

GLADYS McCOY, Multnomah County Chair

Room 134, County Courthouse
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BUILDING AN UNBROKEN "CONTINUUM"
OF CORRECTIONS AND SOCIAL SERVICES
at The City Club of Portland
June 17, 1988

Thank you for inviting me to the City Club today. I'm happy to take this opportunity to give you a clear, concise picture of some of the activities we are pursuing in the criminal justice system--and the social services community.

But I didn't come here just to give a speech--to talk for a bit before my words disappear like yesterday's newspaper. I came here to ask for your involvement.

This is the City Club of Portland--a group that is very important to me. In fact, one of the biggest disappointments of my public career is that I was the second--not the first--woman member of the club. The City Club, of course, is more than a social club. We can do things here. We can improve our community. And we can set an example.

Not long ago I attended a neighborhood association meeting, and one senior told me about the recent additions to his home: strong locks on the doors, steel bars in the windows, a fence around his yard and a gun by the bed. When he was finished--he told me--he suddenly realized that we now had more jail space, and he was living in it.

This man--like too many people all over the county--are living in fear of crime. Today we are so afraid of crime in our community we are in danger of taking the wrong response ... simply locking people in jail. If we look at the real problem, we will see that the lasting solution to today's crime problem will not come from jail alone. Instead we must apply a "continuum" of prevention and sanction programs that includes jail time for serious offenders. Multnomah County, as the local government with corrections and human service responsibilities, is providing and will continue to provide the leadership needed to build this continuum which encompasses governments ... private agencies ... businesses ... neighborhood associations and individuals willing to help.

"Continuum" is the now word. Basically the continuum links our Justice Services and Human Services. It is a philosophy and management approach for delivering services based not on the needs of any one government agency but on the needs of an individual. Since no existing organizational arrangement, including the County itself, has the independent capacity to create and implement all of the strategies we consider fundamental, we have formulated a concept which we call the "continuum" to facilitate our capacity to organize, manage and evaluate efforts to prevent crime and handle offenders.

The continuum concept enhances our ability to identify needed programs and relationships, develop and coordinate efforts of diverse organizations, and ensure the provision of the appropriate program at the right time for each person. Most people in the justice system have human service needs, and many of our human service clients have been or will be involved with our criminal justice system. All the needs of individuals and families at risk can be better met by insuring that there are no gaps in the services we provide--that we build a continuum of services from the least assistance to the most restriction.

We have seen many examples of people who require a lot of help because a little help was not available earlier. How many returnees from our prisons and jails failed to find productive places in our community because transition services were lacking or inadequate? Too many. The result has often been yet another round of criminal activity followed by very expensive responses from the justice system.

How many times have we reacted to the public outcries for more jails or more police without adequately planning just how more of anything affects the whole system? All too often ... with the result that we have sometimes found ourselves spinning our wheels. Can we ignore the fact that the single most common factor among those in the county jails is the lack of a job and the skills to get a job? Or that while it is true that locking criminals up temporarily prevents new crimes, there is much evidence to teach us that jails become schools for future crimes? How can we deal effectively with a shortage of county jail space and state prison cells while we work to finance and build them? The continuum philosophy--which recognizes financial limits--has emerged from our need to deal effectively with these problems.

Last month Dr. Norval Morris, after reviewing our crime picture, concluded that--although crime is a problem--we do not have a major crime wave. My Department of Justice Services supports that conclusion. Counting all the law enforcement agencies in Multnomah County, the serious crime rate was 10% higher in 1987 than in 1981. Multnomah County crime statistics even contain some bright spots. For example, the juvenile crime rate has dropped about one-third over the past 10 years,

with the most serious crimes showing the largest drop. The youth gangs we have discussed so much lately are a current phenomenon that could take another whole speech. We are currently working with the City of Portland on projects to address the issue of youth gangs. As we examine various crime studies, I think it is important to remember that our citizens continue to have enough faith in the justice system to call the police more often than most communities. A recent report by Attorney General Dave Frohnmayer confirms what many of us have long believed ... that people in Oregon report many crimes at a much higher rate than in many other parts of the country. None of this is meant to say we do not have a crime problem or to minimize the very real fears we feel, but the reporting issue cannot be overlooked.

While I think a close examination of what is really happening out there puts the crime problem in perspective ... I would like to again emphasize that I and my colleagues on the Board of County Commissioners view the problems of crime and the administration of justice as a priority for this county.

We are not willing to tolerate the present level of crime nor are we willing to live with a system that does not adequately protect and serve all Multnomah County citizens. We take an approach that will work because it is based on first hand knowledge of what is happening in our community and solid understanding of what to do about it.

Let me quickly share some of the guiding principles of the continuum, our link between justice and human services:

- Every person has value and has the potential to change for the better ... some social and economic conditions create pressure for a person to engage in delinquent or criminal behavior.

- Prevention of crime is preferable to punishment.

- The capacity to quickly identify and fairly deal with a person who commits a crime serves to change that person's future behavior and to deter others. However, the environment often creates people with special needs.

- And finally, our criminal justice system--yours and mine--must serve as an example of efficiency and fairness, and it should ensure offenders are rehabilitated when they return to society.

A careful examination of the people in the criminal justice system--arrestees, convicts, parolees, and others--shows that many of the disturbances that end in crime begin as human service problems. Study after study identifies the problems likely to lead a person to crime. These are often the same problems we are trying to solve in Human Services: poor health care, drug use, abusive families. To address our crime problems, we must put our resources at the front end of the problem where the taxpayer dollar will do the most good. We cannot wait until a crime has been committed. It's too late, and it's too expensive:

It costs too many tax dollars. It costs too many innocent victims. And it costs too many lives thrown away needlessly on a continuing life of crime. We cannot make the mistake of pouring money into jails alone while neglecting the causes of crime.

Let me give you one example. In 1982, the Corrections Association of New York analyzed the state's harsh sentencing policies of the 1970's which more than doubled the state's number of people behind bars. The association reached this very clear conclusion; I quote: "The state's new policies have been staggeringly expensive, have threatened a crisis in safety and manageability in the prison system, and have failed to reduce the rate of crime or even stop its increase. After 10 years of getting tough, the citizens of New York are more likely to be victims of crime than in 1971."

No where is our emphasis on prevention more clear than in our efforts to bolster pre-natal care and provide for high risk mothers with babies. The continuum approach helps us to recognize and address the relationship between child abuse and other types of neglect to later criminality. For lack of some relatively inexpensive pre-natal care and job counseling, we are allowing ourselves to be victimized by people who become so desperate they rob and steal until they get caught. There are many such troubled families already in our system, already using taxpayer dollars. A continuum approach recognizes this depressing fact of life and identifies the families at risk before the teenager breaks down your back door. Compare that to our current justice system which too often works in isolation from government human services and private social services. A person in trouble can too easily be pigeonholed as either a social services client or a criminal without thorough examination of the root cause of the problem. Multnomah County is organizing its services to meet the full range of needs in high risk families. They progress from Our New Beginnings for female offenders through the Morrison Center for young children, to the Teen Moms program for young women to the High School Clinics for teenagers.

I have held babies in my arms who were born as drug addicts. Is that is a crime problem or is it a human services problem? I know it is a problem for that baby, that mother, that family. And if we don't take the right measures now, it will soon be a problem for the rest of us.

Once we have identified the need for government intervention, we should make sure we do a good job. That means giving people the opportunity and the means to once again become whole, productive, contributing members of society. We already have several very good programs in place that do that now. We have no panaceas, but we believe our approach is correct.

Our Community Corrections Division, using funds provided by the State, is managing more than a dozen residential and non-residential rehabilitation programs in order to address the unique rehabilitation needs of different inmates. We have a Forest Camp program where convicted persons learn work values while clearing recreational trails and constructing shelters. We have an Alternative Community Service Program where offenders are sanctioned while repaying their debt to society by cleaning up parks and neighborhoods ... and renovating houses and downtown buildings. And we have several drug and alcohol treatment programs. But we need more because there are folks out there who are addicted and want to get free of their addiction.

Most recently, we received more than half a million dollars under the federal Anti-Drug Abuse Act which we are matching with a like amount of local money. So we will screen and intensively supervise more than 350 drug addicted individuals who would otherwise be prison bound. Keeping these people in the community and providing them with job counseling ... during their treatment ... will cause less disruption in their lives while freeing up more prison space for offenders convicted of person-to-person crimes.

Our Project Payback youth restitution program ... which provides juvenile offenders with a job so they learn responsibility while they payback their victims ... just added Wastech, the recycling company, as a major new year-round employer.

The newly created Office of Women's Transition Services will provide a variety of programs for offenders whose needs were too frequently overlooked in the past. The Office will supervise and evaluate existing programs as well as obtain services for reducing criminality in women and their dependent children. This program, developed under the able leadership of Commissioner Pauline Anderson, is the first of its kind in the country.

