provide \$1,428 per patient as compared to the present \$400 per patient. The implementation of this program awaits State approval.

ADAPT (Association for Drug Abuse Prevention and Treatment) has submitted a proposal to the National Institute for Mental Health for \$1,000,000 for the first of eight years of funding to achieve interagency coordination of drug treatment programs and diversification and intensification of treatment alternatives. If funded, the program will include information and referral services, intake, community based detoxification, and residential facilities: one for Methadon patients, two more Freedom Houses, two residences for Drug Treatment and Training patients, and two other residential facilities. These houses have space for approximately 100 persons, but numbers of persons to be served per year will be relative to the length of treatment which may vary from a few months to years.

Were these programs to be funded and JANIS to become operational, the further needs of the community for comprehensive drug treatment have been identified as criminal justice system diagnostic and evaluation capability and detoxification for incarcerated individuals. From a crime specific perspective, both elements would not be limited to opiates but would serve all drug dependent individuals.

PROJECT: Drug Diagnostic and Evaluative Services

APPLICANT AGENCY AND FUNDING: Undetermined

PROJECT DESCRIPTION:

Due to the lack of reliable, objective information on the relationship of drug abuse and the commission of target crimes and in light of some evidence of correlation between heroin abuse and robbery, the establishment of a capability to identify the presence of drug problems among arrested persons is being examined. Such a program would not only identify persons who may benefit from drug treatment but would also provide a sound statistical basis for determining the demand for drug treatment among offenders. A funding application under TASC for such a program will be forthcoming.

CORRECTIONAL INSTITUTIONS

The purpose of correctional institutions is to rehabilitate the offender and prepare him for successful reintegration into the community. The reduction of recidivism as applied to a specific individual cannot be viewed in terms of a total transformation of the individual after the application of correctional services. The removal of a person from his normal environment and the addressing of his problems within an institution creates complications for true rehabilitation. The individual is a product of and susceptible to the forces of his environment. The ability to function within an institution in an acceptable fashion is not necessarily a reflection of the person's capacity to function in the less controlled atmosphere of the community. Thus, corrections cannot be addressed merely to deficits in education and training but must involve principally the capacity of the individual to cope successfully with all the stresses of his living environment as well as basic economic survival. Thus, rehabilitation neither begins nor ends at the gate to the institution. If recidivism is to be reduced, accomplishments and positive directions inaugurated within the institution must be reinforced and supported within the community.

Thus, the goal of corrections during a period of incarceration must

be, at least, the movement of an individual in some positive direction which can and will be sustained outside the institution by the individual himself and by those charged to aid him.

To determine the effectiveness of the rehabilitation process at MacLaren, Oregon State Penitentiary, and Oregon State Correctional Institute, it is necessary to analyze their internal programs and the available community resources in the north, northeast, and southeast areas of Portland.

The services provided to inmate populations include general counselling, psychiatric and psychological treatment, basic education, vocational training, and job placement.

Analysis of the data reveals the critical correlation of employment and involvement in the target offenses:

Of the 86 adults convicted on burglary charges,

69.2% had not completed high school

82.6% had no vocational training

98.8% had no substantial period of employment

Of the adults (74) convicted on robbery charges,

66.1% had not completed high school

58.4% had no vocational training

82.2% had no substantial period of employment

The data provides a clear-cut indication of the inability of the target offender to establish himself in a crime-free life due to a lack of the credentials necessary for satisfying and continual employment. Those persons who are unable to succeed in standard school programs and who have had limited access to vocational training (see prevention-vocational training) become vulnerable to crime and recidivism..

The responsibility for provided basic skills and/ or vocational training for the incarcerated individual is placed upon the prison regardless of the period of time an inmate may be incarcerated. Some movement toward the filling of these deficits must be achieved during incarceration and community follow-through arranged.

However, undue emphasis upon education and training will distort the true challenge to the corrections process. When an individual enters a penal institution, he has a number of problems which influence the potential for the rehabilitation: mental problems, concern for his family, feelings of worthlessness, hostility and suspicion, lack of interest in personal development, etc. If a man's presence in the system is attributable to economic problems alone, which is highly unlikely, then job training and educational enhancement will fulfill his needs. The spectrum of human problems with which the system must cope demand a variety of well-staffed professional services and in most instances a similar variety of community services to aid the individual to adjust to the community.

OREGON STATE PENITENTIARY AND OREGON STATE CORRECTIONAL INSTITUTE*

Oregon State Penitentiary is a maximum security facility as compared to the Correctional Institute which is of minimum security design. Oregon State Penitentiary is structured to serve the offender who is over 27 years old, has served a previous adult felony term, is sentenced to more than 10 years or has been previously convicted of Murder, Forcible Rape or Treason.

* All information shown here was obtained through the Corrections Division and institutional administration.

Oregon State Penitentiary has a total capacity of 1311 prisoners. Of the 1311, only 40% are in programs, I.E., either Vocational or Basic Education. 34% (441) of the inmates are enrolled in an education program: 9% (40) in grade levels 1-7; 35% (154) in levels 7-12; and 56% (247) working at college level.

In comparison only 8% (106) of the total population is enrolled in vocational training, due in part to the fact that the vocational program started in 1970.

The following table represents the Vocational classes offered including the capacity and actual population of offenders involved:

	Actual	Capacity	Target Offenders
Auto Mechanics	13	12	1
Baking	5	8	0
Body Repair	12	12	0
Computer Science	26	30	2
Building Maintenance	9	10	0
IBM - Business	1	15	0
Carpentry	9	10	0
Drafting	7	8	0
Electronics	10	12	0
Welding	11	12	0
Clerks	2	2	0
Orderlies	1	1	0

The offender can also be placed in Educational courses. The following table gives the breakdown of those local target offenders involved in each level of education courses:

	Capacity	Target Offenders
Basic Education	40	0
Intermediate	76	1
Secondary	78	0
College	172	0

Consideration must also be given to the external programs: the Annex (capacity of 90), Work Release (40) and Newgate (having 60 inside and 15 at the Eugene location). While the Annex is for the purpose of "exit orientation", Work Release and Newgate have community centers which aid those offenders who are working in the community while completing their sentence. The following are the centers which presently exist or are proposed.

1. Milwaukie
2. Portland Men's Center
3. Portland Women's Center
4. Coos Bay Center
5. Eugene Center
6. Newgate Center
7. Springfield (proposed)
8. Albany-Corvallis (proposed)

The Oregon State Correctional Institute has a capacity of 550 and is presently providing 65% of the population with programs. The scope of the curriculum includes Vocation and Basic Educational programs as well as external programs consisting of the Annex and Work Release.

