

Public Safety

Part One - - - 1.140

Parts Two - Three - - - 2.140 & 3.140

1.140 PUBLIC SAFETY

1.140 Introduction

No greater or more serious problem confronts the City of Portland than that in ghetto areas. While posing a somewhat lesser threat, problems of crime and delinquency are also perplexing. This is especially true in the Model Cities neighborhood where the cost in terms of social and economic loss is immense for all branches of government; city, county, state and federal.

It was apparent at early Public Safety meetings that many citizens held negative views, not only toward the police but also toward the entire criminal justice system, and other government agencies as well. A large number of persons believe definite weaknesses in communication, mutual understanding, trust, cooperation and uniformity of justice exists between Model Cities residents, the police, and other government officials and agencies.

This report has attempted to delineate these problems, and to develop both short and long range programs, which is believed will improve these conditions. It was clearly recognized that these problems are difficult to deal with, and there are no easy solutions. Meaningful change will not be brought about easily and while short range improvement is hoped for, long range impact will be appraised in terms of years. The complexity of the problem, and the difficulty of its solution, should not obscure the fact that unless steps are taken now to reduce the current trend the city will have a far more difficult and dangerous situation to deal with in the future.

1.141 Initial Conditions

A. Feelings of Alienation and Antagonism

Many Model Cities residents feel alienated from, and antagonistic toward the police and many other governmental agencies. A large segment of the black community feel the police are their oppressors, and that they enforce laws made by the white power structure designed to keep the black man in his place, and to prevent him from competing in the white world.

This feeling of oppression is well documented both by the Kerner Commission, and by the Portland City Club's Report.

"Minority groups look at the police officer as the representative of government. The police officer is also considered to be the only one who imposes dictates of White, middle-class society on minority groups. Whether he likes it or not, the police officer occupies a unique position relative to minority group." ¹

It would be foolish to group all of Portland's blacks into one mold, or to suggest that they are all antagonistic toward the police. It is apparent, however, that a very substantial part of them do feel that police officers are the representatives of an oppressive white society.

B. Feelings of Unfair Treatment Regarding Police Policy and Procedures

Many residents in the Model Cities area, especially black people, feel that police policies and procedures applied in their area are different from those used in other parts of the city. Furthermore, it is strongly believed that black people are subjected to indignities by the police which members of the white community are not confronted with and that different levels of law enforcement and criminal justice are applied. It is also the opinion of many that Model Cities residents are the victims of unfair and unequal treatment.

¹Portland City Club Foundation, "Report on Law Enforcement in the City of Portland," Portland City Club Bulletin, Vol. 49, No. 13, p. 139.

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At the National level, the Kerner Commission found that an overwhelming percentage of blacks felt that treatment by the police was unfair and unequal.

POLICE CONDUCT

"Negroes firmly believe that police brutality, and harassment occur repeatedly in Negro neighborhoods. This belief is unquestionably one of the major reasons for intense Negro resentment against the police.

The extent of this belief is suggested by attitude surveys. In 1964, a New York Times study of Harlem showed that 43 percent of those questioned believed in the existence of police "brutality." In 1965, a nationwide Gallup poll found that 35 percent of Negro men believed there was police brutality in their areas 7 percent of White men thought so. In 1966, a survey conducted for the Senate Sub-committee on Executive Reorganization found that 60 percent of Watts Negroes aged 15 to 19 believed there was some police brutality. Half said they had witnessed such conduct. A University of California at Los Angeles study of the Watts area found that 79 percent of the Negro males believed police lack respect for, or use insulting language to Negroes, and 74 percent believed police use unnecessary force in making arrests. In 1967, an Urban League study of the Detroit riot area found that 82 percent believed there was some form of police brutality. 2

C. Lack of Confidence in the Police

Many people feel that different levels of enforcement exist in the City of Portland, and this is especially true in the Model Cities section.

The City Club had little difficulty in finding similar complaints, and reports in its small survey of lawyers and black residents of Portland.

"Interviews and discussions with minority groups, and replies from local attorneys all indicate that there is a lack of communication between the Portland Police Bureau and minority groups. This is indicated by the suspicion and hostility shown by many members of these groups. Attitudes of hostility, or lack of confidence on the part of a significant portion of the public, has serious implications for the police. Such attitudes interfere with recruiting. Able young men are prone to seek occupations which have the respect and support

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of their relatives and friends. It was pointed out in the section on Personnel that attitudes of some of our black citizens about police work has had an adverse effect on the number who apply to be police.

The President's Crime Commission conducted a survey that indicated that 83 percent of the individuals in Negro ghettos believe that harassment occurs by the police. Fifty-one percent knew people who had been harassed. Forty-nine percent stated that they saw it occur, and 25 percent claimed that they had personally been harassed by the police. 2

²Portland City Club Foundation, "Report on Law Enforcement in the City of Portland," Portland City Club Bullentin, Vol. 49, No. 13, p. 139.

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Coupled with the complaints about the police treatment there are loud cries about lack of basic protection. It has long been known that most crimes by blacks are against blacks. Too often there has been an attitude (on the part of the larger white community) that if the crime can be confined to blacks against blacks, police are doing their jobs.

A recent example of citizen concern about failure to enforce law has been the protests about open prostitution on the streets of the area.

Black citizens have been trying desperately to get action with respect to the prostitution which flourishes on Williams Avenue, catering overwhelmingly to white clientele. Aside from the criminal aspects of prostitution, there is deep resentment on the part of black citizens about the fact that any black woman walking on Williams Avenue--regardless of purpose--is subject to solicitation by cruising whites or suspicion by white policemen. Numerous petitions and delegations have gone to City Hall to affect a change. Promises are always made to do something about the problem and indeed from time to time there is a vice clean-up, but after a few days, the prostitutes are working openly again.

Instances such as these promote the general feeling that white police, reflecting the attitudes of white citizens, simply do not care.

D. Per-capita Crime Rates of Model Cities' Area Compared to the City Of Portland

Many people of the City of Portland are not aware of conditions in the Model Cities' neighborhood. The citizens have vague ideas that lawlessness does exist in this section, but as the black population is small (1960 census reported only 15,637 (4.2%) black). They feel that the police will be able to confine the lawlessness and violence to that area.

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Unfortunately, the Portland population has failed to realize that the high crime rate in the Model Cities' neighborhood is a difficult, continually deteriorating situation having serious affect on the social and economic climate of the entire city.

While the United States Census Bureau, and the City of Portland Planning Commission, estimates population in the Model Cities' area has decreased approximately 5% in the five-year period (1962 thru 1967) crime has increased faster than the crime rate in the City of Portland, and faster than the national average.

During the 5 year period (1962 thru 1967) the crime rate for all Class 1 Crimes, in the United States increased 60%. During the same period the crime rate in the City of Portland increased 84% and in the Model Cities' area the increase was up to 113% or nearly twice that of the National increase. (See Chart 3).

1. Class 1 Crimes

The total Class 1 Crimes reported (murder, aggravated assault, forceable rape, robbery, burglary, larceny, and auto theft,) according to police figures, has increased in the Model Cities' area, it should be recognized that Model Cities' boundaries do not conform to United States Census tract boundaries. It would be assumed that census tracts, either completely or partially in the Model Cities' area, should be included in any study of crime and its relationship to the residents of this area. Of the 16 census tracts involved, 8 are completely in the Model Cities' area and 8 are partially in. (See Chart 1).