Yet the continuum, while it places emphasis on the prevention of criminal behavior, does not overlook the need to respond to that behavior with the harshest sanction ... jail. Multnomah County over the past few years has been steadily adding jail space. And with the completion of the Inverness Jail this Fall, we will be adding more of this scarce and expensive resource. We need to be mindful of who we jail, the cost-effectiveness of jailing them and the availability of other options. For instance, Sheriff Fred Pearce has exercised a most successful option in the Downtown Restitution Center, which is located near jobs, provides counseling to get those jobs and remains sensitive to neighborhood concerns. We have not given up on the use of hard bed space as a treatment alternative within the continuum. Jail at least provides some protection for citizens--if only temporary. However, we wish to use

the harsh sanction of jail space wisely. We reserve it for the most serious offender and use it as an "enforcer" when offenders on supervision do not meet their obligations to the community.

We are accomplishing much at Multnomah County. Yet, for a continuum to really serve the community, it must include more than Multnomah County government. From the very beginning, it requires the cooperation of law enforcement agencies. We are aware that police officers are in perhaps the best position of any government employees to obtain information and coordinate the provision of services that will prevent crime. They currently are the "gatekeepers" for the criminal justice system; additionally, County law enforcement and human service agencies are working toward sharing the gatekeeping role for the human service system. When organized to work in close cooperation with residents of neighborhoods, community organizations, young people, school officials and other human service agencies, we believe they can be the first opportunity to crystallize our overall ability to deal with problems of drugs, gangs and delinquency.

Nothing in life is to be feared. It is only to be understood. Success of the continuum depends on the contributions of the most knowledgeable people in our community. While the continuum concept initially encompasses our Justice Services and Human Services, it will eventually need much more. Besides other police agencies, we must also draw in private social service agencies, businesses, schools and universities, neighborhood groups, and, of course, other governments, including the courts. The effectiveness of our efforts can then be maximized at the lowest possible cost by relying on other treatments and sanctions where necessary.

So my main message to you today is this:

Multnomah County is well on the way to building a continuum of justice services and human services to safeguard our streets and homes and to put offenders in the kind of programs that allow them to become contributing members of our society. But we can only do it with your help.

As you can see, the continuum philosophy provides a comprehensive perspective that enables us to assess the relative level of effort required to most effectively deal with both the immediate and long range reduction of crime ... whether the effort is needed for prevention, punishment or rehabilitation. Further, it provides a mechanism for overcoming many of the problems involved in bringing the resources and services from diverse organizations to focus on appropriate problem areas. We anticipate an improvement in our immediate and long term crime control impact as a result of implementing this concept.

Multnomah County has a heavy commitment to evaluation of the impact and effectiveness of traditional operations not previously evaluated as well as new techniques and programs. We cannot afford to support ineffective strategies, and only by use of the scientific method can we determine impact and effectiveness. To accomplish this objective, we intend to work hand-in-hand with our universities on such assessments. Our hope and expectation is that we will create County-university partnership and an urban laboratory for university researchers which will do for cities what land grant colleges and agricultural extension programs did for the improvement of farming in the first half of the 20th century.

So let me leave this thought ... from Norman Cousins ... for you and for the man who has turned his home into a jail: "The starting point for a better world is the belief that it is possible. Civilization begins in the imagination. The wild dream is the first step to reality. It is the direction-finder by which people locate higher goals and discern their higher selves."

Thank you and God bless your efforts and ours to make this a better and safer community.

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CITY OF
PORTLAND, OREGON
OFFICE OF THE MAYOR

Office of
J.E. Bud Clark, Mayor
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FOR IMMEDIATE RELEASE

JUNE 24, 1988

MAYOR URGES ACTION RE: GANGS

CONTACT: CHUCK DUFFY
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Mayor J.E. Bud Clark urged the Board of County Commissioners to take a strong role in confronting gang activities. The U.S. Attorney has pledged his support in the federal prosecution of in designated gang crimes.

Multnomah County also has a role to play. They can:

- o In the adult system - current matrix scoring adjusted to add points when gang membership is identified resulting in holding the individuals.
- o In the juvenile system - work with the Juvenile Court to use existing space or create new space at the Claire Argow Center - Donald E. Long Home.
- o Add resources to the District Attorney's Office for tracking and prosecution of gang related crime.
- o Work with local legislators and the State Corrections Division to reverse the downsizing of MacLaren.

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CITY OF

PORTLAND, OREGON

OFFICE OF NEIGHBORHOOD ASSOCIATIONS

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Sarah Newhall, Director
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June 21, 1988

YOUTH GANG PREVENTION RECOMMENDATIONS

Governor's Role - State Level

1. State Parole and Probation
 - targeting of offenders involved in gang activity
2. Interstate Coordination and Information Sharing
3. State Corrections System
 - targeting lower sentences and more intensive probation for known gang members.
4. Extradition Policies
 - more cooperation in extraditing convicted gang members between west coast states
5. Coordination of State, Local, and Federal Jurisdictions.
6. State Legislative Agenda
 - Adequate funding for public works projects for youth and young adults
 - Literacy programs for youth and young adults, perhaps attached to the public works program
 - Increased funding for drug treatment and residential programs for youth that work intensively on values
 - Increase penalties for adults who use minors as agents in criminal activity.
7. Thoroughly examine the issue of downsizing Maclaren and the impact on local communities.

FEDERAL-U.S. Attorney, D.E.A.

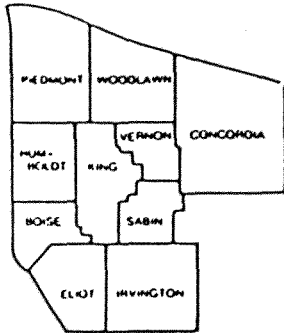
1. Targeting for federal prosecution gang-related drug dealing which occurs within 1,000 feet of school property.
2. Targeting for federal prosecution gang members involved in transporting illegal drugs over state lines.
3. Targeting individuals who are in possession of illegal firearms and drugs, for federal prosecution.

Northeast Coalition of Neighborhoods, Inc.

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ANNUAL REPORT

NORTH/NORTHEAST YOUTH GANGS/YOUTH CONCERNS TASK FORCE

The North/Northeast Youth Gangs/Youth Concerns Task Force has been working since January of 1987, to set up a network of community people and agencies committed to stopping the spread of gangs in Portland.

This report is intended to provide current and background information on our efforts to date.

The working definition of a gang, which is being used by the task force refers to street gangs and includes both adults and youth. It is taken from the book, Understanding Street Gangs, by Robert K. Jackson and Wesley McBride from the California Gangs Investigators Association.

"A gang is a group of people that form an allegiance for a common purpose, and engage in unlawful or criminal behavior".

Multnomah County's Juvenile Justice system uses a slightly different definition and defines a gang as a group of people who interact at a high rate among themselves to the exclusion of other groups, have a group name, claim a neighborhood or other territory and engage in criminal and other anti-social behavior on a regular basis.

For mid-range cities like Portland, there is an initial disbelief that gangs could possibly be developing. Denver, Phoenix, Atlanta, St. Paul, Minneapolis, Seattle and Tacoma are experiencing a similar problem with gangs. jFrom what we have learned Portland has been one of the most responsive cities in tackling the issue of gangs in the early formation stage.

BOISE, ELIOT, CONCORDIA, HUMBOLDT, IRVINGTON, KING, VERNON,
PIEDMONT, SABIN, & WOODLAWN

The initial thrust of the task force efforts has been to identify the scope of gang activity in Portland.

The following information gives some basic information on profiling of gangs and numbers in Portland as reflected in a Multnomah County Juvenile Justice Report.

It is difficult with any certainty to profile, either on a predictive basis or specific basis, the stereotypical gang member. It is possible to categorize gang members into three (3) general levels:

The Hardcore represents those individuals who need and thrive on total gang activity. The level of violence within the gang is determined by the Hardcore member who manipulates the gang to manifest their own violence. They participate in the violent acts or encourage others to commit violence.

The Affiliates are those who associate with the group for status and recognition (they may wear gang colors/clothing, attend parties, etc.). This essentially fulfills the emotional need for belonging.

The Peripheral members are those who move in and out of the gang on the basis of interest in a particular activity.

Most Portland area gang members are race specific, i.e., Black youths are exclusively involved with Black gangs, Asian youth are involved exclusively with Asian gangs, and white youth are exclusively involved with white gangs. The ages of youth gang members tend to be in the fourteen (14) to seventeen (17) year range. However, there is significant emulator behavior of the ten (10) to thirteen (13) year old age group. White and Asian gangs are generally more secretive than Black gangs, thereby making intelligence gathering activities difficult. Generally speaking, gang

involved youth are having difficulty in school as evidenced through attendance problems, academic deficiencies, behavior problems and enrollment in special education classrooms. Youth gang members are involved in robbery, assaults, assaults with weapons, rape and sodomy, auto theft and motor vehicle related crime, burglary, drug possession and drug trafficking.

Definition of a Gang: A group of people who interact at a high rate among themselves to the exclusion of other groups, have a group name, claim a neighborhood or other territory and engage in criminal and other anti-social behavior on a regular basis.