In Oregon State Correctional Institute the length of the Vocational Education program is from 9 to 12 months in duration. The following is a breakdown of the classes offered including the capacity and actual population of offenders involved:

	Actual	Capacity	Target Offenders
1. Automotive	10	12	1
2. Barbering	7	7	1
3. Ed. Maintenance	13	12	1
4. Brick Laying	8	10	1
5. Building maintenance	9	12	1
6. Building Mach.	7	8	1
7. Eng. Repair	12	12	1
8. Cooking	13	14	1
9. Drafting	10	10	0
10. Electronics	8	10	0
11. Graphic Arts	9	10	0
12. Welding	?	?	1
13. Landscaping	10	10	0
14. Metal & Wood Shop	10	12	0
15. Radio & T.V. Repair	7	10	1
16. Meat Cutting	10	10	4

Below is the population breakdown for the Basic Education courses:

	Capacity	Target Offenders
Basic Education	21	0
Intermediate	16	1
Secondary	121	0
College	0	0

Upon entrance to the institution a series of tests are administered to determine the educational level and the vocational and job capability of the entering inmates. Based upon review of the reading and mathematical skill level and the degree of vocational aptitudes, a determination is made concerning the qualification of an individual for vocational training. Of the total population (476) 33% are enrolled in an education program and 30% are in a vocational training program.

Of those enrolled in the education program 13% are between grade levels 1-6 and 87% between grades 7-12.

The vocational training offered at both Oregon State Penitentiary and Oregon State Correctional Institute does not prepare the inmates to enter apprenticeship programs due to the fact that the unions do not accept the vocational programs as adequate preparation. Until such time as the institutional training process becomes directly involved in the apprenticeship training programs, this situation will persist.

The institution's administrators state that staff and resource shortages prevent their becoming aggressively involved in job training and placement coordination.

Information regarding past employment, educational levels or previous incarceration of prisoners from Multnomah County could not be provided by the Corrections Division. Lack of such data prevents analysis to determine the specific program needs of those individuals, the services rendered and the success of these people after release.

From Oregon State Penitentiary and Oregon State Correctional Institute a sample of 186 was provided; target offenders comprised 17% of program enrollees. The sample was not randomly drawn, thus the validity of interpretation placed upon trends so identified is uncertain.

Because of the current counselor ratio to those incarcerated is 1:109 (or 17 counselors for the combined institutional population of a capacity of 1861), it would appear that services other than training are minimal.

Tables II-E-3 and III-E-5 indicate that for the most part target offenders have not completed high school. Since the average IQ is 81-100 (Tables II-E-7 and III-E-7), the need for more skill training as well as increased educational programs is supported. Also, the tables show that 8.9% of the offenders had no income and/or no employment and only 12.9% indicated direct employment prior to incarceration.

PROJECT TITLE: Institutional Services
APPLICANT AGENCY: State Department of Corrections
PROJECT DESCRIPTION:

The purpose of the project is to provide specialized academic training, vocational counseling, vocational training and recreational services to incarcerated target crime offenders and persons who by reason of criminal employment, drug abuse and educational histories have high potential for involvement in target crimes. The project will serve 300 persons in the Oregon State Penitentiary, Oregon State Correctional Institution and the Oregon Women's Correctional Institution.

Treatment teams consisting of vocational counselors, institutional teachers, vocational instructors and recreation therapists will be assigned to train, educate and redirect the offender while he is confined to the institution. An additional objective of this project is to provide resources for 150 persons each year who are released at the full expiration of their

sentences without other program resources. These persons will participate in pre-release instruction and may be given temporary leaves during their last 30 days of confinement. Funds will be provided to meet their specialized needs during the initial and crucial reintegration period following discharge.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$559,383	\$482,883	\$482,883	\$1,525,149
Grantee Contrib.	<u>186,461</u>	<u>160,961</u>	<u>160,961</u>	<u>508,383</u>
	\$745,844	\$643,844	\$643,844	\$2,033,532

SPECIAL SERVICES - INSTITUTIONS
STATE DEPARTMENT OF CORRECTIONS

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BORAD PROGRAM GOALS

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

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PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL, AND PHYSICAL DISORDERS OF OFFENDERS.

PROJECT ACTIVITIES

D-1.1 TO PROVIDE SPECIALIZED ACADEMIC TRAINING, VOCATIONAL COUNSELING, VOCATIONAL TRAINING AND RECREATIONAL SERVICES TO INCARCERATED TARGET OFFENDERS.

COMMUNITY RESOURCES

There are 2,006 adults on parole from OSP and OSCI in Multnomah County; there are 31 parole officers from the State Department of Corrections assigned to the county. The effectiveness of the rehabilitation initiated in the institutions is dependent upon the ability of the individual to return to the community and to adopt a constructive and lawful life-style. Clearly, the parole officers alone cannot provide the individual, facing the many challenges and stresses of the community, with all the support and services he will require for successful reintegration. Tables II-E-5 and III-E-6 reveal that 30% of the adult target offenders have served a prior sentence; a dramatic figure in light of the high proportion of persons receiving probation from the courts of Multnomah County. Quantification of the need for community after-care for offenders is handicapped by the fragmentary information available on the backgrounds, training and treatment needs, and institutional services provided to persons being released from incarceration. Although the person returning to the community has particular problems relating to the adjustment to non-institutionalized living, the needs and resources required by such a person are essentially the same as those for the probationer.

The potential for community resources to compliment the rehabilitative efforts of the criminal justice system is contingent upon the identification and utilization of existing services and the development

of programs to fulfill unmet needs. At present there are only four agencies whose programs are designed for the service of adult offenders. Comprehensive services for the target offender and the ex-offender are not provided. Staff shortages, inadequate referral processes, inadequate resources, the absence of specially designed treatment plans, the failure to monitor the progress of individuals in the rehabilitation process, all contribute to the high rates of recidivism.

The high proportion of probation sentences is expected to grow still higher; the number of persons being paroled is also increasing. The consequent future demand upon probation officers, parole officers and community agencies which provide needed services to the adjudicated offender will surpass the already over-taxed resources of the system. If the Police Impact Proposal achieves even a small fraction of the stated goals, the resources of the corrections process will be still further strained. The goal of the criminal justice system is to reduce crime; the reduction of crime is dependent, principally, upon the ability of the system to rehabilitate offenders. If crime reduction is to be realized, there must be a concentration of resources in probation, parole and community rehabilitation programs. Caseloads must be reduced to levels which permit not only intensive counseling between the counselor and his client but also the advocacy by the counselor for the needs of his client. Counselors must have a sound treatment and rehabilitation plan and the resources to bring that plan into reality.