In the 16 census tracts in the Model Cities' neighborhood, there were 5,748 Class 1 Crimes reported in 1967, compared to 2,701 for 1962, an increase of 113% over the five-year period. It must also be recognized that

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these are reported crimes, and estimates indicate that from 25% to 50% of the crime in a ghetto section are never reported to the police. (See Chart 2).

One Census Tract (34B) showed an increase of 171% during the 5-year period. (See Chart 7) Three others (24A, 34A, and 36B) showed increases of 144% to 164%, and 10 of the 16 tracts showed increases of over 100% during the 5-year span. (See Chart 7).

Class 1 Crimes in the Model Cities' area in 1967 - over 1966 showed a greater increase than in the City of Portland or the national average. (See Chart 3).

TABLE 1

COMPARISON OF MODEL CITIES CLASS I CRIMES TO THE CITY OF PORTLAND
AND THE NATIONAL AVERAGE
1966-1967

	Model Cities Area	City of Portland ²	National Average ¹
Aggravated Assault	+30%	+47%	+ 9%
Auto Theft	+33%	+16%	+18%
Burglary	+23%	+28%	+15%
Larceny	+23%	+23%	+16%
Robbery	+82%	+67%	+27%

Source 1 Crimes in the United States - Uniform Crime Reports - 1967
Federal Bureau of Investigation
Source 2 Annual Report 1967 City of Portland - Bureau of Police

A crime rate must also be recognized as a victim risk rate. In the City of Portland for 1962 the Class 1 Crimes rate per 1,000 population was 38 while in the Model Cities area it was 47 or 24% higher. In the year 1967 the rate in the City of Portland had increased to 70, and in the Model Cities area to 100. Therefore, a person living or visiting in the Model Cities area in 1967 had a 43% more chance of becoming a crime victim than did other Portland residents.

TABLE 2

CRIME RATE MODEL CITIES AREA VS. CITY OF PORTLAND
(Class 1 Crimes per 1,000 population)

Year	City of Portland	Model Cities	Percentage of Inc.
1962	38	47	24%
1963	41	52	27%
1964	48	68	42%
1965	52	72	38%
1966	57	80	40%
1967	70	100	43%

Source 1 Annual Reports 1962 thru 1967 City of Portland, Bureau of Police

2. Class 2 Crimes

While Class 1 Crimes were increasing in the City of Portland, and nationally, it was found that Class 2 Crimes actually decreased in some Model Cities census tracts during 1967 and 1968. (See Chart 6).

In census tracts 22A, 22B and 35B Class 2 Crimes showed a decline in 1967 (from 1966) of -51%, -19% and -5%, respectively. During this period, Class 1 Crimes increased in these census tracts by +51%, +68% and +77%.

Further study is needed to determine this trend. There is the possibility that policies and attitudes by the police regarding minor infractions have changed during recent years, and the officer now overlooks or avoids making an arrest for a minor infraction rather than risk the chance of setting off a serious disorder in the ghetto section.

3. Traffic Enforcement

There was no evidence found that any significant difference exists in traffic violator enforcement or traffic accident rate in the Model Cities' area, and City of Portland resident.

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Of 131 fatal accidents in the city during the past 2 years (1966-1967) only 5 fatalities occurred in the Model Cities area. Information on non-injury and personal injury accidents between the two sections did not reflect any significant differences.

4. Juvenile Delinquency and Youth Crime

Many black youth are alienated from adult American culture. Because they feel they do not have acceptable outlets to voice their alienation, many of them violate the law. Some feel that the adult world and the police use the law as a means of stifling their energies and their pursuit of equal opportunity.

In 1967 the Portland Police Department referred 4,575 boys and girls to the Multnomah County Juvenile Court. 566 came from the Model Cities area, of these 179 were white and 387 were black or two out of every three referrals of Juvenile from the Model Cities area were black.

It was also noted a disproportionate number of black youth were arrested for the more serious crimes as indicated in Table 3.

TABLE 3

	<u>Number of Juvenile Arrested</u>	<u>Number Arrested Who Were Black</u>	
Assault & Robbery	38	17	45%
Burglary	318	65	21%
Aggravated Assault	143	45	31%
Buying and Receiving Stolen Property	115	36	31%

Source: Annual Report, City of Portland, Oregon, Bureau of Police 1967.

5. Narcotics and Drug Abuse

A major problem in the Model Cities area, is the growing illicit narcotic traffic, and dangerous drug abuse. This is especially serious when high school students or other young people are involved. Such drugs as marijuana, barbituates (depressants), amphetamines (stimulants), hallucinogens (such as L.S.D.), as well as hard narcotics, are peddled and used in this area to a greater extent than in other sections of the city.

In recent years there has been both an increase in narcotic traffic in the Portland area, and an increase in police activity regarding this type of violation.

In 1962 there were 28 persons arrested in the City of Portland for violations of narcotic drug laws, while in 1967 there were 248 arrests an increase during the five year period of 786%.

While the exact number of narcotic arrests made in the Model Cities area was not available, reliable estimates indicate nearly 50% occurred in this section.

Complicating this problem is the fact that there are few complainants, and huge profits make the dealing in and sale of drugs attractive to peddlers and underworld characters.

TABLE 4

PERSONS ARRESTED FOR NARCOTIC DRUG LAW
VIOLATIONS IN THE CITY OF PORTLAND

Year	Number of persons charged	Percentage increase
1962	28	
1963	48	+
1964	38	+ 12%
1965	83	+118%
1966	103	+ 24%
1967	248	+140%

6. Prostitution In Model Cities

The ghetto area is frequented by both prostitutes and their customers. Complaints from citizens have reached both the police and city officials, and considerable news coverage has been given to the problem which still exists, and is increasing. Black mothers, wives, and young girls are victims of men in the neighborhood who are looking for prostitutes. Young grade school children are exposed to these conditions, and report them to their teachers and parents.

While arrests for this type violation have increased over the past several years this has had little deterrent effect toward improving the situation. New approaches must be applied.

TABLE 5

PROSTITUTION ARRESTS CITY OF PORTLAND

Year	Persons Arrested
1965	93
1966	74
1967	133
1968(1st 9 mos. Jan. thru September).	152

Source: Bureau of Records Portland Police Department

7. Drunkenness and Its Problems

The habitual alcoholic presents an enormous problem to the entire system of criminal justice. One of every three arrests in the United States is for public drunkenness and many of the defendants are habitual repeaters. In the City of Portland during 1967, there were 9,722 persons arrested on this charge, of this number 908 or 9.3% were black - more than twice the percentage of blacks in the city. While other sections of the city had more arrests for this violation a large number did come from the Model Cities' area.

The criminal process has proven inadequate and inefficient in dealing with this condition. Present methods have neither deterred nor improved this social problem.

Statutory provisions to establish medically - oriented detoxification centers, rehabilitation quarters, and out-patient programs are needed in both Model Cities' area and the City of Portland.