Available data to indicate the numbers of gang members operating in the metropolitan area is at best sketchy. Intelligence information gathered from police sources approximate some one hundred fifty (150) gang members, many with California youth gang connections, operating in the City of Portland since May, 1987. Law violations associated with gang activities have shown a dramatic increase in the North/Northeast area. There have been approximately one hundred eighty (180) incidences of gang-related violence in the North/Northeast sector alone. These acts include drive-by shootings, armed assaults, strong-arm robbery, armed robbery, assaults by groups, rape/sodomy, harassment and menacing. Available information would indicate that gang activity is not related to just Black street gangs. Asian gang activity has also shown a visible increase in the last half of 1987. Numerous reports of shootings between rival gang members, intimidation and physical assaults, extortion, car prowls and auto theft have all become part of their gang profile. White youth gang activity, though not as visible, has shown itself on occasion. Specifically, reports from citizens describing incidents of harassment and menacing behavior in the downtown and Lloyd Center area adds to the seriousness of their activities. Many of these reports note that racial slurs have accompanied the law-violating behavior as well.

Estimating the numbers of gang members or gang-involved/affected youth is not an exacting process. Best guess estimates would indicate that approximately one hundred fifty (150) Black gang members, ages eighteen (18) to twenty-six (26), are active in the metropolitan community. Active youth members, ages fourteen (14) to seventeen (17), involved in Black gang activities are estimated at two hundred fifty (250). This number would include "hardcore" members and those associating by reference. Youth that are affected by gang involvement either through school activities or community activities (parties, etc.) number twice that number. Authorities with contacts in the Asian refugee communities estimate that there are no less than two hundred (200) active youth gang members in the metropolitan area. Roughly ten percent (10%) are known to the juvenile authorities. White youth gang members are again harder to get numerical fix on, however, contacts with known Skinheads estimate that there are approximately seventy-five (75) to one hundred (100) members active in the Gresham-Portland-Beaverton area.

The intelligence gathering efforts to identify the numbers and profiles above have been the work of the Portland Police Bureau, Portland Public School Police, Juvenile Court personnel, who have the capacity to interview and track on alleged gang members and actual gang members. A number of reports have also been given by neighborhood residents and the Youth Service Centers. The increased reporting, we believe, is due to public information provided by various members of the task force. We have developed a form (see attached) to assist people in documenting alleged gang activity.

It has been extremely crucial in our judgement, to proceed in a slow measured fashion in coordinating our efforts. We want to be extremely careful to avoid creating rumors and panic in the schools and in the neighborhoods. Having solid information on how and where gangs operate is essential to the development of a solid program.

Originally we had hoped to move fast in seeking dollars and hiring staff to address gang problems. It became clear that the growing number of participants in the task force were identifying more and more

details that needed to be addressed before we could begin. Some of the factors included:

- Identifying staff in each agency who would receive training and identified responsibilities related to youth gangs.
- Developing slide presentations and information took additional time.
- Developing a solid working relationship and flow of communication between all agencies took time and patience so that clear roles could be defined.
- Developing the materials for the parent workshops, preparing school curriculum on gangs and training school district personnel has taken until January, 1988, to put in place.
- Identifying potential resources, both in terms of dollars and volunteer time has been an on-going concern.

Now the task force is in a position to formally submit a more defined picture of program and funding needs.

The Youth Gang Task Force under the sponsorship of the Northeast Coalition of Neighborhoods, would like to propose pooling of the \$10,000 H.C.D. grant, adding a \$31,000 grant just awarded to us by United Way and adding in the \$46,000 Mayor's money, to put together a youth gang plan that includes the following:

A. Community Volunteer Involvement

-Parents Concerned with Youth

Recruit parents to become more involved with school and community events and school policies regarding gang behavior. Train parents to work with other parents who have children involved with gangs or other criminal activity (mutual support).

-Community Role Models

Recruit qualified men in the community to serve as role models for boys at risk. These men would also be trained as to resources available and would steer youth towards diversion opportunities. Would serve as a support base for youth as they progress through diversion programs.

-Business Support for Youth

Develop small and large business support for youth diverted through outreach efforts and the above volunteer components. Businesses sponsor youth for on-sight, paid job training, and special tutorial programs. Businesses would also sponsor positive incentive programs for these youth such as Outward Bound, arts programs, educational scholarships, internships and summer jobs, etc.

-Establish Increased Community Awareness

Reporting of gang activities through the Gangs Hotline. The Hotline would provide a mechanism for reporting, rumor control, and provide any additional information and referral needed.

B. Paid Outreach Component

-Community Outreach Services

Based on the Los Angeles model, Community Youth Gang Services, paid field workers will work directly in the community with youth involved or associated with gangs. Field workers will gather information on gang activity, attempt to mediate potential conflicts when appropriate and safe, and serve as access point for youth wishing to enter diversion programs.

C. Staff Functions and Budget Resources

-Program Coordinator

In addition to tasks outlined in grant proposal, the program coordinator would also be responsible for developing the above volunteer and community services programs.

-Program Developer

In addition to tasks outlined in HCD grant would act as assistant to the Program Coordinator.

-Community Service Field Workers

See discussion above.

GOALS, OBJECTIVES AND MEASUREMENTS
YOUTH GANG TASK FORCE PROPOSAL

GOALS:

1. To maintain a close, cooperative working relationship with local Police jurisdictions, Juvenile Court, Probation and State Juvenile Parole programs and District Attorneys Office.
2. To maintain a close, cooperative working relationship with Portland Public Schools Administration and area Middle, Elementary, and High Schools.
3. To establish a Neighborhood Hotline phone network designed to suppress gang activity rumors and coordinate task force outreach.
4. To promote conflict resolution and counseling services for gang-affected youth and parents thereby reducing potential gang violence, criminal activity and gang recruitment during the fiscal year 1988-89.
5. To develop a long term funding plan for youth gang services in the metropolitan area by utilizing City, County, State and Foundation resources by July 1989.

OBJECTIVES:

Goal 1, Objective 1:

To schedule and implement twelve training seminars developed by project staff for Police jurisdictions, Juvenile Court, Probation, State Juvenile Parole, District Attorneys and youth serving agencies and organizations by December 31, 1988.

Measurement:

1. Number of meetings scheduled.
2. Number of representatives from Police, Court, Parole and District Attorneys Office.
3. Number of training sessions developed by project staff.

Goal 2, Objective 1:

To develop and schedule eight training seminars targeted at school personnel, teachers, district employees and school parent groups by December 31, 1988.

Measurement:

1. Number of meetings held.
2. Number of representatives in attendance from Portland Public Schools.
3. Number of training seminars held.
4. Number of school representatives, teachers, administrators, district employees, and parent groups in attendance.

Goal 3, Objective 1:

Establish Neighborhood Hotline by May 1988.

Goal 3, Objective 2:

Develop and implement public service announcement campaign by June 1988.

Goal 3, Objective 3:

To establish community awareness network through area churches, neighborhood associations, business groups, during fiscal year 1988-89.

Measurement:

1. Number of hotline calls received between the contract period.
2. Number of neighborhood meetings held.
3. Number of public service announcements developed.
4. Number of meetings with area churches, neighborhood associations and business groups held.

Goal 4, Objective 1:

To develop and implement three conflict resolution and counseling service programs through North - Northeast Task Force agencies by January 1989.

GOALS, OBJECTIVES AND MEASUREMENTS
YOUTH GANG TASK FORCE PROPOSAL
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Goal 4, Objective 2:

To identify and target twenty gang-affected youth and families for program service by January 1989.

Goal 4, Objective 3:

To coordinate information sharing with Portland Police Bureau, Portland School Police, Juvenile Court and School personnel on gang members, emulators and peripherally involve youth to initiate violence suppression activities through twelve meetings of the Northeast Youth Gang Task Force during fiscal year 1988-89.