The emphasis in adult corrections is in custodial care and direct supervision. The acquisition of supportive services is left strictly to the enterprise and motivation of the individual. He must therefore compete with other persons in need of the counseling, training and treatment resources that the community has to offer. See descriptions of ACADEMIC AND VOCATIONAL TRAINING-ADULTS; CORRECTIONS, DRUG TREATMENT. Due to the lack of diagnosis of offenders, the individual may not be cognizant of the services from which he might benefit. This explains, at least in part, the under-utilization of some resources which are available, especially in vocational training.

Resources for adult offenders in residential care, employment, training and treatment, beyond those which are general services in vocational education and counseling, include YOUTH PROGRESS, JOB THERAPY, LIFELINERS and VOCATIONAL REHABILITATION DIVISION. There are, in fact, many community based programs which can and do provide services to the adult offender. The problem is accessibility-- the matching of needs to services by well-informed, trained professionals.

PROJECT TITLE: Youth Progress

APPLICANT AGENCY: Youth Progress Association

PROJECT DESCRIPTION:

Youth Progress Association administers the only program in the metropolitan Portland area that offers comprehensive job finding and counseling services to target offenders while also providing temporary living accommodations to some of the persons referred. It has been in existence for eight years, funded by private contributions, UGN and for the past 2 years in part by CRAG.

Since 1970, 2779 young people have been referred to Youth Progress for services. In 1971, Youth Progress placed 900 young people in jobs.

Youth Progress currently maintains one residence center for young men and one for young women. The majority of residential placement referrals are from Federal and State courts. They receive referrals from Hillcrest, MacLaren, juvenile and adult parole and probation and virtually every correctional program in the metropolitan area. The age criterion for referral to Youth Progress is 15-20; the average age of individuals served in 1971 was 19.2. The need for residential services far exceeds Youth Progress' current ability to meet such needs. While the resident centers served 100 young people in 1971, this number represented only 10% of the requests for residential services.

This grant will allow Youth Progress to open two additional residential care centers, each manned by a resident care supervisor. The units will utilize present counseling and job development staff. Referrals will be target offenders from Juvenile Court, State Juvenile Parole, CSD, and Law Enforcement agencies. A comprehensive program consisting of evaluation of applicant problems, job placement counselling and scholastic assistance will be provided each of the target crime offenders.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
<u>LEAA Support</u>	\$34,000	\$34,000	\$34,000	\$102,000
<u>Grantee Contr.</u>	<u>11,335</u>	<u>11,335</u>	<u>11,335</u>	<u>34,005</u>
	\$45,335	\$45,335	\$45,335	\$136,005

RESIDENTIAL CENTERS
YOUTH PROGRESS ASSOCIATION

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STREET CRIME IN PORTLAND.

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS.

OPERATING PROGRAM ACTIVITIES

D-1.1 PROVISION OF TWO RESIDENTIAL CARE CENTERS WHICH WILL PROVIDE A COMPREHENSIVE PROGRAM: CONSISTING OF EVALUATION OF APPLICANT'S PROBLEMS, COUNSELING, JOB PLACEMENT AND SCHOLASTIC ASSISTANCE TO ADULT AND JUVENILE TARGET OFFENDERS.

PROJECT TITLE: Vocational Rehabilitation,
APPLICANT AGENCY: State Department of Corrections

PROJECT DESCRIPTION:

To provide for the vocational training and placement needs of adult target crime offenders directly discharged from incarceration or paroled without work release. Services will be provided by Vocational Rehabilitation Division and by Job Therapy, Inc. The latter offers job placement, community education, client sponsorship, work release counseling and short-term residential services to complement basic institutional programs and training provided by Vocational Rehabilitation.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$431,286	\$438,694	\$446,104	\$1,316,084
Grantee Contrib.	<u>143,762</u>	<u>146,231</u>	<u>148,701</u>	<u>438,694</u>
	\$575,048	\$584,925	\$594,805	\$1,754,778

VOCATIONAL REHABILITATION
STATE DEPARTMENT OF CORRECTIONS

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

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PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS.

PROGRAM ACTIVITIES

D-1.1 TO PROVIDE VOCATIONAL COUNSELING AND JOB PLACEMENT FOR
ADJUDICATED ADULT OFFENDERS RETURNING TO THE COMMUNITY FROM PENAL
INSTITUTIONS.

PROJECT TITLE: Orientation, Training and Information
APPLICANT AGENCY: State Department of Corrections

PROJECT DESCRIPTION:

To establish specialized training and orientation for Corrections Division personnel involved in Impact Programs. Training needs will be addressed at three major levels: 1. orientation; 2. in-service training, and 3. specialized training workshops, conferences and seminars.

Orientation training will include orientation of new project staff to the goals, objectives and activities of the Impact Program in general and to the specific project components. In-service training will include the on-going general and specialized skill training of Corrections Impact staff and special conferences, workshops and seminars will provide technical training related to specific project components.

BUDGET:

	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>	<u>Total</u>
LEAA Support	\$57,461	\$52,461	\$52,461	\$162,383
Grantee Contrib.	<u>19,153</u>	<u>17,487</u>	<u>17,487</u>	<u>54,127</u>
	\$76,614	\$69,948	\$69,948	\$216,510

ORIENTATION, TRAINING AND INFORMATION
STATE DEPARTMENT OF CORRECTIONS

PROGRAM GOALS, OBJECTIVES AND ACTIVITIES

BROAD PROGRAM GOAL

TO REDUCE BURGLARY AND STRANGER-TO-STRANGER STREET CRIME IN PORTLAND.

PROGRAM GOAL

III CORRECTIONS
REDUCE RECIDIVISM BY PROVIDING COMPREHENSIVE SERVICES TO OFFENDERS.

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PROGRAM OBJECTIVES

D-1 TREAT THE MENTAL, EMOTIONAL AND PHYSICAL DISORDERS OF OFFENDERS.

PROJECT ACTIVITIES

D-1.1 TO ESTABLISH SPECIALIZED TRAINING AND ORIENTATION FOR
CORRECTIONS PERSONNEL TO INCLUDE IN-SERVICE TRAINING, SPECIALIZED
WORKSHOPS, CONFERENCES AND SEMINARS IN CONNECTION WITH INNOVATIVE
IMPACT PROGRAMS.

C O S T C O M P A R I S O N T A B L E

CHILDREN SERVICE DIVISION

	Child Care Centers	Foster Homes	Group Homes
Per month	\$563.00	Age 5 yr. 70.00	\$200.00
		6-12 85.00	
		13 up 105.00	

INSTITUTIONS	OSP	OSCI	Rocky Butte	MCCI	Juvenile Court (Detention)	Maclaren	Work Release
Cost per month	\$334,88	\$446.88	\$238.00	\$177.80	\$690.00	\$1,020.00	\$280.56

Mental Health Agencies	Morrison Center	DeLauney	NE Mental	SE Mental	State Mental Hospitals
					Dammasch Oregon St. Hosp.