Many of these persons remain in the criminal justice system because they are both alcoholics and criminal offenders. In many of these cases the abuse of alcohol can be clearly identified as a significant factor contributing to such criminal behavior as shoplifting, bad check passing, assault and larceny. Treatment should focus on the alcoholism as well as the criminal behavior.

E. Inaccurate and Incomplete Crime Reporting

Considerable feeling exists that a great percentage of the crimes committed in the Model Cities' area are unreported. It is recognized that unreported crimes may be as high as 25% to 50% of the reported crimes in a ghetto area. Current crime reporting, court dispositions and parole results are inefficient, often inaccurate, and difficult to trace. There

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is no central location where these records can be easily found and reviewed.

F. Fire Department and Model Cities Service

There is good fire department coverage of the Model Cities' neighborhood. The location of one fire station in the Model Cities' area and three additional stations within two blocks of Model Cities' boundaries insure rapid and complete coverage within standards recommended by national fire insurance engineers.

The area is also served with a strong fire protection water supply. Adequate fire hydrants and fire alarm boxes are spaced throughout the Model Cities' section in accordance with national standards.

First aid emergency service provided by the department is available to Model Cities' residents in the same manner as it is available to other citizens.

A major complaint against the Fire Bureau is their total lack of integration and the fact that no black person is now a member of the approximately 690 man fire fighting force.

1.142 Basic Causes

1. Socio-Economic Factors

There are a number of interrelated socio-economic factors which cause problems in the public safety area. Many of these are factors over which the police have little or no control.

Low income poor living conditions, educational problems, incomplete family structure, unequal job opportunities, consumer costs of food and subsistence supplies and punitive insurance rates, all add to the tension of the Model Cities resident. The resulting frustration is often manifested against the police at the first opportunity. This reaction is compounded

by the fact that police are seen as the representatives of the white establishment and, therefore, as oppressors of black people.

2. The Non-Enforcement Syndrome

The non-enforcement syndrome, or the current tolerance towards overlooking certain infractions and violations of the law; the belief that some people are able to break the law if they choose and that arrest and judication do not follow crime, has resulted in a lack of respect for all laws. The feeling then results in many persons believing they do not have to obey the laws or that they may select which laws they wish to obey and which ones they may overlook. Blacks often see many laws as devices by which whites "keep them in their place." They do not respect such laws or the police who enforce them. In general, disregard for laws is a manifestation of the distrust and contempt many blacks feel toward white society and its value system. As long as they feel that white society is the oppressor and that they have little or no stake in that system, it is not realistic to expect them to respect the law.

If they see the police ignoring some laws and very severely enforcing others, they are given some justification for their belief that laws must really be meaningless. The civil rights movement, with its civil disobedience component, is not a cause of this disrespect for law; it is a manifestation of the present frustration.

3. Lack of Black Police Personnel

Very few police are black (as of 11/12/68 only five of 735 sworn Portland police personnel are black, or less than 1%); therefore, the feeling exists that most police are generally anti-black and do not communicate with or understand the black community's problems. It is not the contention of this report that the average police officer is more prejudiced or biased than is the white community of which he is a part. The Portland

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State Survey is illustrative on this point. The following responses were obtained when officers were asked: "In your opinion, is the Civil Rights movement pushing much too fast, somewhat too fast, about right, too slowly, or much too slowly for equality?" The following chart indicates their response patterns:

TABLE 6

RESPONSE	NUMBER	PERCENT
Much too fast	190	50.7%
Somewhat too fast	132	35.2%
About Right	44	11.7%
Too Slowly	9	2.4%
Much too Slowly	0	0%
TOTALS	375	100%

While many of the respondents may have been thinking of social equality when answering, it is quite important to recognize that these same men are professionally bound by the 14th Amendment of the United States Constitution to supply equal protection of the law to every individual.

Since this group was roughly representative of all Portland Police Department members, it must be said that even if as many as half of these officers are able to divorce their personal opinion from their professional actions, it still means that at least one out of every four officers the black citizen deals with will be biased against that citizen because of his race or aspirations for complete equality.

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The general public showed considerable different response to a similar question.

"How fast is the civil rights movement pushing for equal rights."

Response	Number	Percent
Much too fast	17	7%
Too fast	117	48%
About Right	91	37%
Too Slowly	21	8%
Much too Slowly	0	0%
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Totals	246	100%

Black citizens often complain of officer verbal abuse like older men being called "boy." Police condescension is thought to be widespread. This feeling is very detrimental to police community relations.

The black resident has the feeling that the police do not understand the black community nor its problems. Police deal more frequently with one element of the black community, they tend to stereotype all blacks as being lawless, unreliable, and untrustworthy. Due to the nature of his work and the restriction or confinement of the patrol car, the white officer has little chance to become acquainted with the other, larger and more responsible segment of the black community.

Various studies, both nationally and locally indicate the extent of this isolation and feeling of alienation the police officer feels.

"Survey conducted for the Crime Commission in several places in the nation indicates that police officers feel the public gives police work a low prestige rating and has only fair or poor respect for policemen. Less than a third of the police officers felt the prestige rating given police work by the public was good or excellent. In these surveys, on a scale of things the police liked or disliked about their jobs, only the hours worked rated lower than the feeling of the police that the public holds them in low esteem. Public

hostility affects police morale, can make police officers less enthusiastic about performing their jobs well, and can be a factor influencing some officers to leave police work. (3)

A similar pattern exists locally.

In a questionnaire administered to Portland policemen, the question was asked: "Which of the following words do you feel describes most accurately the attitude of most citizens toward the police?" Thirty-one percent of 384 Portland police respondents thought the public was suspicious, antagonistic or hostile. Twenty-nine per cent felt the public was indifferent and 40 per cent responded that the public was impartial, friendly, or cooperative. In the same survey, when asked where police work ranks and where it should be on a job status scale of from 1-9, 325 Portland police ranked present job status as a median of (4) but felt it should rank 7. Apparently there is a great difference between a police officer's perception of his present status and his aspired status. (2)

4. Police Attitudes and the Communication Gap

Many residents feel the police are disrespectful and overbearing and that the black person has little or no recourse for this treatment. It is felt by many residents that no procedure exists whereby the black resident can make a complaint against the police, and that if one is made, it will be handled in a routine cursory manner. It is also widely believed that the black complainant does not command the same attention as does a member of the white community, and that he has little or no access to discuss his problem or complaint with a high level police official.

³City Club Report, City of Portland, Oregon

²Gervais, Kenneth R. The Portland Police Officer. Portland, Oregon: Urban Studies Center, Portland State College, 1967.

5. Situational Conflict

One of the most pressing problems confronting local law enforcement agencies is their relationship with the community. This problem becomes extremely acute when considered in context of the relationship of the police with the black community. Because of historical circumstances there exists a general attitude within the black community that the police operate under dual standards - one standard for the dominant community and another for the black community. Numerous surveys have revealed that the black community view the police with suspicion, distrust and even resentment. The residents of the ghetto see the police officers as the first line representative of the 'status quo,' the 'oppressor.' Many residents of the ghetto allege that the police, while working in the black community, habitually discriminate against blacks and treat them much more harshly than they do members of the white community. Consequently, the traditional police role of enforcing the law and enforcing white middle class concepts of morality, have placed them in the position of being seen as an occupying force in hostile enemy territory, especially by the members of the black community who are at odds with the conventional dominant social system. As a result, an atmosphere has been created in which the claim by minority group persons of police mal-treatment and the police counterclaim of minority group defiance and resistance to police authority is becoming a self-fulfilling prophecy. If the black community feels that each time they are contacted by the police they will be roughly treated, and if the police officer feels that each time he attempts to carry out his duty in the black community he will be met with resistance a situation may very well develop whereby the very expectations of the two groups will create exactly what each expects.