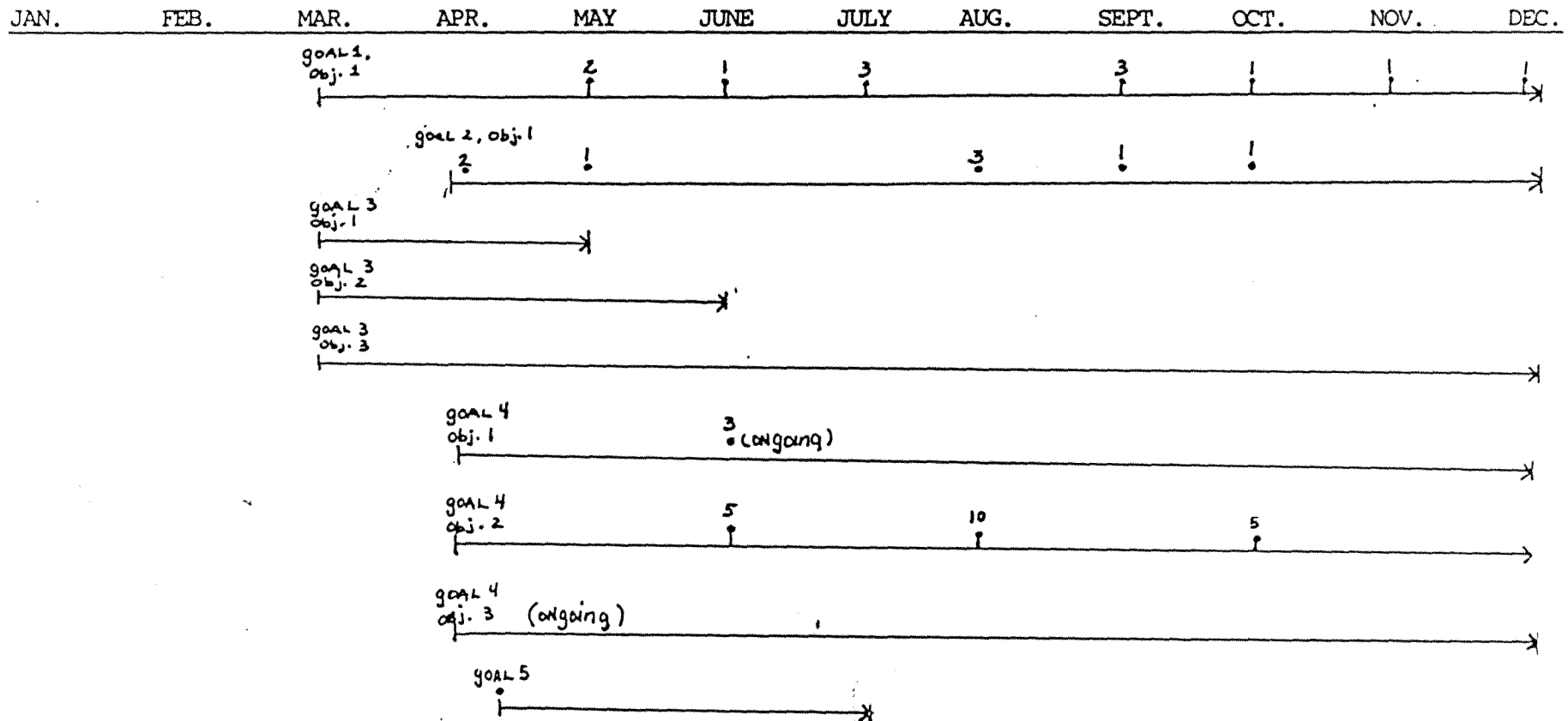
Measurements:

1. Number of services provided to families.
2. Number of sessions held at area schools.
3. Number of referrals from schools, police, courts, and neighborhoods.
4. Number of youth and families served.
5. Number of information meetings held between Portland Police Bureau, Portland School Police, Juvenile Court and Portland Public School personnel.

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YOUTH GANG PROJECT

IMPLEMENTATION TIMELINE

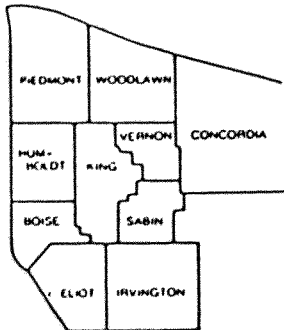


Northeast Coalition of Neighborhoods, Inc.

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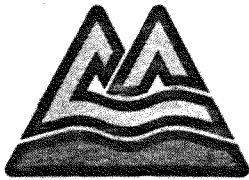
phone: 248-4575



GANG TASK FORCE ACCOMPLISHMENTS MAY, 1987 - SEPTEMBER, 1987

1. The Task Force has set up a viable organization with four (4) committees.
 - A. Steering Committee - Oversees and coordinates planning for the task force.
 - B. Justice Coordinating Committee - Facilitates sharing of information between juvenile court, parole and probation, School District police and Portland Police Bureau on youth gang locations, activities and follow-up on high risk youth.
 - C. Training/Education Committee - Made up of neighborhood organizations, school district, youth service centers and police to educate parents, teachers and community groups on scope of problems, and strategies to reduce gang activity.
 - D. Resources Committee - Made up of youth serving agencies, schools, neighborhood offices, park bureau and others to identify existing youth programs and needs for additional services.
2. Received planning grant from the Mayor's Office.
3. Received assistance from the Justice Department/Regional Community Relations Office for travel to California Gangs Conference and for future cooperative efforts.

4. The Task Force has had excellent media coverage to education public on youth gangs and community efforts.
5. The Police Bureau has assigned a full-time officer to gather data on gangs and youth on the fringe of gang activity at North Precinct. All three precincts and Police Intelligence Division are involved. They are consistently taking the stance of having the community take the lead in identifying the issues and priorities for the project.
6. A form has been developed for all agencies to track/coordinate/document neighborhood youth activity.
7. An anti-gang PSA has been developed and run on KOIN TV (Channel 6). KOIN is helping the task force work with other channels.
8. A slide presentation on graffitti and gangs has been developed by the School District, Juvenile Court and the Police Bureau to inform agencies and citizens groups of youth gang activity.
9. Presentations have been given to Juvenile Court workers, City and County Commissioners, Police Bureau, and are available for community groups.
10. Sent sixteen (16) representatives from Portland to a community-based Youth Gangs Conference in Anaheim, California, in August, 1987. Attendees received printed materials and contacts for future efforts.
11. The Police Bureau has set a Youth Gangs Mission Squad to work in neighborhood areas impacted by youth gangs. Strategies include targetted use of curfew laws, minors in possession and other laws on the books. Criteria and procedures were developed in cooperation with the Task Force.
12. Task Force has made initial links with community groups in Los Angeles and Tacoma to begin a regional link up of cities in California, Oregon, and Washington.



MULTNOMAH COUNTY OREGON

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JANE McGARVIN • Clerk • 248-3277

June 24, 1988

Ms. Gladys McCoy, Chair of the Board
1021 SW Fourth, Room 134
Portland, OR

J-161
57-63

Dear Ms. McCoy:

Be it remembered, that at a meeting of the Board of County Commissioners held June 24, 1988, the following action was taken:

Discussion of County Policy regarding the Gang
issue)

Commissioner McCoy explained this meeting was called for staff to inform the Board about what Multnomah County is doing regarding "gangs" so they might respond to the media and others who maintain the County is "doing nothing", and to determine policy to meet concerns.

Hal Ogburn, Juvenile Justice Division Director, said the Division has recently been working with the N/NE Gang Task Force, and the SE Asian Business Community. Two counselors have received training, and have provided information and training to various community groups, schools, and agencies. Since this problem cannot be solved by the Juvenile Justice Division alone, he feels it is vital the community be involved. He will be bringing to the Board a budget modification to add three dependency technicians to the Division; and move three juvenile court counselors to the delinquency section to develop an adjudication unit. This will free up counseling staff from technical court work, and will allow two full time staff to review and develop intervention strategies. Twenty young people have been committed to MacLaren who are believed to be gang affiliated. Sanctions and programs available at present are being utilized, but his concern is for long range services. Stress is being added to the system because of the number of incidents, and the violence of offenses.

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Commissioner Miller asked his opinion of the best way to use scarce dollars, and added she feels a comprehensive crime system is the critical element.

Mr. Ogburn encouraged the Board to study the problem on a comprehensive basis. He noted the problem is more extensive than just "gangs" in N.E. Portland; that the Asian community and white populations are having the same type of problems.

Commissioner Anderson stated the change in numbers of juveniles Multnomah County can send to MacLaren will hamper the County in detaining youth long enough to get them involved in intervention programs. She asked if he feels this problem is important enough for the State to agree to open a cottage at MacLaren for gang intervention programs.

Mr. Ogburn agreed it is possible, and that a Public Safety and Reserve Program will be implemented by Children's Services Division in July. This program will allow counties to send "A" felons to MacLaren that will not count against caps; and would provide 21 more bed spaces for Multnomah County. MacLaren will be saved for serious offenders who commit personal injury assaults, robberies, and other violent crimes; and personal property offenders would be the responsibility of local jurisdictions. This process means there will be more black males incarcerated for longer terms; and he feels that if this cycle is to be interrupted, the interruption must take place before the crime is committed.

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Mr. Morrissey said he feels targeting present resources may be one answer. He discussed a conference held yesterday that addressed the fact that a sense of power and affiliation are needs of troubled youth. He agreed discussions about "clumping" alternatives should be held; and added Youth Service providers report they have been seeing more difficult kids over the last ten years.

Mr. Ogburn said that if the County were to apply for a national grant for monies to combat the problem, there would have to be a specific proposed program for assisting youth to keep out of gangs; or to break up gangs once they are established. National programs are targeted toward minority youth; and monies received will come through the Juvenile Services Commission (JJAC). Since he County staff have worked with the community in the past, the elements for developing a program exist, and can be accomplished once timeframes are received for submission of applications. It is not yet known when monies will be available, nor when applications will be accepted.