Average cost is \$17.94 Indiv. \$20.00 Indiv.
 \$10.18 group \$10.00 group

Sliding Scale
 Low - \$0 High - \$25
 Sliding Scale
 Low - \$1 High - \$30
 Sliding Scale
 Low - \$0 High - \$20
 Sliding Scale
 Low - \$0 High - \$20

\$682.00 per month \$682.00 per month

HUMAN SERVICES
APPENDIX

JUVENILE NON-RESIDENTIAL TREATMENT SERVICES

Albina Family and Community Center - a multi-service center that offers family and personal counseling for juveniles and adults in addition to job placement and training referral. Persons served per year -300-500; Staff - 3 ; Referrals -self; Funding - UGN, 80% private; Fee - sliding scale 0 - 20.

Contact Center (Portland Youth Advocates) - drop-in center that provides personal and family counseling for runaways. Persons served per year - 500; Staff - 5 plus volunteers; Referrals - 25% Juvenile Court, rest are self referral; Funding - Federal, State, Local.

Counterpoint Youth Services Bureau - is a full service agency serving youth 14-18 years of age in Southeast Multnomah County. In addition to referrals, it provides psychological counseling, family services, and employment counseling and placement all aimed at delinquency prevention and diversion of youth from the criminal justice system. Persons served per year - 1900; Staff - 10; Funding - Federal, Local; Referrals - 326 psych cases, 36% self referred, 20% schools 4% Juvenile Court.

Crisis Control (University of Oregon Medical School) - Emergency out-patient and short-term residential program for acute emotional/situational crises which includes drug, suicide and alcohol problems. Serves persons 14 years through adult. Persons served per year - 1200; Referrals - self referred; Staff - utilizes existing hospital staff.

Delauney Institute - A mental health clinic for the North Portland area that

provides evaluations, group therapy, individual counseling and special child guidance therapy. Family counseling provides adult therapy. Services mostly for persons between the ages of 7 and 18. Persons served per year - 810; Referrals - 22% Juvenile Court, rest agency, school and family; Staff -7; Funding - local, private; Fee - according to ability to pay.

Jewish Family and Child Service - multiple service facility serving families and individuals with personal, marital problems as well as providing parent-child counseling and problems of the aged. Service is also provided to unwed mothers, foster care, adoption and homemaker service. Program serves primarily Jewish families and individuals. Persons served per year - 280; capacity - 130 cases per month; Funding - Jewish Welfare Federation and fee for service using a sliding scale with high \$20, low - 0.

University of Oregon Department of Psychiatry Out-Patient Clinic - provides out-patient psychiatric care for individuals 12 and older. Capable of serving 6 people per week based on available openings. The clinic has 2 openings per week for short-term services. Limited openings for long-term service, which is limited to 3-5 visits. Two openings for medical psychiatric referrals of in-hospital patients (referrals from other clinical agencies.) Clinic receives between 40-60 referrals per week. Program staffed by rotating interns and resident psychiatrist. Staff - 1 3/4 social service worker, 2 - social workers in child psychiatry; Funding - sliding scale low 0 - 8.00.

Friendly House - operates five programs serving children and young adults each year. There are two grade school programs (arts and crafts and

recreation) and activities for pre-school children from low income families. In addition, there is the Cooperative Youth Project which provides recreational opportunities for teenagers, employment counseling and psychological referral. It maintains a 24-hour Hotline and a Drop-In Center for young adults. Persons served per year - 315; Referrals - self ; Staff - 5 ; Funding: UGN - 10% private.

Mental Health Division (State of Oregon) - provides individual and group counseling, emergency crisis and medical treatment for both children and adults. Persons served per year - 4,000; Staff - 32; Referrals - Courts, Agency; Funding - State, Local; Fee - according to ability to pay.

Morrison Center - provides individual, group, and family counseling for youth between the ages of 2 and 18 and in the Southeast Portland area. Morrison Center also maintains contracted counseling services with the Portland Public Schools. Persons served per year - 514; Staff - 11; Referrals - Juvenile Court, agency; Funding - State, Local; Fee - according to ability to pay.

Multnomah County Mental Health Clinic - Drop-in center which provides individual and group therapy, emergency crisis and medical attention to both youth and adults. Also acts as a referral agency, and has an Outreach program with J.D.H. Persons served per year - 3,000 adults, 1,000 youth; Referrals - Courts, agencies, self referral; Staff - 44; Funding - State, Local.

Outside-In - a referral and service agency that provides emergency crisis, medical, dental, and testing services for youth. Crash crew is the

nighttime crisis hotline with Outside-In. Persons served per year - 7,600;
Staff - 5 plus volunteers; Referral - self referral; Funding - Local,
private.

RESIDENTIAL TREATMENT FOR JUVENILES

Alfred Yaun I - residential care facility serving boys with behavioral problems between the ages of 13-18 years of age. Individual group and family counseling is available. Length of residency is 6.9 months to one year. Persons served per year - 21; capacity of home - 10; staffing - 7; funding - Federal (HUD), State (Purchase of care).

Yaun II - residential facility for adolescent girls referred from Juvenile Court to Children Service Division for placement. Age of girls placed is between 13-18. Length of residency is 6 months to 1 year. Home provides individual, group and family counseling. Persons served per year - 20; capacity of home - 10; staffing - 6; funding - Federal (HUD), State - CSD (Purchase of care).

Boys and Girls Aide Society - a residential care program in individual family homes, group homes, and adoptive homes for emotionally disturbed children 1-18. A special program offers long-term foster care for children with physical handicaps. The society also offers professional consultation on an outpatient basis. Persons served per year - 300 residential, 132 families outpatient = 432; Staffing - 27; Funding - Federal, State, Local.

Carroll House - residential home for girls referred from Juvenile Court on commitment to Children Service Division providing psychiatric evaluation, individual, group and family counseling. Length of residency 7-9 months. Age range of girls is from 14-18. Persons served per year - 30; capacity

of home - 10; staffing - 4; funding - Oregon United Association, State, Federal.

Christie School - residential treatment for girls 9 through 18 with behavioral problems. Services include individual and group counseling, home-like atmosphere. Most referrals from welfare, but some are also received from schools, families, mental health agencies, and the court. Total served per year - 82; Staff - 42 paid/full time, 15 paid/part time, 92 volunteers = 149 total; Funding - Federal (HEW, HUD, OEO) State (Public Welfare), Local (OUA, UGN).