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Traditional police practices only tend to re-enforce the pre-existing attitudes of the black community. These attitudes are re-enforced not so much because of conscious acts, but because of the very nature of the relationship between the police and the ghetto community. For example, studies have shown that the crime rate is disproportionately high in the low-income black community. The majority of these crimes are crimes against property committed by young people. (See Chart 9). The black ghetto is generally characterized by a high proportion of young men who are unemployed. Although this fact would tend to explain why the crime rate is higher in the ghetto than it is in high-income areas, the very fact that the rate is higher creates problems of police-community relations. To begin with, the police cannot effectively enforce the law in high-crime areas to the same degree they can in low-crime areas. Consequently, a larger number of crimes go unsolved and a larger number of law-breakers are left free in the community to practice their illegal activities. The inability of the police to effectively enforce the law in high-crime areas can be attributed to the large number of cases they must handle, which precludes them from spending adequate time on each case. This creates an attitude in the black community that the police are not efficient and results in a general feeling of insecurity and fear. A common complaint from the black community is that the police fail to provide adequate police protection for them.

The second effect the high crime rate has on police-community relations relates to the individual police officer who may tend to handle routine contacts with people in the ghetto differently than he handles similar contacts in a high-crime area. Jerome Skolnick² pointed out the fact that the police role is based upon two variables, (1) danger, and (2) authority. The element

of danger, which is characteristic of the police occupation, makes the police attentive to signs of potential violence. They are trained to be suspicious; but because of the short period of time allotted to training, their training is geared toward the handling of the worst possible circumstances with little time being devoted to normal conditions. Consequently, the police develop a "short-hand" method of identifying certain people as potential assailants, e.g., manner of dress, gestures, speech, etc. Within the ghetto, this "symbolic assailant" may be identified by the color of his skin. When the police stop residents of a high-crime area they are likely to be met with an aggressive response characterized by defensive hostility, abusive language or even violence. Because such responses often occur in the black community, any black man then becomes identified as the "symbolic assailant." The police in reacting to such experiences tend to develop a "self-protective" manner when approaching all black people within the ghetto and may become tactless or even insulting to people who are law-abiding citizens.

The element of danger which forces the police to develop a perceptual shorthand to identify the potential assailant, e.g., the black man, also tends to undermine the judicious use of authority. So when the police are met with a hostile reaction from members of the black community, they become less attentive to the rule of law and tend to apply less judicious application of their authority. In addition, the element of authority serves to set the police officer apart from the conventional world, and even more so from the black world. He therefore experiences a strong need to find his identity with his occupational group. This results in a close group solidarity and the development of a "we vs they" attitude.

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From this, it can be concluded that the element of danger leads to self defensive conduct which gives rise to fear and anxiety. The element of authority, rather than rational judgement, is used as a tool to reduce threats. Since it is impossible to separate these two variables, the answer must be found in extensive training for the police.

The authority of the police contributes to negative police-community relations in another way. The black youth, in developing a new sense of self-identity, racial pride, and militancy, have rejected the conventional white middle-class concept of morality. This has resulted in the widening of the gap between the police and the black community since the police are seen as the visual representatives of the authority of the dominant society which is seen as serving to maintain the status quo. As a result, conventional police practices, e.g., field interviews, aggressive patrol, etc., are looked upon by the black community with increasing bitterness. The black youth, in rejecting what is considered to be an oppressive system, release their bitterness, aggressions and frustrations on the police. This results in the police themselves becoming a target for bitterness and prejudice and any incident of misconduct on the part of the police maybe magnified and often taking the form of exaggerated rumors. As a result, the general atmosphere of discontent and resentment of authority is directed toward the police; thereby, further polarizing the two groups.

The very nature of police work, then, places the police in a negative position within the black community. They have traditionally been forced by the system to play an adversary role in the ghetto and even the sincere attempts to enforce the laws have resulted in a barrier between them and the people they are sworn to serve and protect. This polarity and social

distance prohibits the police officer from being a protector of the ghetto because he is deprived of the active citizen assistance which is necessary if he is going to carry out his responsibility.

If this "viscious cycle" is to be broken, barriers must be destroyed and good will established on both sides. This can only be accomplished by a change in the attitudes of the ghetto residents toward the police and the attitudes of the police toward ghetto residents.

Even though there are stresses in law enforcement, the police can not be blamed entirely for the existing problem, for in many ways it is the structure of the society itself which contributes to the abnormal condition. However, it will not suffice to say that the ghetto residents are alienated or estranged from the conventional norms of social institutions, including law enforcement, are estranged from the people, for the institutions are not known to change quickly or easily with changes in the social scene. It might be well to say that the reactions of the ghetto residents are a normal reaction to an abnormal situation. As such, and since the police already constitute an organizational structure conducive to change, it is only logical to assume that they should take the initiative in devising an effective program aimed at alleviating the current polarization that exists.

1.144 Goals

- A. To improve the relationship between the police and residents of the Model Cities area by increasing mutual respect between the two groups to the same level it exists in other parts of the city.
- B. To supplement law enforcement activities with programs and procedures which emphasize crime prevention, repression and solution; thereby making the Model Cities area as safe a place in which to live and work as elsewhere in the city.
- C. To integrate the Portland Fire Department by increasing black representation to the same proportion blacks are represented in the city as a whole.

1.145 Program Approaches

- A. A police-community relations program will be developed in the Model Cities area which will include the following components:
 - 1. An intensified and innovative police in-service training program designed to focus on the human relations factors which are so important to modern police work. The ultimate goal of this training program will be to teach the police how to continue doing their job with the maximum effectiveness while building public confidence that fair and equal law enforcement is being maintained at all times. The program will utilize a variety of teaching techniques.
 - 2. Establish a police-community center in the Model Cities area. The center will be designed to make the police readily accessible to the residents of the area and increase the likelihood of positive contact between police and residents.

3. Establish police-community relations advisory committees in the eight school districts in the Model Cities area. These committees would have the responsibility of identifying problems that effect positive police-community relations in their respective areas and offering suggestions for solving these problems.

4. Establish a Model Cities police-community relations steering committee composed of representatives from the eight Neighborhood Advisory Committees. This committee would have the responsibility of reviewing police procedures and practices as they relate to police service in the Model Cities area. In addition, the steering committee would promote dialogue between the police and residents.

5. Implement a citizens ride-a-long program which would allow residents of the Model Cities area to see the problems encountered by the police in their day-by-day work.

6. Develop, print and distribute a "Model Cities Citizen Guide to Public Safety" book. The purpose of this book will be to acquaint the citizens with the various services which exist to protect him and to inform citizens of their rights and responsibilities in the area of public safety.