Charles Turner, U.S. Attorney in Oregon, said he has prepared a letter to the Board, in which a program to address the growing problem of gangs in the community has been developed by the Sheriff, the District Attorney, Portland City Police Chief Walker, the Drug Enforcement Administration, the Alcohol Tobacco and Firearm Agency, and himself. He said he supports social programs that encourage those who might join gangs not to do so; but that prosecutors deal with those who do not wish to be a part of those programs. Crack dealers make more money in a week or two than any Board member makes in a year; and is tax free money. He feels the first objective of government is the protection of the health and safety of citizens. He said his concern is the lack of adequate jail space in the County; and urged the Board to address the issue in order to deter those who are participating in drug traffic and violence at the expense of the citizen. He described frustration levels of citizens in the Vernon School District, and urged the Board to visit Northeast Neighborhood meetings and listen to concerns. He discussed a program developed by himself and the District Attorney which would provide two County Deputy District Attorneys, designated as "Special U.S. Assistant Attorneys", and authorized to prosecute cases in Federal Court who will focus on identifiable gang members who have committed drug trafficking offenses or other related crimes of violence. These offenders would be prosecuted in Federal Court and would be sentenced to the longest jail terms available. He said there is jail space in the Federal system that can be used to benefit community citizens. He urged the Board to approve the program when the District Attorney submits his request. He stated his office cannot pay salaries for Special Assistants, but will provide secretarial services and travel on a per diem basis. Assistants will be prosecuting cases that otherwise would be prosecuted in Multnomah County where little incarceration could be expected. He again discussed the issue of criminal release, and the need to incarcerate those involved in drug trafficking.

Commissioner Kafoury discussed processes and programs which have increased bed space and has been provided by the County within the last three years. She said she feels Mr. Turner's attack on the Board for not providing jail bed space was unwarranted.

Mr. Turner explained he came at the Board's request to provide a service, and has testified about frustrations he and other citizens feel about the system of "Turnstile Justice". He apologized for offending the Board, and said that was not his intent.

Commissioner Kafoury apologized, and said the reason the Board may be oversensitive is because they have been harangued daily for refusal to address the issue of needed jail space. She reminded everyone that the Board has been responsive to the need, and wants to work with the State Corrections Division for its takeover of responsibility for State felons housed in County facilities (45% of the inmates).

Mr. Turner said it is not realistic to expect the Federal government to solve the problem, because they are overworked now; and that his offer is only a small effort to provide a deterrent to escalation of gang problems which are growing rapidly in Multnomah County. He said the Federal Office prosecuted and returned only 360 indictments in the State last year, yet the District Attorney returned 7400 indictments in Multnomah County during the same time. Portland is considered a "stopspot" for gang activity and members. He discussed lack of jail space in Multnomah County, and said his remarks were meant only to construe his feelings and those of the community to the Board.

Commissioner Miller asked if there is a lack of bed space in the County, and there are beds available in the Federal system, why can't the County contract use of those beds?

Mr. Turner explained that if the person was convicted and prosecuted in the Federal Court system, contracting of beds would not be necessary because the person would be a Federal prisoner. He further discussed limits of the Federal prison system, and said his offer only covers those persons prosecuted by Special Assistants. In answer to Commissioner Miller's question, he said contracting with the Federal Marshal for bed space is possible, but would be expensive.

Following discussion, Commissioner Anderson, said the Board is considering the issue of those who wish not to participate in programs; but she feels adding jail space does not solve the problem. By October the Board will have increased jail bed space 63% over the last three years, and non-incarcerative supervised programs by 173%. She asked if there were 31 County bed spaces filled with Federal prisoners in the Justice Center.

Mr. Turner concurred; and said there are usually two or three kept empty because they may be needed on short notice. He again discussed his reasons for his remarks, and added he spoke as a citizen who has lived in the area for twenty years and is concerned about community citizens. He again testified he believes in programs and other deterrents, but that there are many who do not wish to participate in programs, are not successful in programs and/or are failures. These are the ones prosecutors deal with on a daily basis. In response to Commissioner's question, he reported there are two small private programs for youth in the Vernon community. He reported people who had been burglarized had expressed their frustrations at the Vernon meeting about being burglarized multiple times, having to bar windows and purchase guns for protection, and be afraid of gang intimidation in their neighborhoods.

Commissioner Casterline discussed the frustration felt by the Board when citizens refuse to have jails constructed in their neighborhood, or to pay for justice services.

Mr. Turner replied he feels neighborhoods still do not know what the County has done, nor do they understand frustrations of elected officials. He suggested the Board attend neighborhood meetings to explain their position.

Commissioner Casterline reported she has attended nine neighborhood groups many times, but the message falls on deaf ears; the community doesn't believe what is said; and the media keeps fanning the fire of "the County has done nothing".

Commissioner Anderson said the newspapers continue to flail the idea that "Jails are the cure-all".

Commissioner Miller said even though the Board has increased jail space 63%, it doesn't stem the tide, therefore, she questions whether or not it is the correct remedy. She added she feels there is an increasing gap between law enforcement and criminologists in determining causes of crime and whether or not jails are a deterrent.

Mr. Turner stated the Governor sees a need for an increased jail system, and he also supports that theory. He said two members of his family have been victims of alcohol and drug abuse; and described impacts on his family. He again stressed his view that added jails are needed.

Oliver Smith, Jr., Assistant to the Mayor of the City of Portland read a statement from the Mayor to the Board recommending it take a strong role in fighting gang activities, by 1) adding points to the adult matrix system for individuals identified as having "gang" affiliation or having participated in "gang" activities, which would result in the individual being held in jail longer; 2) to work with Juvenile Court to either use existing space or create new space at Claire Argow for juvenile gang members; 3) add staff to the District Attorney's office for tracking and prosecution of gang related crimes; 4) and work with local legislators and State Corrections Division to reverse the downsizing of MacLaren. Mr. Smith referred questions regarding the recommendations to the Mayor.

Michael Schrunk, District Attorney, said he shares the same frustrations as Mr. Turner; and reported there is less jail space than ten years ago; and said he feels it is necessary to provide additional deterrents for juvenile and adult gang members. He described cases now being identified as gang crimes, and how citizens refuse to testify because of fear of gang retaliation. He said the Federal Prosecutor can find a place to hold some of the adults in the Federal system because they have jurisdiction over 50 states. The County needs to identify the most serious offenders, who will be prosecuted and sentenced within the Federal system. He recommended this process over that of contracting bed spaces because it will send a message to drug traffickers until programs can affect those who are now growing up. The young adults coming from California must understand there is a consequence to drug trafficking in Multnomah County. In response to Commissioner Casterline's question, he suggested using facts and documentation to support policy and Board statements; and that the County develop an overall plan and implement it. Responsibility must be accepted by all jurisdictions, and cooperation with other agencies is necessary.

Commissioner McCoy stated the Board expectation is to meet with the City to develop a plan with expectations and responsibilities.

Mr. Schrunk said at this time, no one has a complete plan, only pieces and parts are offered. He feels the Legislature needs to set policy and follow through; and then the County and Cities need to take responsibility and implement comprehensive plans. He explained the process he is recommending will set criteria for individuals who would normally be prosecuted in State Court; and would allow prosecution and sentencing in the Federal system. This system has worked well in Seattle.

Sharon McCormick, Youth Gang Task Force Chair and Inter-Northeast Crime Prevention Coordinator, submitted a report and other information to the Board which includes recommendations from California studies. She presented the same material to the City of Portland City Council; and said most of the recommendations can be applied to Portland. She urged the Board meet with City and State officials to develop a more comprehensive and cooperative plan; and described agencies the Task Force has worked with to develop plans for dealing with gang-related issues. All kids in the City are gang-affected, and a coordinated, focused plan for all all agencies is needed for best results. Information is needed about how to deal with gang activities, which she feels is a special problem. She said she and community citizens are incensed by media coverage, and statements made by those who should know better that say "everyone is committing crimes in neighborhoods, and no one knows what to do". Responsible reporting and good media coverage is needed to change the image, and she feels specific gang names and names and addresses of individuals should not be used in reporting. She stated the Task Force would be willing to work with the Board or any group designated by the Board to develop plans for combatting the gang issue.

Dennis Payne, Crime Prevention Specialist - Northeast Office, shared comments from the JSC Conference held yesterday; and said kids feel no one listens to or understands them; there is no one to share ideals, frustrations, dreams, or problems. Agencies put kids down; are not interested in their needs; project negative aspects instead of helping the kids; are not aware of the environment the kids live in; program leaders are all adults, this creates a generation gap; and no one understands kids peer problems. The kids know what is happening in their areas, and who is doing it; and question why adults in the programs don't know what is happening, or why the problem is getting worse. The communication between what is happening in the kid's lives and the community, and what is being done to change it is wide. Kids want someone to listen to them, and to help them accomplish their goals. He suggested setting up an ombudsman or outreach program for kids that would be responsible to the kids rather than to a program. Another need is jobs, and money is the goal. He reported that as more money is allocated for jobs for kids, jobs actually decrease. Reallocation of programs, and planning strategies are needed to get the kids placed in jobs. Targeting of known drug people who are impacting kids, and getting them "out of the way" is necessary to remove their influence on kids.

Ed Blackburn, Neighborhood Crime Prevention Program Manager, said he feels the Federal government has been the largest contributor to letting people down. Local governments try to pick up the pieces, but funding cutbacks make it difficult to solve problems. The concept of a "summit meeting for dealing with gang issues" is a good concept, but often the lack of implementation often leaves only a "let-down". He encouraged the Board to get the facts; to find out what responses are appropriate; and to determine what level of government should be responsible for certain aspects of programs. He feels the State and Federal governments should share in the interdiction of programs which address the problems. He urged the Board insist that other jurisdictions assume responsibility and become involved.