Community Outpatient - short-term (3 months) intensive family work in the home. Child stays in public school. Persons served per year - 130; Staff - 11; Funding - State, Local, Fees; Referral - Schools, self; Fee - 20% of cost of professional services.

CSD Foster Homes and Shelter Care - provides foster homes and temporary shelter care services for children 1 through 18 years of age. Persons served per year - 1600; Referrals - all through Juvenile Court; Fee - none.

Dammasch State Hospital - residential program serving disturbed youth 12 - 18 providing individual counseling, group therapy, and medical services. Persons served per year - 225; Staff - 4 (the hospital staff is also drawn upon for services); Referrals - 70% self referred, 30% court committed; Funding - State.

Day Treatment - parent education and counseling. Parents required to bring children. Persons served per year - 140 (40 children and family), 50% are from Residential Treatment program; Staff - 14; Funding - State, Local, Fees;

Referral - same as residential program; Fee - 2% of cost of professional services.

Edgefield Lodge - operates three programs: Residential Treatment for girls 6 through 14; Day Treatment for family/child problems; Community Outpatient for short-term intensive family/child counseling. Residential Treatment - individual and group therapy for girls 6 - 14 with behavioral problems; Persons served per year - 125 (31 children plus family members); Staff - 11; Funding - State, Local, Fee; Referral - 13% from courts, rest from schools, agencies, families; Fee - 2% of cost of professional services.

The Inn - residential home for boys between the ages of 13-18 years of age. Referred from Juvenile Court committed to Children Service Division for placement. Individual and group counseling is provided. Length of residency - 7 months to one year. Persons served per year - 14; capacity of home - 5; Staffing - 3; Funding - State and County (Purchase of Care and Joint Funding).

Louise Home for Girls - residential treatment for girls age 12 through 18. Group home atmosphere with individual and group therapy, family, and mother/daughter therapy. Persons served per year - 302; Staff - 46; Funding - State, Local; Referral - 70% from the court, rest from schools, agencies; Fee - none.

Multnomah Boys Home - residential home for boys between the ages of 13-18. House is operated by Catholic Services. Boys are referred from Juvenile Court on commitment to Children Services Division. Individual, group and family counseling is provided. Length of residency is 7-9 months.

Persons served per year - 25; capacity of the home - 10; Staffing - 4;
Funding - State, Federal and County and a small fee paid by Parents.

Out Front House - 2-3 week intensive residential treatment for runaway
14-18. Coed treatment includes group therapy, individual counseling.
Persons served per year - 75; Staff - 4; Funding - Local; Referral - 60%
from court or juvenile parole, rest agency; Fee - none.

Parry Center - a residential group home for disturbed and severely dis-
turbed children age 6 through 17. Treatment dependent upon severity of
problem. Persons served per year - 110 children and their families;
Staff - 60; Referral - 60% court referred, rest from agencies, schools;
Funding - State, Local; Fee - according to ability to pay. The Parry
Center also operates the Irvington/Parry Outer project with the Irving-
ton School. The program provides intensive counseling and academic help
for children in conflict with the school setting. Persons served per
year - 22 children plus their families; Staff - 8; Funding - Federal,
Local; Fees - none; Referral - (Irvington School).

Seghers House - residential facility for boys referred from Juvenile Court
on commitment to Children Service Division. Individual, family and group
counseling is provided. Length of residency is 7-9 months. Home is
operated by Catholic Services. Persons served per year - 16; capacity - 6;
Staffing - 3; Funding - State, Federal, County.

Youth for Christ Boys Home - residential facility for boys 13-18 referred
from Juvenile Court on commitment to Children Service Division for placement.
Individual, group and family counseling is provided with regular psychiatric

consultation services added. Length of residency 7-9 months. Persons served per year - 27; capacity - 12; Staffing - 11; Funding - State, County, Private (Purchase of core joint funding).

Youth for Christ - Girls Home

Residential facility for girls referred from Juvenile Court on commitment to Children Service Division. This program has been in operation since July 15, 1972. Length of residency has not been established, however it is assumed that the average length of residency will be one year or longer because if the age of the girls - 12-14. Individual, group and family counseling along with psychiatric consultant services will be provided. Persons served per year (projected figure is) - 15; capacity of the home - 7; Staffing - 6; Funding - State, Local and Private (Purchase of core and joint funding).

Young Men's Emancipation Program (YMCA) - a three-month residential program for young men ages 17 through 22 seeking housing and employment after leaving institutional confinement. Program includes counseling, job referral, and placement. Persons served per year - 50; Staff - 2 ; Funding - Local; Fees - none; Referral - mostly through Juvenile Court.

ALTERNATIVE SCHOOLING

Albina Youth Opportunity School - initiated in 1967, this program provides an alternative to the public school in the Albina area. The goal of the program is to enable students who have experienced difficulties or failure in public schools to acquire the basic skills to permit them to re-enter the school system and obtain a diploma. Persons served per year - 80; Referrals - 10% self referred, 90% school referred; Staff - 11; Funding -

Metropolitan Learning Center - is located at Couch School in Northwest Portland and offers an alternative to the standard public school program for students dissatisfied with traditional educational programs. The students in MLC differ from those at Vocational Village in that they have acquired basic skills but do not wish to continue in the standard school setting due to dissatisfaction and boredom rather than frustration or failure. The program is individualized by student and advisor to meet the student's needs and interests and in compliance with basic state educational requirements. Persons served per year - 200; Referrals - self, school ; Staff - 9 ; Funding - Portland Public Schools.

Residential Manpower - is a co-educational, largely residential, vocational, and academic program for youth between the ages of 16-21. Of the 200 students, 98% are high school dropouts. The program has a strong vocational emphasis with employment, counseling, and placement. In addition to the academic offerings, one-third receive Portland Public School diplomas.

Residential Manpower offers psychological counseling and medical services. The average period of enrollment is five to six months. Persons served per year - 600; Referrals - Youth Opportunity Center individuals; Staff - 82 certified teachers; Funding - Federal.

Vocational Village - Initiated in 1968 offers a vocational education in addition to regular academic offerings which concentrate on improvement of basic skills. Aimed at dropouts and potential dropouts, the school presently serves boys and girls in both day and evening programs. The dropout rate from the program is very high; many who leave the program eventually return, some repeat this process many times before either completing the program or dropping out permanently. The program is directed toward providing basic vocational skills which will prepare the students for subsequent employment in industry. Each student plans a program with his advisor that includes vocational courses, academic course, and work experience; all of which applies toward a public school diploma, About a third of the students receive diplomas. Persons served per year - 375; Referrals - 20% self, 50% school, 30% court; Staff - 25; Funding - State, Local.