7. Provide a means whereby residents of the Model Cities area can register their complaints against the police and have them received and investigated in an objective and fair manner. This will be accomplished by the establishment of an internal affairs unit within the police department. To assure that the residents have a method of voicing their complaints, a citizens complaint form will be developed and distributed in the community.

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8. To improve the caliber of police service in the Model Cities area, a method will be developed whereby all officers assigned to that area will be screened. This will be done to insure that officers with known prejudices or a history of conflict with people will not be assigned to such a sensitive area.

9. Assign police-community relations officers to the Model Cities area. These officers will have the responsibility of developing positive contacts with the residents by identifying socio-economic problems and referring the person possessing these problems to the community agency equipped to handle the problem.

10. One effective method of improving police-community relations would be to have more black policemen on the force. A variety of methods will be explored to increase the number of black policemen on the Portland Police Bureau. An evaluation will be made of the Department's entrance requirements and recruitment procedures to determine if they should be altered to attract more black recruits. In addition, the Department's testing procedure will be evaluated to determine if they are discriminatory. A law enforcement community relations internship program and a community service officer internship program will be designed to recruit black policemen.

11. Establish a procedure whereby officers are awarded for acts of good police-community relations.

12. Consideration will be given to the establishment of a family crisis unit. The purpose of this unit would be to specialize in handling family disputes which occupy a large percentage of police time.

13. Establish a Police Elementary School program designed to improve children's concept of law and justice.

14. Establish a Summer institute on law and justice for elementary and high school social science teachers and counselors. This program is designed to bring about desirable changes in the teachers' attitude toward the police which in turn will be passed on to their students.

15. Consideration will be given to changing the police uniform to make it less combative in appearance.

16. Establishment of police-youth discussion groups. This program will bring the police and the youth of the Model Cities area together in a non-enforcement and non-controlling atmosphere in order to develop mutual understanding and respect.

B. The crime reduction efforts of the Model Cities program will direct its efforts at improving the caliber of police service in the Model Cities area and involving the residents in the cause of crime prevention as follows:

1. Implement the "team policing" concept in the Model Cities area. This program is designed to coordinate the activities of all aspects of police work in an effort to discover and solve crime.

2. Implementation of police-community relations advisory committees in the eight Model Cities school districts. This program will be designed to increase citizen involvement in the cause of crime prevention, crime reporting and the willingness to serve as a witness. This program is described in Goal I, Item 3.

3. Establish a Model Cities Youth Care Center and specialized Foster Home Program. The purpose of this program is to provide specialized foster homes for disadvantaged youth from the Model Cities area who have been referred to the Juvenile Court; thereby decreasing the likelihood of the youth continuing in a career of delinquency. The program is also designed to cut down on the recidivism rate, which in turn should reduce the crime rate.

4. Assignment of police-community relations officers to the Model Cities area. This program is described in Goal I, Item 9. The program should affect the crime rate by removing some of the socio-economic problems that are conducive to the commission of crime.

5. Implementation of a youth vehicle reconstruction program. This program is designed to engage the youth of the Model Cities area in a constructive cooperative enterprise designed to occupy their time, provide them with a skill, and make money. Since a large percentage of the crime committed in the Model Cities area involve young people, this program should have a positive effect on reducing the incident of crime.

C. The third goal of integrating the Portland Fire Bureau will involve the following program approaches:

1. An examination of the Fire Bureau's recruitment policies to determine if any efforts are made to attract black firemen.

2. A testing of the validity of the Fire Bureau's testing procedure. The written examinations will be evaluated to determine if it contains any cultural basis which would discriminate against black candidates. The

oral examination panel should have on it a black representative to check for discrimination in that phase of the selection process.

3. A program will be developed to train blacks to pass the Fire Bureau's written examination.

D. Additional Elements

Closely related to the crime problem within the Model Cities area is the problem of narcotic and drug abuse. Although no particular program approach has been designed specifically for the narcotic and drug abuse problem, it will be an item of consideration of both police officials and the citizens of the Model Cities area. Inconsidering this problem and its inherent effect upon the crime rate, the combined efforts of police and citizens will be directed toward devising methods of reducing the incidents of narcotic and drug abuse in the Model Cities area. One method of reducing narcotic and drug abuse which will be explored will be an educational program designed to impress upon school children the negative effects such indulgence have upon an individual. Second, emphasis will be placed on the detection of narcotic and drug abuse and the enforcement of the laws related to same. It is envisioned that the most effective enforcement efforts should be aimed at eleviating the source of the illegal drugs and narcotics which are peddled in the Model Cities area.

Closely related to the narcotic and drug abuse problem is the problem of prostitution in the Model Cities area. The two problems are closely related in that research has shown that a large percentage of females who practice prostitution also indulge in illicit use of

narcotics. Here, also, no specific program approach has been developed specifically for the prostitution problem. Nevertheless, the matter will also be considered by the police and Model Cities residents. One most effective method of cutting down on open prostitution in the Model Cities area would be to enact a law designed to arrest and punish the male partner of the act. Such a law has been proposed and efforts will be made to have it enacted in the forthcoming legislative session. Since the vast majority of the males who patronize the prostitutes who practice their trade in the Model Cities area are white, it is logical to assume that they are not residents of the Model Cities area. Consequently, a law subjecting the male to arrest for his participation in the act should be a deterrant and thereby reduce the number of white males who frequent the area in search of extra-curricular activities. Removal of the customer should also remove the seller.

The third problem for which no specific program approach was developed is that of drunkenness. Many experts in the field of medical-criminology suggest that chronic drunkenness should not be considered a crime, rather should be treated as an illness. As such, there is a need to explore new methods of dealing with the problems of drunkenness. The most current thinking relating to the problem of drunkenness is that the alcoholic offender should be treated medically rather than handled as a criminal matter. In line with that chain of thought, consideration will be given to the establishment of detoxification centers as a method of dealing with this enormous problem.

1.146 Strategy

A. Portland Model Cities program places its greatest importance on obtaining Goal A (improvement of police and community relations). This is being done because the goal of improving police and community relations is a necessary prerequisite for accomplishing Goal B (reduction in the crime rate).

Contrary to popular belief, the "thin blue line" alone cannot solve the crime problem. If the police do not have the cooperation of the public, their efforts of crime reduction will be fruitless. There are not enough policemen, nor could the city afford to hire enough, if the public did not voluntarily obey the law. The programs of police-community relations, as incorporated in this project, are designed to eliminate many of the negative attitudes held toward the police which will eventually result in involving the citizen as a partner in crime prevention. This is very important, since crime, like slums, poverty, and discrimination is a total community responsibility.

The next goal priority is given to Goal C integration of the Portland Fire Bureau.

B. The problem of police-community relations will not be solved by words alone. The police will, and rightfully so, be judged on their deeds. Consequently, the first priority in accomplishing the goal of improving police-community relations is the police-in-service human relations training program. It is generally recognized that a person perceives any information he receives based upon his preconditioning.

As a result, one uniformed officer becomes a symbol of not only all other policemen, but also a symbol of government and the law. If, in the minds of the public he is brutal and prejudiced, then all policemen, the government, and the law becomes the same. It is for that reason financial and timing priority is given to this program approach.