Commissioner Kafoury suggested the Board gather facts before a summit meeting with the City is held; and that the format of the meeting be determined in advance. She said she does not want to encourage another media event.

Commissioner Miller said she feels true discussion of issues does not take place in large, media event meetings. She stated the Board does not manipulate the media; that when the Board feels there is someone who has something to say, they should be scheduled to speak first, critics could then be scheduled following those remarks. What the media chooses to show the public is not always in its best interest. She feels the media makes the news. She voiced her frustration about the fact that the Board is not able to discuss issues together, and unable to choose those with whom they wish to discuss issues. She recommended the Board find a better way to communicate with the media, and to develop Board messages to be presented to the public and the media.

Commissioner McCoy agreed she had been "had" today, she had not expected the media to arrive in force for a Board "discussion" intended for gathering information about what the County is doing, so the Board could determine what to do next. No "summit" meeting will be scheduled until the Board knows where it is going, and has determined its own policy.

Morris Banks, KOIN TV, asked if the Board feels the media is irresponsible and manipulates the Board.

The Board disagreed with his statement.

Commissioner McCoy said she feels the Board needs to be able to ignore the presence of the media, and to have discussions without presentations and confrontations in order to get its work accomplished.

Mr. Banks asked if the Board feels the media is doing the wrong thing.

Commissioner Casterline said she objects to sensationalism which is not the responsibility of one individual or station, it is "the media illness".

Mr. Banks said his station did an investigative report last year to show gangs were coming from Los Angeles, but politicians denied they were here; and police departments were saying "we don't have a problem". Now the problem is here, everyone is saying the media is now blowing it out of proportion. Stories are presented to inform the community, and to inform the Board. He reported he lives in NE Portland, knows the problems, and covers the news, but does not "make it".

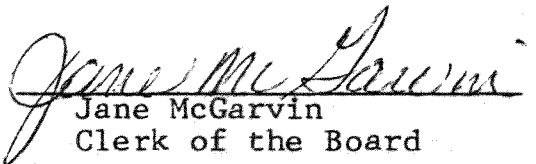
Commissioner Casterline said people read headlines and react to them; and she feels this practice encourages those committing "gang related activities" to commit more crime. Dwelling on the issue and creating hysteria in the community has fanned the fire, and creates a bigger problem.

Commissioner Miller explained how the law of physics applies to journalism, and explained that what is reported and when has an effect on the event.

Following discussion, a Board retreat was scheduled for July 1 to discuss policy.

Very truly yours,

BOARD OF COUNTY COMMISSIONERS

By 
Jane McGarvin
Clerk of the Board

jm
cc: Board of Commissioners
District Attorney
Sheriff
Juvenile Services
Human Services
Justice Services



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 605, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

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PAULINE ANDERSON • District 1 • 248-5220
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CAROLINE MILLER • District 3 • 248-5217
POLLY CASTERLINE • District 4 • 248-5213
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N O T I C E

The Board of Commissioners will hold an Informal Meeting,
Friday, June 24, 1988 at 9:30 AM in Room 602 of the County Courthouse.

AGENDA

- 1, Discussion of County Policy regarding the "Gang" issue.

PRESS LIST

DATE 6/23

THE FOLLOWING WERE CALLED THIS DATE REGARDING:

- a) Meeting _____
b) Executive Meeting _____

c) Other Informal Mtg 6/24/88 9:30a.m.
Discussion of Co. Poling. RE: Gang Issue.
Signed Lynell Stanton

KOIN	Channel 6	243-6614	Assignment Desk ✓
KGW	Channel 8	226-5111	Assignment Desk ✓
KATU	Channel 2	231-4260	Assignment Desk ✓
KPTV	Channel 12	222-9921	News Desk ✓
KEX	1190 A.M.	222-1929	Newsroom/Message ✓
KSGO	1520 A.M.	223-1441-1	News Desk ✓
KXL	750 A.M.	231-0750	Newsroom/Message ✓
KGW	62 A.M.	226-5095	News Desk ✓
K-103 FM		643-5103	Newsroom ✓
KXYQ - 105		226-6731	Newsroom ✓
OREGONIAN		221-8566	Harry Bodine ✓
GRESHAM OUTLOOK		665-2181	<u>Robin FRANZEN</u> ✓ Dave Pinson
SKANNER		287-3562	Patrick Mazza ✓



MULTNOMAH COUNTY OREGON

NEWS

CONTACT: Michael Dolan, public information officer, 248-3308

PHOTO, VIDEO, AUDIO OPPORTUNITY: YES

RELEASE: June 30, 1989

BUDGET FUNDS MULTNOMAH COUNTY ROLE IN GANG PROBLEMS

Multnomah County is playing a vital role in addressing the problems of gangs, according to County Chair Gladys McCoy. The county has long been active in meeting the problems of "at risk" youth which tend to enter gangs and we will continue to provide a variety of effective programs, she said. The county is also cooperating with other governments which have a more direct law enforcement role in dealing with gangs.

"The gang issue, which rightfully concerns many citizens in all parts of the county, is a complex one," McCoy said. "It is important to realize that we are talking about both adults and young people. We are talking about both law enforcement and social services."

The budget passed by the Board of County Commissioners for 1988-1989 funds several criminal justice services and provides other services directed at young people who might join gangs or who might commit crimes. While Multnomah County cannot offer a total solution to the gang problem, McCoy said, our programs fund alternatives for "at risk" youth, rehabilitation and training for young people with drug and alcohol problems and for prosecution for both adults and youth who are committing crimes.

MORE

Gladys McCoy,
County Chair

Multnomah County Courthouse
1021 S.W. Fourth Avenue
Portland, Oregon 97204

Budget on gangs -- 2

County programs addressing these aspects of the gang issue include:

1. Juvenile justice division: \$3.8 million. More than 3,000 young people are dealt with by the system through diversion, prosecution or institutionalization. The division, which has begun to identify youth involved in gangs, is cooperating with law enforcement agencies in arrest and prosecution.

Negotiations are currently underway to remove the county limit at MacLaren School for boys, an action which would create more secure spaces for gang-involved youth who commit violent crimes.

2. Social services division: \$6 million. Nearly 10,000 youth are served with health, mental health, alcohol and drug, and early intervention services. These are the major services for preventing youth from entering gangs. We are intervening by addressing those issues of family life for which gangs are often a substitute: affiliation, affection and approval.

3. Inverness Jail: \$5.2 million this year alone. We have already begun to build and operate a jail to hold 220 adult offenders. It will open later this year.

4. Intensive supervision for drug offenders: \$1.2 million. This program applies to offenders who are now without adequate supervision.

MORE

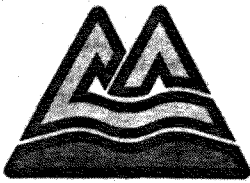
It is also important to remember that the county is cooperating with police agencies to identify the gang problem and we are ready to target our services in the most effective manner, according to McCoy. People who commit crimes, whether or not they are members of gangs, should be prosecuted, she said, noting that habitual criminals who entice others into crime should feel the special priority of law enforcement.

Although Multnomah County can and must continue its efforts to address the needs of all of its youth, we also are ready to work with private agencies, neighborhood associations and other governments to identify youth-gang specific programs and to work together to find the money to pay for them, McCoy said.

Our service programs have identified some gang members involved in our juvenile justice and social service programs. However, we have also found that many gang members are beyond the reach of social services. For some of those people, the response must be law enforcement. For others who have not yet adopted a life of crime, our agencies are looking at ways to establish "outreach" programs, she said.

The gang problem is a community problem, McCoy said. "It affects all of us and we need the help of concerned adults to get involved," she said. "We can use volunteers at the county Youth Service Centers, and many other youth organizations can use a helping adult hand."

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MULTNOMAH COUNTY OREGON

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Mr. Morrissey said he feels targeting present resources may be one answer. He discussed a conference held yesterday that addressed the fact that a sense of power and affiliation are needs of troubled youth. He agreed discussions about "clumping" alternatives should be held; and added Youth Service providers report they have been seeing more difficult kids over the last ten years.

Mr. Ogburn said that if the County were to apply for a national grant for monies to combat the problem, there would have to be a specific proposed program for assisting youth to keep out of gangs; or to break up gangs once they are established. National programs are targeted toward minority youth; and monies received will come through the Juvenile Services Commission (JJAC). Since the County staff have worked with the community in the past, the elements for developing a program exist, and can be accomplished once timeframes are received for submission of applications. It is not yet known when monies will be available, nor when applications will be accepted.