Willamette Learning Center - is a private agency serving students who have dropped out of public schools. Most of the students have had some involvement with the juvenile court as law violators. Many of the students come from low income, broken homes and have dropped out of school due to either academic difficulties or behavioral problems.

The program is academically oriented with direction toward obtaining a public school diploma or G.E.D. There is a strong emphasis on counseling and close staff/student relationships. There is a 1½ year wait to enter this program. Of the enrollment, 80% are from the Washington and Cleveland High School Districts. Persons served per year - 30; Referrals - School, self; Staff - 5; Funding - Portland Public Schools, private; Fee - nominal.

ADULT NON-RESIDENTIAL JOB PLACEMENT SERVICES

Civil Service Board (City of Portland) - provides testing and job placement for city civil service jobs for men and women 18 and older. Continuous exams - 3,053 tested, 976 eligible; Competitive open exams - 2,370 tested, 675 eligible; Placed - 312 full time, 500 temporary.

Civil Service Commission (Multnomah County) - provides testing and job placement for county civil service jobs for men and women 18 and older.

Civil Service Commission (United States) - provides testing and job placement for Federal civil service jobs for men and women 16 and older for the Portland area. Persons tested per year - 4,000; Persons placed per year - 1,000 ($\frac{1}{2}$ were youth 16-22 years of age.).

Concentrated Employment Program (CEP) (PMSC) - a comprehensive employment service which provides job counseling, job training, GED program, supportive services, and placement. Applicants must be 16 years of age or older, meet disadvantaged criteria, and reside in specified Model Cities or SE Portland target areas. Fifty-five percent (55%) have had some contact with the criminal justice system. Persons served per year - 1,000; Referrals - majority are self-referred, 7% referred from court; Staff - 28; Funding - Federal; Fee - none.

New Careers (CEP) - provides up to two years of job training and educational assistance followed by job placement and opportunities in human service work. GED and CEP eligibility requirements. Twenty percent (20%)

of persons served are high school dropouts. Ages 18 to adult. Persons served per year - 75; Referrals - through CEP; Staff - 3; Funding - Federal; Fee - none.

Operation Mainstream (CEP) - provides work experience, job sampling, temporary employment, and serves as a stepping-stone to New Careers. Sixty percent (60%) are high school dropouts. GED and vocational training available. Persons served per year - 300-400; Referrals - CEP; Staff - 2; Funding - Federal; Fee - None.

Oregon State Employment Service - the four programs under this service are:

Apprenticeship Information Center - provides information regarding all apprenticeship programs. Screens applicants for job aptitude. Since nearly all apprenticeship programs require a high school diploma or GED, Apprenticeship Center refers dropouts to GED and the like in order to qualify. Minimum age is 16, but nearly all apprenticed are 18 or older. Persons served per year - 5,917 interviewed, 1,410 of those eligible, 419 apprenticed; Referrals - 50% from State Employment, 15% employers, 15% unions, 20% from schools, self-referred, few from courts; Staff - 5; Funding - Federal; Fee - none.

Casual and Farm Labor Office - information and placement for casual and farm employment such as crop harvesting, including berry picking. No minimum age. Few permanent jobs for youth below 18 years of age. Persons served per year - 4,000-5,000 casual labor, 300-400 permanent farm jobs; Staff - 2 full time, 2 part time; Referrals - from state employment agency; Funding - State, Federal; Fee - None.

Work Incentive Program - provides job placement and training to families on welfare in Portland. GED program available if job requires one. Purpose is to get family off of the welfare dollar. Serves only families. Persons served per year - 3,000 (Placed 1,000 in either job placement or training); Referrals - only through CDS; must be on welfare; Staff - 29 (on July 1, 1972, staff will increase to 49); Funding - Federal; Fee - none.

Youth Opportunity Center - serves youth 16-22. Provides vocational training, job testing, and placement. Acts as referral agency for many job-training programs, counseling services and employers. Persons served per year - 14,000 of which: 2,200 placed in non-agricultural work, 1,300 placed in training, 4,200 referred to counseling; Staff - 29; Funding - Federal; Fee - none.

Youth Service Bureau (CMCCA) - serves youth between the ages of 14-24, providing job placement and employment counseling. Eighty percent of 1,900 served per year utilize the Youth Service Bureau for this purpose. YSB also provides individual, psychological counseling, and group therapy dealing with family, school, marital, and runaway problems. The Bureau also provides a special counseling service to the schools. Twenty of those served have had some touch with the law. Persons served per year - 1,900 (80% for employment counseling); Referrals - most of the employment cases are self-referred, of the 326 psychological counseling cases: 36% schools, 20% agency, 40% Juvenile Court; Staff - 10; Funding - Federal, Local; Fee - none .

Portland Opportunities Industrial Center (POIC) - has been in operation since 1968 and offers GED and vocational education. Program served 200 individuals in 1971, placing 173. Training is offered in the following areas: Bookkeeping, Accounting, Clerical Skills, Business Machines, Tailoring and Upholstery, grocery checker, typing, adding machines, Sewing Machine repair, aeronautical engine repair, automotive - Mechanical repair, x-ray technician. Eligibility for POIC services is provided without regard to prior earning. There is no fee for service and no stipend is offered to those involved in training.

Nero Industries - (Operation Step-up) is a referral agency which concentrates on business administration, advanced technical and educational improvement training to enhance the economic status of Model Cities residents who are employed, unemployed or under-employed in coordination with the Multi-Service Center and other Model Neighborhood agencies. This agency serves individuals that already have a high educational level. G.E.D. training is available up to a year, on a contract for fee basis and Vocational training placement is provided, there are no training facilities at Nero Industries. In 1971 of the 295 persons served, 31 persons obtained training in grades 9-12, 28 entered colleges, 9 obtained A. A. degrees, 7 B. A. degrees and 8 M. A. degrees.

Department of Vocational Rehabilitation (DVR) is a State operated agency with offices in both the Southeast and Northeast areas of Portland. DVR placed approximately 170 persons in training in 1971, some of whom had physical disabilities and therefore qualified for welfare support. There are several job placement or referral agencies that arrange for on-the-job training and G.E.D. tutoring, but not vocational training within

their own facilities. Persons who are "employable" are not normally eligible for any form of public assistance during training, except in the WIN Program. The latter program permits the welfare recipient to continue to receive assistance during short periods of skill or educational training which will qualify them for jobs and end dependency upon welfare.

Portland Community College - See D-2 of Preliminary Plan.

Mt. Hood Community College - See D-2 of Preliminary Plan.

Portland Metropolitan Steering Committee (PMSC) - See D-2 of Preliminary Plan.