Second priority is placed on the establishment of the eight Neighborhood Advisory Committees and the Steering Committee. Since the latter is dependent on the former, both are given equal priority in timing and financing. The emphasis placed on this program approach relates to the importance of citizen participation in the police mission.

Next priority is placed on the establishment of a police-community relations center in the Model Cities area. This is because a remote police headquarters only serves to increase the social and physical distance between the police and the public. The overall program of improving police-community relations demands that the police be readily accessible to the public.

The establishment of a Summer Institute on law and justice for school teachers and the police elementary school program are given equal priority and thereby placed in this sequence. These two program approaches are interrelated in that the attitudes of the children are influenced to a great degree by the attitudes of their teachers. Since the youth are in the attitude development stage, positive contact with the police would assist in their developing positive attitudes toward law enforcement and processes of justice.

The Law Enforcement Community Relations Internship program and the Community Service Officer program are placed on equal status at this stage in the priority sequence. The timing and financing of these two programs is equated to the importance placed on attracting more black policemen. Each of the two programs are designed to accomplish that important goal.

The remaining program approaches developed to accomplish this goal are considered collectively in priority assignment, since the monetary involvement is small or non-existent. This is not to say, however, they are not considered important, rather they are approaches which can be implemented in conjunction with the above program approaches without great expenditures.

In developing a strategy for the second goal of reducing the crime rate in the Model Cities area, the implementation of the vehicle reconstruction program is given top priority. This is being done because the greatest percentage of crime committed in the Model Cities area are crimes committed by youth and over 40% of the Model Cities population is under 21 years of age. Therefore, this project designed to involve the youth in constructive activities is given first priority.

Second priority in timing and financing is given to the assignment of police-community relations officers to the Model Cities area. Since these officers will be responsible for discovering the socio-economic problems that might lead a person to commit a crime, it constitutes a "before the fact" policing effort aimed at crime prevention.

Next priority is assigned to the establishment of a Model Cities Youth Care Center and Specialized Foster Home Program. The importance of reaching the youth before they have developed a strong identification with a life of delinquency accounts for the importance given to this program and its sequential placing.

The "team policing" concept is one which is a no cost item and can be implemented upon the implementation of the other program approaches. The police-community relations advisory committees have previously been given a priority rating under Goal A.

In achieving Goal C first priority is given to examination of Fire Bureau's recruitment program. Closely related, and given second priority will be testing the validity of the Fire Bureau's testing procedure. Next, a program will be designed to train Fire Bureau candidates to pass the civil service examination.

CENSUS TRACTS PORTLAND, OREGON

— TRACT BOUNDARIES
— CITY
- - - COUNTY LINE
1:100,000

PORTLAND CITY PLANNING COMMISSION NOV 1968

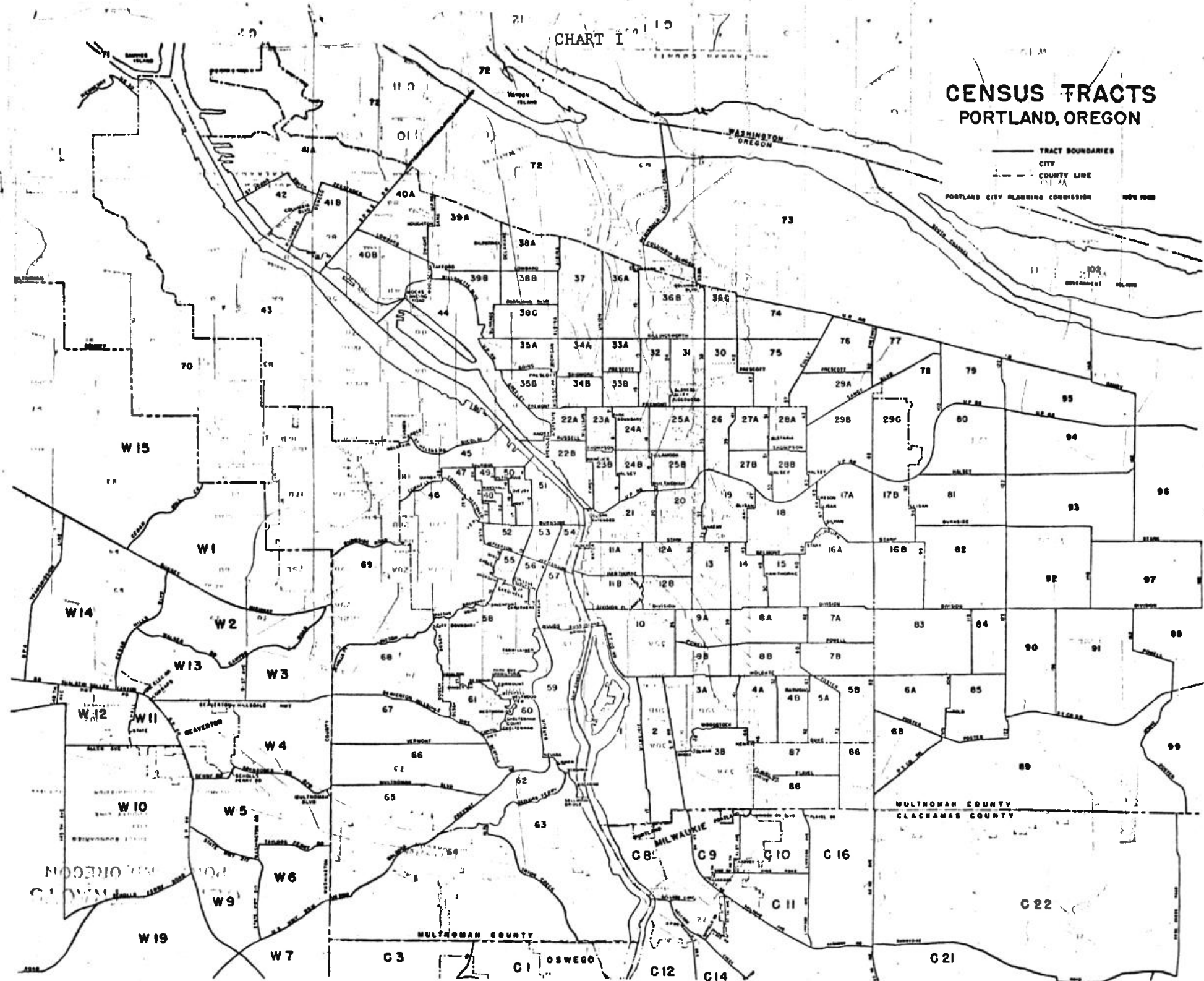


CHART III

CRIME RATES
1962 thru 1967

NATIONAL AVERAGE, CITY OF PORTLAND, OREGON
AND
MODEL CITIES AREA PORTLAND, OREGON

ALL CLASS I CRIMES

(Percentage of Increase 1962 thru 1967)