Charles Turner, U.S. Attorney in Oregon, said he has prepared a letter to the Board, in which a program to address the growing problem of gangs in the community has been developed by the Sheriff, the District Attorney, Portland City Police Chief Walker, the Drug Enforcement Administration, the Alcohol Tobacco and Firearm Agency, and himself. He said he supports social programs that encourage those who might join gangs not to do so; but that prosecutors deal with those who do not wish to be a part of those programs. Crack dealers make more money in a week or two than any Board member makes in a year; and is tax free money. He feels the first objective of government is the protection of the health and safety of citizens. He said his concern is the lack of adequate jail space in the County; and urged the Board to address the issue in order to deter those who are participating in drug traffic and violence at the expense of the citizen. He described frustration levels of citizens in the Vernon School District, and urged the Board to visit Northeast Neighborhood meetings and listen to concerns. He discussed a program developed by himself and the District Attorney which would provide two County Deputy District Attorneys, designated as "Special U.S. Assistant Attorneys", and authorized to prosecute cases in Federal Court who will focus on identifiable gang members who have committed drug trafficking offenses or other related crimes of violence. These offenders would be prosecuted in Federal Court and would be sentenced to the longest jail terms available. He said there is jail space in the Federal system that can be used to benefit community citizens. He urged the Board to approve the program when the District Attorney submits his request. He stated his office cannot pay salaries for Special Assistants, but will provide secretarial services and travel on a per diem basis. Assistants will be prosecuting cases that otherwise would be prosecuted in Multnomah County where little incarceration could be expected. He again discussed the issue of criminal release, and the need to incarcerate those involved in drug trafficking.

Commissioner Kafoury discussed processes and programs which have increased bed space and has been provided by the County within the last three years. She said she feels Mr. Turner's attack on the Board for not providing jail bed space was unwarranted.

Mr. Turner explained he came at the Board's request to provide a service, and has testified about frustrations he and other citizens feel about the system of "Turnstile Justice". He apologized for offending the Board, and said that was not his intent.

Commissioner Kafoury apologized, and said the reason the Board may be oversensitive is because they have been harangued daily for refusal to address the issue of needed jail space. She reminded everyone that the Board has been responsive to the need, and wants to work with the State Corrections Division for its takeover of responsibility for State felons housed in County facilities (45% of the inmates).

Mr. Turner said it is not realistic to expect the Federal government to solve the problem, because they are overworked now; and that his offer is only a small effort to provide a deterrent to escalation of gang problems which are growing rapidly in Multnomah County. He said the Federal Office prosecuted and returned only 360 indictments in the State last year, yet the District Attorney returned 7400 indictments in Multnomah County during the same time. Portland is considered a "stopspot" for gang activity and members. He discussed lack of jail space in Multnomah County, and said his remarks were meant only to construe his feelings and those of the community to the Board.

Commissioner Miller asked if there is a lack of bed space in the County, and there are beds available in the Federal system, why can't the County contract use of those beds?

Mr. Turner explained that if the person was convicted and prosecuted in the Federal Court system, contracting of beds would not be necessary because the person would be a Federal prisoner. He further discussed limits of the Federal prison system, and said his offer only covers those persons prosecuted by Special Assistants. In answer to Commissioner Miller's question, he said contracting with the Federal Marshal for bed space is possible, but would be expensive.

Following discussion, Commissioner Anderson, said the Board is considering the issue of those who wish not to participate in programs; but she feels adding jail space does not solve the problem. By October the Board will have increased jail bed space 63% over the last three years, and non-incarcerative supervised programs by 173%. She asked if there were 31 County bed spaces filled with Federal prisoners in the Justice Center.

FINANCE

June 24, 1988

J-161
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EXECUTIVE SESSION - Consult with legal counsel)
regarding Gresham BIT litigation permitted by ORS)
192.660(1)(h))

Following the Executive Session, Commissioner McCoy announced the Board had authorized the negotiating team to continue working on the agreement with East County cities as directed by the Board.

Mr. Turner concurred; and said there are usually two or three kept empty because they may be needed on short notice. He again discussed his reasons for his remarks, and added he spoke as a citizen who has lived in the area for twenty years and is concerned about community citizens. He again testified he believes in programs and other deterrents, but that there are many who do not wish to participate in programs, are not successful in programs and/or are failures. These are the ones prosecutors deal with on a daily basis. In response to Commissioner's question, he reported there are two small private programs for youth in the Vernon community. He reported people who had been burglarized had expressed their frustrations at the Vernon meeting about being burglarized multiple times, having to bar windows and purchase guns for protection, and be afraid of gang intimidation in their neighborhoods.

Commissioner Casterline discussed the frustration felt by the Board when citizens refuse to have jails constructed in their neighborhood, or to pay for justice services.

Mr. Turner replied he feels neighborhoods still do not know what the County has done, nor do they understand frustrations of elected officials. He suggested the Board attend neighborhood meetings to explain their position.

Commissioner Casterline reported she has attended nine neighborhood groups many times, but the message falls on deaf ears; the community doesn't believe what is said; and the media keeps fanning the fire of "the County has done nothing".

Commissioner Anderson said the newspapers continue to flail the idea that "Jails are the cure-all".

Commissioner Miller said even though the Board has increased jail space 63%, it doesn't stem the tide, therefore, she questions whether or not it is the correct remedy. She added she feels there is an increasing gap between law enforcement and criminologists in determining causes of crime and whether or not jails are a deterrent.

Mr. Turner stated the Governor sees a need for an increased jail system, and he also supports that theory. He said two members of his family have been victims of alcohol and drug abuse; and described impacts on his family. He again stressed his view that added jails are needed.

Oliver Smith, Jr., Assistant to the Mayor of the City of Portland read a statement from the Mayor to the Board recommending it take a strong role in fighting gang activities, by 1) adding points to the adult matrix system for individuals identified as having "gang" affiliation or having participated in "gang" activities, which would result in the individual being held in jail longer; 2) to work with Juvenile Court to either use existing space or create new space at Claire Argow for juvenile gang members; 3) add staff to the District Attorney's office for tracking and prosecution of gang related crimes; 4) and work with local legislators and State Corrections Division to reverse the downsizing of MacLaren. Mr. Smith referred questions regarding the recommendations to the Mayor.

Michael Schrunk, District Attorney, said he shares the same frustrations as Mr. Turner; and reported there is less jail space than ten years ago; and said he feels it is necessary to provide additional deterrents for juvenile and adult gang members. He described cases now being identified as gang crimes, and how citizens refuse to testify because of fear of gang retaliation. He said the Federal Prosecutor can find a place to hold some of the adults in the Federal system because they have jurisdiction over 50 states. The County needs to identify the most serious offenders, who will be prosecuted and sentenced within the Federal system. He recommended this process over that of contracting bed spaces because it will send a message to drug traffickers until programs can affect those who are now growing up. The young adults coming from California must understand there is a consequence to drug trafficking in Multnomah County. In response to Commissioner Casterline's question, he suggested using facts and documentation to support policy and Board statements; and that the County develop an overall plan and implement it. Responsibility must be accepted by all jurisdictions, and cooperation with other agencies is necessary.

Commissioner McCoy stated the Board expectation is to meet with the City to develop a plan with expectations and responsibilities.

Mr. Schrunk said at this time, no one has a complete plan, only pieces and parts are offered. He feels the Legislature needs to set policy and follow through; and then the County and Cities need to take responsibility and implement comprehensive plans. He explained the process he is recommending will set criteria for individuals who would normally be prosecuted in State Court; and would allow prosecution and sentencing in the Federal system. This system has worked well in Seattle.

Sharon McCormick, Youth Gang Task Force Chair and Inter-Northeast Crime Prevention Coordinator, submitted a report and other information to the Board which includes recommendations from California studies. She presented the same material to the City of Portland City Council; and said most of the recommendations can be applied to Portland. She urged the Board meet with City and State officials to develop a more comprehensive and cooperative plan; and described agencies the Task Force has worked with to develop plans for dealing with gang-related issues. All kids in the City are gang-affected, and a coordinated, focused plan for all all agencies is needed for best results. Information is needed about how to deal with gang activities, which she feels is a special problem. She said she and community citizens are incensed by media coverage, and statements made by those who should know better that say "everyone is committing crimes in neighborhoods, and no one knows what to do". Responsible reporting and good media coverage is needed to change the image, and she feels specific gang names and names and addresses of individuals should not be used in reporting. She stated the Task Force would be willing to work with the Board or any group designated by the Board to develop plans for combatting the gang issue.

Dennis Payne, Crime Prevention Specialist - Northeast Office, shared comments from the JSC Conference held yesterday; and said kids feel no one listens to or understands them; there is no one to share ideals, frustrations, dreams, or problems. Agencies put kids down; are not interested in their needs; project negative aspects instead of helping the kids; are not aware of the environment the kids live in; program leaders are all adults, this creates a generation gap; and no one understands kids peer problems. The kids know what is happening in their areas, and who is doing it; and question why adults in the programs don't know what is happening, or why the problem is getting worse. The communication between what is happening in the kid's lives and the community, and what is being done to change it is wide. Kids want someone to listen to them, and to help them accomplish their goals. He suggested setting up an ombudsman or outreach program for kids that would be responsible to the kids rather than to a program. Another need is jobs, and money is the goal. He reported that as more money is allocated for jobs for kids, jobs actually decrease. Reallocation of programs, and planning strategies are needed to get the kids placed in jobs. Targeting of known drug people who are impacting kids, and getting them "out of the way" is necessary to remove their influence on kids.

Ed Blackburn, Neighborhood Crime Prevention Program Manager, said he feels the Federal government has been the largest contributor to letting people down. Local governments try to pick up the pieces, but funding cutbacks make it difficult to solve problems. The concept of a "summit meeting for dealing with gang issues" is a good concept, but often the lack of implementation often leaves only a "let-down". He encouraged the Board to get the facts; to find out what responses are appropriate; and to determine what level of government should be responsible for certain aspects of programs. He feels the State and Federal governments should share in the interdiction of programs which address the problems. He urged the Board insist that other jurisdictions assume responsibility and become involved.