ADULT RESIDENTIAL JOB PLACEMENT SERVICES

Residential Manpower -

Youth Progress Association -

YMCA - Youth Emancipation -

JOB PLACEMENT OPPORTUNITIES FOR HIGH RISK GROUPS

Residential Manpower -

Youth Progress Association -

YMCA - Youth Emancipation -

JUVENILE NON-RESIDENTIAL JOB PLACEMENT SERVICES

Youth Opportunity Center - See adult non-residential job placement services.

Operation Mainstream - See adult non-residential job placement services.

Youth Service Bureau -

P. P. S. - Student Work Experience and Training Program serves youth 14-18 years of age in high schools. Program includes both on-the-job training and formal high school work. Program includes Mechanical Cluster, Health Occupations, Metal Work, Electrical Work, Personal Services, Construction, Visual Communication, Secretary, and Miscellaneous. Persons served per year - 6,784; Referrals - through schools.

ADULT NON-RESIDENTIAL TREATMENT SERVICES

Delaunay Institute

Multnomah County Mental Health Clinic

Mental Health Division (State of Oregon)

University of Oregon Crisis Center

University of Oregon Outpatient Clinic

Veteran's Administration Outpatient Clinic - provides medical treatment and psychological counseling for veterans with service connected disabilities .

Persons served per year - 20,000

Referrals - all self-referred

Staff -

Funding - Federal

RESIDENTIAL TREATMENT FOR PRE-ADJUDICATED ADULTS

Alcoholic Recovery Center - provides a five-day detoxification program (if necessary) with individual and group counseling and medical services. Persons served per year - unavailable since the program started in October, 1971. In May, 1972 the center served 358 persons - near capacity; Staff - 31; Referrals - outreach, agency, self-referral; Funding - local, Federal.

Ballington Emergency Home and Mother's and Children's Home (VOA) - This combined facility serves single women over 15 with or without children. At any one time 40 people can be served of which 12 to 17 are adults. Persons served per year - 1,000; Referrals - CSD, Agency, Self; Staff - 10; Funding - OUA 90%; Fee - sliding scale 20% of total funds.

Dammasch State Hospital - a state institution serving the mentally disturbed. Dammasch provides individual and group counseling, chemotherapy and other psychological services in addition to medical attention. Persons served per year - 3,140 adults; Staff - 305; Referrals - Courts, agencies, self-referral.

Freedom House - a two year residential program for drug addiction and alcoholism. Treatment includes group therapy and psychodrama. Nearly all of the members have been convicted of a felony. Persons served per year - 75; Staff - 5; Referrals - 50% self-referred, 50% court; Funding - private.

Gutman House (Gutman Rehabilitation) - serves adults 18-60 years of age

with mental or emotional handicaps including alcoholism. Treatment includes individual counseling, all medical services, job placement, and referral for job training. Persons served per year - 20; Staff - 4; Referrals - State hospital; Funding - Local, private.

Young Men's Emancipation Program - see: Residential Treatment for Pre-adjudicated Juveniles.

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<p>Alcohol and Drug Section - <u>Mental Health</u></p> <p>Alcohol & Treatment Training Center Fiscal Support -State 100%</p>	<p>Group counsel for 8-10 indiv. Some individual training. Treatment for 21 individuals from Work Release Program Capacity to serve 400-500 indiv. Length of treatment unable to determine. Staff - 6 paid; 20 volunteers.</p>		
<p>Alcohol Safety Action Program - DUIL Project Fiscal Support - Federal Grant, Dept. of Transportation -100%</p>	<p>Program served 1050 indiv. convicted by courts for drunk driving. Aver. 20 referrals per week, referral source - primarily courts. Treatment Prog. - 1. Antabuse; 2. Antabuse w/treat. 3. Therapy; 4. Alcohol anonymous Staff - Clinical - 8; Length of participation - 2 years.</p>		<p>A vocational training component capability is provided by VRD - Staff-1</p>
<p>Drug Treatment & Training Project Fiscal Support: HEW, NIMH</p>	<p>Operates a Research & Pilot Proj. of drug treatment for individuals between the ages of 14-25. Mult. referral source. Capacity to serve 200 per year; staff - 17 full-time treatment method - group - marathon - indiv. counseling. Average length - 3 months.</p>		
<p>Metadone Fiscal Support: EEA-OEO-LEAA</p>	<p>Metadone maintenance - limited counseling; services approx. 360 indiv. Staff - 1 counselor; 1 human service worker</p>		

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Albertina Kerr Homes</u> a. Louise Home b. Portland residence \$500,000 Fed & CSD	Total Staff - 62 administering intensive counseling, adoption services, group home care & day care.	a. Louise Home Staff-50 capacity - 57 girls b. Portland Residence Staff-2, capacity-5	Staff-9, 6 are teacher interns, capacity of 20.
<u>Albina Youth Opportunity School</u> Support: School Dist. #1, Model Cities			
<u>Alfred Yaun</u> 20% Model Cities 80% State		Consists of 2 group homes with a capacity for 10 youngsters in each home. Staff-19. The group homes apply the Behavioral Modification approach.	
<u>Apprenticeship Information Center</u> Dept. of Labor	Staff-4; capacity 600-700 per mo. Job screening & aptitude testing for juveniles & adults. Placement is made on that basis.		Emancipation and Urban Action Programs provide a re-entry link for the juvenile from Maclaren or one that has been referred from another source, i.e. CSD. The program involves a 2-month residential program where the juvenile or adult can be eligible for job development, counseling and a resource with referral service. The program has served 35-40 juveniles and 175 adults. Total staffing-9.

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Carroll House</u> Federal	Psychiatric care on an individual basis for girls 13-18 years old.	Capacity 10, Staff 2. Length of stay is about 9 months.	
<u>Children Service Division</u>	Counseling on individual and group basis provided by caseworker assigned special caseload.	1. Group homes - 2 offering placement for neglected & dependent children, not referred from Juvenile Court. Capacity #1 - 8, #2-5 Project increase of 3 homes, capacity of 5 homes each.	
<u>Christie School</u> \$479,000 Federal, UGN, State	Therapy provided for girls having emotional or social problems.	2. Youth Care Centers Total # homes-11 population served-90 potential slot-35 3. Foster Homes # of homes-800 population placed 1800 length of residency varies projected need - 1,600	Treatment is administered by a staff of 44, the residential component has a capacity of 45 girls

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Concentrated Employment Program</u> Fiscal Support: Federal			Comprehensive employment service - providing job counseling, job train., and GED program, supportive service and placement for Federal Civil Service jobs for men and women 16 and over. Criterion for program participation is individual has to be at a disadvantage - Reside in model neighborhood. Persons served per year - 1,000; majority are self referred, 7% referred from County; Staff-28 No fee required for service.
<u>New Careers</u> <u>Fiscal Support:</u> Federal	Staff of 15. Intensive indiv. and group therapy including chemotherapy for adults and juveniles. Capacity 250-300. per year		Provides up to two year of job train., and educational assistance. GED & CEP eligibility requirements. 20% of individuals served are high school dropouts. Eligibility age - 18 to adult. Serves 75 persons per year. Staff - 3.
<u>Delaney</u> <u>Fiscal Support:</u> United Good Neighbors - State of Oregon	Two attorneys provide legal counseling and representation to adults. Caseloads average a total of 175 per month.		
<u>Family Law Center</u> <u>Freedom House</u> State		Treatment care center for alcoholic and drug addicts 18 and over. Staff-5; serving-5 Capacity-5.	