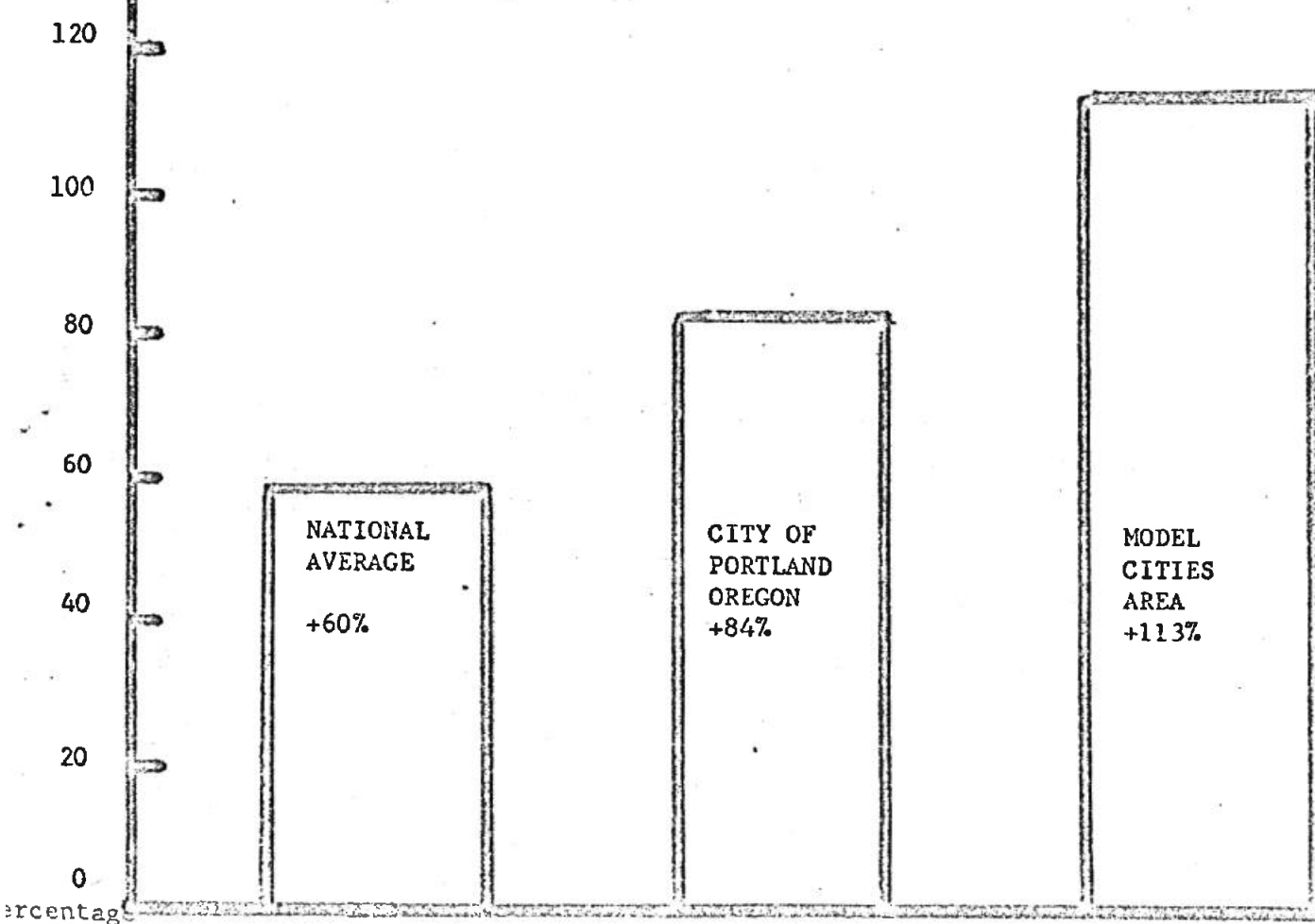


CHART IV

MODEL CITIES AREA

CLASS I CRIMES BY SELECTED CENSUS TRACTS

CENSUS TRACTS	22-A	22-B	23-A	23-B	24-A	24-B	32-A	33-A	33-B	34-A	34-B	35-A	35-B	36-A	36-B	38-C	Total	
POPULATION	2877	993	3241	1979	3665	2461	4685	3004	3257	4053	3412	4184	3048	4977	6779	4640	57,255	
BLOCKS	78	93	139	101	59	73	105	74	66	83	65	101	70	127	115	94		
YEAR	Total % Inc.																	
1962	185	212	219	202	101	396	111	163	118	224	182	148	113	186	133	107	2701	
1963	186	157	272	291	89	442	134	210	151	226	163	136	89	189	144	150	2959	9 %
1964	249	258	260	310	120	500	168	312	182	367	329	163	144	221	175	131	3882	28 %
1965	249	220	287	347	189	459	206	306	245	362	320	147	144	294	225	151	4151	7 %
1966	276	338	334	433	176	546	205	335	215	375	342	148	140	256	261	64	4620	11 %
1967	280	355	447	406	249	790	224	318	254	548	493	233	200	375	352	224	5748	23 %
Percent of Inc.	51%	67.5%	104%	101%	146.5%	99%	102%	95%	112%	144.5%	171%	57.5%	77%	101.5	164.5	109	101.4%	78 %

CRIME RATE MODEL CITY AREA VS CITY OF PORTLAND

(Class I Crime per 1,000 population)

	Model Cities	City of Portland
1962	47	38
1963	52	41
1964	68	48
1965	72	52
1966	80	57
1967	100	70

CHART V
ANALYSIS BY CENSUS TRACT AND CRIME CLASSIFICATION FOR
MODEL CITIES AREA FOR 1966 and 1967
CITY OF PORTLAND, OREGON - 1966

CENSUS TRACT	HOMICIDE	RAPE	ROBBERY	ASSAULTS	BURGLARY	LARCENY	AUTO THEFT
22A		1	17	45	66	80	17
22B		2	14	13	84	163	16
23A	1	1	18	50	96	117	15
23B		2	9	20	94	247	34
24A			7	16	41	82	22
24B			23	17	39	404	81
32		2	7	15	80	87	17
33A		2	10	39	79	206	28
33B	1		8	24	58	123	15
34A	1	1	28	59	117	173	30
34B	1	2	15	78	118	137	29
35A	2		7	14	50	80	10
35B			9	16	44	82	5
36A	1	2	7	30	93	129	18
36B		3	13	10	82	150	29
38C			4	8	27	106	22
TOTAL 1966	7	18	196	454	1168	2366	388

CHART V (2)