Commissioner Kafoury suggested the Board gather facts before a summit meeting with the City is held; and that the format of the meeting be determined in advance. She said she does not want to encourage another media event.

Commissioner Miller said she feels true discussion of issues does not take place in large, media event meetings. She stated the Board does not manipulate the media; that when the Board feels there is someone who has something to say, they should be scheduled to speak first, critics could then be scheduled following those remarks. What the media chooses to show the public is not always in its best interest. She feels the media makes the news. She voiced her frustration about the fact that the Board is not able to discuss issues together, and unable to choose those with whom they wish to discuss issues. She recommended the Board find a better way to communicate with the media, and to develop Board messages to be presented to the public and the media.

Commissioner McCoy agreed she had been "had" today, she had not expected the media to arrive in force for a Board "discussion" intended for gathering information about what the County is doing, so the Board could determine what to do next. No "summit" meeting will be scheduled until the Board knows where it is going, and has determined its own policy.

Morris Banks, KOIN TV, asked if the Board feels the media is irresponsible and manipulates the Board.

The Board disagreed with his statement.

Commissioner McCoy said she feels the Board needs to be able to ignore the presence of the media, and to have discussions without presentations and confrontations in order to get its work accomplished.

Mr. Banks asked if the Board feels the media is doing the wrong thing.

Commissioner Casterline said she objects to sensationalism which is not the responsibility of one individual or station, it is "the media illness".

Mr. Banks said his station did an investigative report last year to show gangs were coming from Los Angeles, but politicians denied they were here; and police departments were saying "we don't have a problem". Now the problem is here, everyone is saying the media is now blowing it out of proportion. Stories are presented to inform the community, and to inform the Board. He reported he lives in NE Portland, knows the problems, and covers the news, but does not "make it".

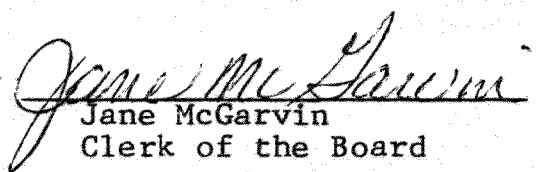
Commissioner Casterline said people read headlines and react to them; and she feels this practice encourages those committing "gang related activities" to commit more crime. Dwelling on the issue and creating hysteria in the community has fanned the fire, and creates a bigger problem.

Commissioner Miller explained how the law of physics applies to journalism, and explained that what is reported and when has an effect on the event.

Following discussion, a Board retreat was scheduled for July 1 to discuss policy.

Very truly yours,

BOARD OF COUNTY COMMISSIONERS

By 
Jane McGarvin
Clerk of the Board

jm
cc: Board of Commissioners
District Attorney
Sheriff
Juvenile Services
Human Services
Justice Services

County crime proposals add jail space, programs

By GLADYS McCOY

Multnomah County recently put into place one more piece of its current jail overcrowding plan. The community corrections division opened the Women's Residential Center in Southeast Portland.

The center, a 90-day live-in facility, provides job training, substance abuse counseling and other living skills to women who have been convicted of felonies.

At an annual cost of \$230,000, the program provides effective corrections to nearly 100 felons who would otherwise probably be warehoused in a jail at three times the cost to the taxpayer.

The center is just the latest in a stream of initiatives financed or developed by the county to prevent crime, to jail offenders and to provide social services to troubled families.

Jails, corrections programs and social programs are parts of a single organized approach to what most often is one big problem with many aspects. Dealing with only one part of the problem at a time ensures failure. It's like pulling out part of a weed. If you don't eliminate the whole thing, it'll eventually grow back, and you'll have to start work all over again.

The issues before us are clear. They are protecting the public from truly dangerous criminals; punishing the criminals for the crimes they commit while providing them with treatment for rehabilitation; and intervening early with children and families to prevent long-term dependency on government services. The key to success in dealing with crime and delinquency problems is to take corrective action early, preferably before a crime is committed.

Nonetheless, the essential element for protecting the public is jail space. This fall, after the sheriff completes construction of the new jail, we will have four county jails. The Inverness jail will be just the latest in a long line of corrections facilities that have increased jail space by 30 percent since 1985. It will add room for 220 inmates to the county space — which today holds 876 inmates — for a total of 1,096 spaces.

One suggestion the Multnomah County commissioners have heard lately is that the county should convert space in the Donald E. Long Juvenile Home to adult jail space. Until 1983, the county dedicated two wings, named after corrections activist Claire Argow, to incarcerate women offenders.

We cannot remodel the juvenile home to hold adult women offenders, however. There are two main reasons: It costs too much for a temporary solution; and crimes committed by young people have grown significantly in number and severity, requiring a secure facility for dangerous juvenile offenders.

Gladys McCoy is Multnomah County Commission chairwoman.

There are seven units at the Long home. Three are leased to the state and operated by the Children's Services Division. Two are operated full time by the county. One is an overflow unit that must be available for peak periods. (Last year the overflow unit was used 248 days, and the county juvenile division wants to open this unit full time next year.) The final unit, which holds only 24 young people, is used on weekends.

The activities of the county's juvenile justice division are important in helping many young people get back on the right track. The counseling, custodial and other programs provided to just one teen-ager are a cost-effective way to prevent youths from entering a life of crime that could plague hundreds of citizens for years.

Instead of remodeling the Long home to hold adults, the county has opened the Restitution Center downtown, reopened the courthouse jail, begun construction on the Inverness jail and established several correction programs.

All of the above are on the spending side of the taxpayer ledger. On the other side of the ledger — the revenue side — are taxes.

Some people — and I believe they are a vocal minority — urge us to spend even more money on jails, shifting limited dollars away from other county programs. I believe the present state and local building

plans are adequate to handle those who need to be incarcerated. To shut down other corrections and social service programs that do a better job than jails at rehabilitating and preventing crime would not be responsible.

I agree with the current need for jail space. I disagree with the contention that jails are the only or even the best tool for

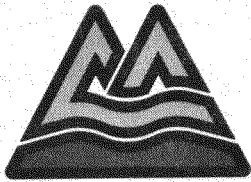
dealing with crime. Once we build the Inverness jail and the state completes its prison building plans, I believe we will have enough jail space in Multnomah County.

Tough problems — like crime — call for tough solutions, but not overreaction. The crimes at this time are similar to stormy seas encountered by a ship captain. We must not panic and turn every which way with the latest winds. Instead we must stay the course, keeping our eye on the final outcome and ensuring coordinated, appropriate actions so we will end up where we want to be.

Building jails without regard to both the spending and taxing sides of the taxpayer ledger eventually will leave us overbuilt, overtaxed and underserved. A building lasts for a long time, and so do the costs for maintaining it. And if we build those jails at the cost of neglecting to maintain our early intervention programs, we may find ourselves with an even higher level of crime than we have now.

Multnomah County is pursuing a prudent, effective and economical approach that will blend human and justice services to prevent crime, help troubled families and jail offenders.

Once we build the Inverness jail and the state completes its prison building plans, I believe we will have enough jail space in Multnomah County.



MULTNOMAH COUNTY OREGON

NEWS

CONTACT: Michael Dolan, public information officer, 248-3308

PHOTO, VIDEO, AUDIO OPPORTUNITY: Yes

RELEASE: JUNE 27, 1988

FULLER TO HEAD COUNTY JUSTICE DEPARTMENT WOMEN'S PROGRAM

Joanne Fuller, director of the Women's Resource Center of the Portland YWCA for the past two years, has been selected as the first director of the Multnomah County Office of Women's Transition Services.

Fuller, who has a master's degree in social work from Portland State University, was hired by John Angell, director of the county's Department of Justice Services.

"She has a strong understanding of the services in this area which will work with the county's office," Angell said. "She is well qualified academically and she has planning and administration skills in mental health and emergency programs."

Fuller's immediate responsibilities include developing the objectives and plans of the Office of Women's Transition Services and implementing the resulting services. The office was designed by the Board of County Commissioners to coordinate and monitor all the county's justice services for women offenders whether operated by the county or contracted out to other agencies.

MORE

Fuller to Multnomah County--2

Fuller has also worked as an emergency psychiatric specialist for Kaiser Permanente mental health services, a case manager for North Northeast Community Mental Health Center and an information specialist for the Outside-In Clinic.

She is currently chair of the advisory committee for the Oregon Community Foundation Fund for the Homeless and Hungry, a board member of the Delauney Mental Health Center and a former board member of the Oregon Coalition Against Domestic and Sexual Violence among several other volunteer and professional activities.

"The important thing is designing a program that is really going to impact women's lives," said Fuller. "Multnomah County is taking a big step forward by creating this office and funding this program."

Multnomah County is the primary provider of social services in the area, including public health. It is also responsible for local jails and corrections programs as well as property assessment for all local governments. The county transportation division provides road planning and maintenance. And Multnomah County operates elections for state and local governments.

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