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
Harmony House Self supporting	Staff-12, serves a total of 38 providing rehabilitation for alcoholics and drug addicts through one-to-one group sessions.		
Inn Home for Boys State, County	Group counseling for juveniles 13-18 years.	Staff-5; capacity-7	
Manpower Development and Training Act Federal, State			Provides job placement and counseling. Treats 500 per year. Staff size is based on need.
Morrison Center 68% State, County 32% UGN	Staff-6 full-time psychologists, 2 psychology interns, 2 social workers on part-time basis. Capacity is 20 per month. 250 per year. Provides formal and informal counseling. Either one-to-one or group sessions.		
Multnomah County Depart. of Mental Health \$1,400,000 State \$ 900,000 State 500,000 County	Staff-35 professionals, 4 area clinics, serves 3,000 patients annually through intensive indiv. and group therapy.		
Neighborhood Youth Corps Federal			Includes the Multnomah Educational District, Out of School, and Portland Public School Program. Provides for job counseling, placement and training programs for high school dropouts. Combined staff supports 11 people with a service population of 400 per year.

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Operation Mainstream</u> <u>Fiscal Support</u> Federal - 100%			Provides work experience, job sampling, temporary employment and serves as a stepping stone to New Careers - 60% high school dropouts. GED and Vocational training available. Serves 300-400 persons per year; Staff-2.
<u>Oregon Halfway House</u>		With a staffing of two people they provide temporary living for those prior to parole while on work release for \$30 per week. There is space for a total of nine.	
<u>Parry Center</u> \$575,000 from CSD, UGN, PARENTS	Intensive individual treatment for children - 60 children on a part-time basis. Staff-50.	51 Children on a full-time basis both in group homes, and foster care.	
<u>Portland Action Committees</u> <u>Together</u> OEO, Federal, \$138,000			Information and referral, employment counseling arrangements for continuing the education of juveniles. Staffing-5 Serves 4,300 per year.
<u>Portland Community College</u> <u>High School Completion Prog.</u>			Serving 300; Tuition \$85.50 per term on a full-time basis. \$9.00 per credit hour on part-time basis. Staff size is based on enrollment, class prepares the juvenile or adult for GED.

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Portland Metropolitan Steering Committee</u> On-the-job training, \$70,000 from the Dept. of Labor			Job Counseling and Placement by a staff of 3 people. Sixty-two maximum population with 55 actually in program.
<u>Portland Opportunities Industrialization Center</u> Funded from National POIC			Staff-14; capacity - 190; involves juveniles in job development, recruitment, job placement. Lists are given to provide a basis for placement.
<u>Portland Public Schools</u> a. Evening High School b. Metropolitan Learning Center c. Vocational Training Federal			a. Serving -463, staff-30; provides for classroom preparation readings to high school diploma b. Serves-185, staffing-9; constitutes an alternative method for youth to plan their own educational program. c. Serving-100, Staffing-5; employment training, counseling and referral service to youth 17-22 years old.
<u>Portland Residential Manpower</u> Dept. of Labor			There is a staff of 84, length of stay is 6 months in which the program involves basic counseling courses in reading, math, etc. Total capacity is 275. Program is aimed at high school dropouts 16-22 years.
<u>Portland Youth Advocates</u> a. Contact Center	Contact Center, Outfront House and Open Meadows provide counseling assistance for the juvenile on an emergency basis. The combined staff is 66.	Contact Center on an average serves 80 referrals per day	

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<p>Portland Youth Advocates, cont. b. Outfront House</p>	<p>Informal one-to-one counseling group session</p>	<p>Acts as a temporary housing facility, capacity of 5 juveniles Length of residency 1-4 weeks, staff-4 age - 13-17</p>	<p>Mini-School program - offering limited academic programs with primary emphasis on creative activities.</p>
<p>c. Open Meadows</p>		<p>capacity is 30.</p>	
<p><u>Project Outreach</u></p>			<p>Classes are held on a nightly basis with an average size of 8 adults. Maximum class capacity amounts to 25. The class content includes job training preparation with testing, i.e. GATB.</p>
<p><u>Rehabilitation Inst. of Oregon</u> \$700,000</p>	<p>Occupational Therapy and psychological testing for juveniles and adults.</p>		
<p><u>Seghers House Federal</u></p>	<p>On the intake level, psychiatric counseling.</p>	<p>Capacity-10, staff-2 Length of stay -9 mo.</p>	
<p><u>State Employment Service Youth Opportunity Center Fiscal Support</u></p>	<p>4,200 referred for job and psychiatric counseling.</p>		<p>Provides vocational training, job testing and placement. Acts as referral agency for many job training programs, counseling services and employers. Person served per year 14,000; 2,200 placed in non-agricultural work, 3,634 placed total (excluding training), 1,300 placed in training; staff 29; No fee for service.</p>

Agency	Counseling & Treatment	Residential Care	Vocational Training & Alternative Schools
<u>Vocational Village</u>			Vocational and educational training, staff-25, serves 375 boys and girls in day and evening classes; fees \$10 per year. Academic classes - work experience and training, 10 vocational training courses offered, Fiscal Support, Federal, referral source - 20% self, 50% school, 30% courts.
<u>Willamette Learning Center</u> Private	Screens applicants for apprenticeship programs, staff-7 serves 40 high school dropouts		
<u>Youth Emancipation</u> a. <u>Urban Action</u> State		Residential living for 8 young men; referred from court. Length of residency 2-3 months. Fiscal support-HEW, YMCA	
<u>Youth Progress Assn.</u> Fiscal support State, Private	Individual and group counseling for young adults, job counseling.	2 Residential facilities capacity per home: Boys Home-8, Girls home: 6 Program presently able to meet only 10% of the demand for service.	Job counseling and placement.