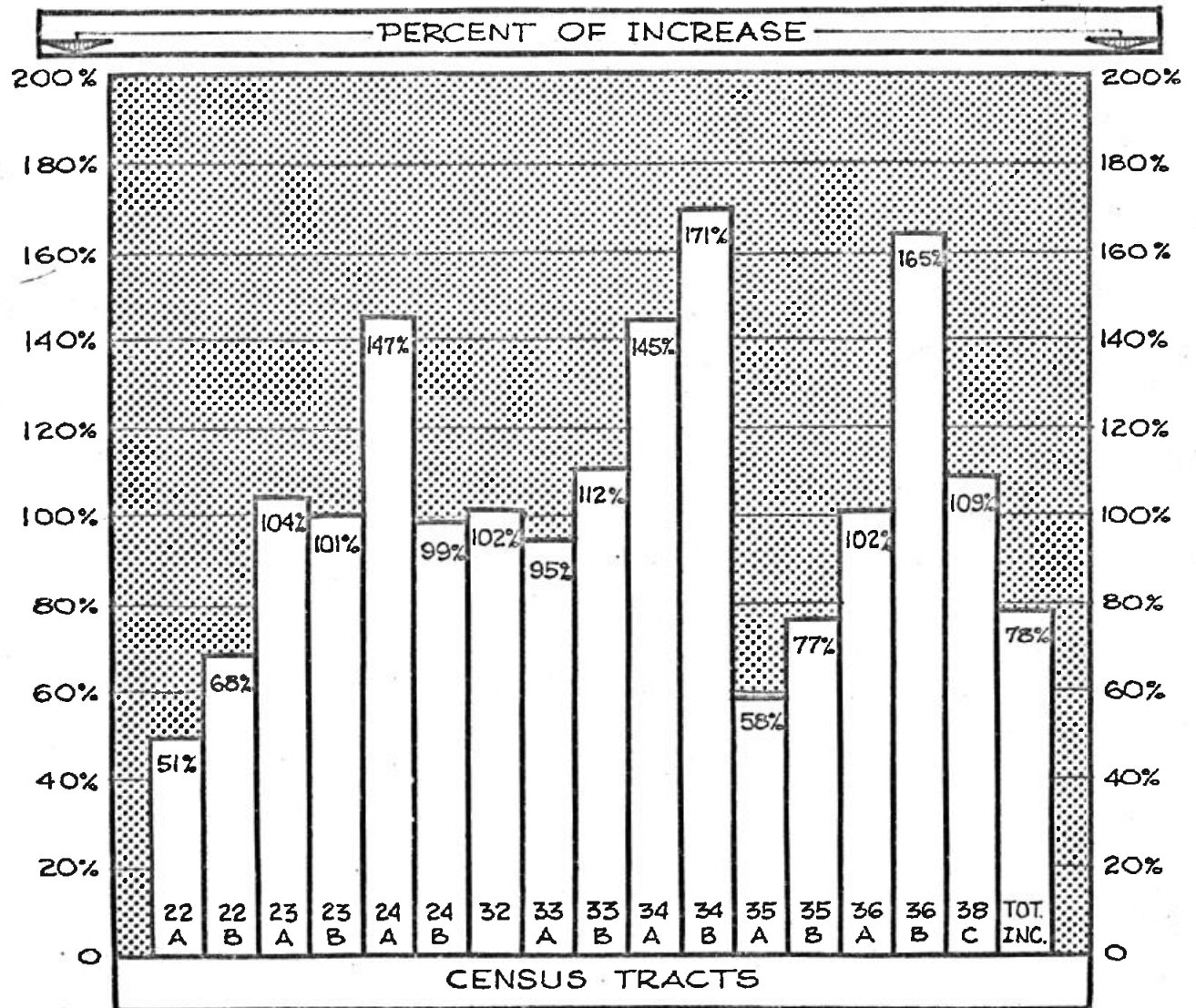
MODEL CITIES AREA CENSUS TRACTS - 1967

CENSUS TRACT	HOMICIDE	RAPE	ROBBERY	ASSAULTS	BURGLARY	LARCENY	AUTO THEFT
22A			23	61	62	110	24
22B		1	13	25	102	200	15
22C					1	2	
23A		1	27	65	116	202	34
23B			21	25	81	240	39
24A			17	29	89	96	21
24B			42	35	80	549	86
32		1	14	18	90	91	20
33A			33	50	73	198	28
33B			20	27	71	113	23
34A		3	31	73	156	227	57
34B	4	1	31	77	141	173	66
35A		2	14	13	68	110	27
35B			12	22	56	94	16
36A		1	26	34	115	178	21
36B	1	1	17	21	102	182	27
38C		1	16	14	39	141	13
TOTAL 1967	5	12	357	589	1432	2906	517
PERC. DIFF.	-40%	-50%	+82%	+30%	+23%	+23%	+33%

CHART VI
CITY OF PORTLAND, OREGON
MODEL CITIES AREA
CLASS II CRIMES BY SELECTED CENSUS TRACTS

CENSUS TRACT	22-A	22-B	23-A	23-B	24-A	24-B	32-A	33-A	33-B	34-A	34-B	35-A	35-B	36-A	36-B	38-C
POPULA- TION	2877	993	3241	1979	3665	2461	4685	3004	3257	4053	3412	4184	3048	4977	6779	4640
BLOCKS	78	93	39	101	59	73	105	74	66	83	65	101	70	127	115	94
YEAR																
1962	393	241	199	197	57	127	75	141	96	155	200	84	81	116	77	76
1963	370	195	238	204	57	160	72	131	91	188	201	88	66	130	39	88
1964	322	198	215	177	66	159	63	149	95	177	209	82	81	125	80	89
1965	252	166	208	148	104	155	86	185	118	211	195	82	73	161	99	114
1966	173	154	180	194	92	154	72	142	122	220	241	111	87	173	105	26
1967	192	196	228	220	108	214	90	182	102	212	224	112	77	179	110	109
% of Increase	- 51%	-13.5%	14.5%	11.5%	89.5%	68.5%	20%	29%	6%	37%	12%	33%	-5%	54%	43%	42%

CHART VII



■ CLASS I CRIMES ■

■ Percentage of Increase by Model Cities
Census Tracts for 1962 through 1967.

MODEL CITIES
PORTLAND, OREGON

CHART VIII
CITY OF PORTLAND, OREGON - 1967
ANALYSIS OF PERSONS CHARGED BY RACE

ADULTS

CLASSIFICATION OF OFFENSES		WHITE	NEGRO
CLASS I CRIMES			
1	MURDER/NON. NEGLIGENT MANSLAUGHTER	3	2
	MANSLAUGHTER BY NEGLIGENCE		1
2	FORCIBLE RAPE	11	3
3	ROBBERY	82	41
4	AGGRAVATED ASSAULT	412	164
5	BURGLARY: BREAKING OR ENTERING	156	56
6	LARCENY-THEFT (EXCEPT AUTO THEFT)	520	97
7	AUTO THEFT	46	18
CLASS II CRIMES			
1	ARSON	2	2
2	FORGERY & COUNTERFEITING	49	15
3	FRAUD	65	3
4	EMBEZZLEMENT	107	25
5	STOLEN PROP: BUYING, RECEIVING, POSSES.	89	41
6	VANDALISM	8	1
7	WEAPONS: CARRYING, POSSESSING, ETC.	80	76
8	PROSTITUTION & COMMERCIALIZED VICE	64	68
9	SEX OFFENSES (EXCEPT FORCIBLE RAPE & PROSTITUTION)	37	1
10	NARCOTIC DRUG LAWS	157	63
	OPIUM OR COCAINE & THEIR DERIVATIVES (MORPHINE, HEROIN, CODEINE)	18	35
	MARIJUANA	131	20
	SYNTHETIC NARCOTICS-MFG. NARCOTICS WHICH CAN CAUSE TRUE DRUG ADDICTION (DEMEROL, METHADONES)	5	2
11	OTHER DANGEROUS NON-NARCOTICS DRUGS	3	6
12	(BARBITURATES, BENZEDRINE)		
13	GAMBLING	11	3
14	OFFENSES AGAINST FAMILY & CHILDREN	6	1
15	DRIVING UNDER THE INFLUENCE	1520	109
16	LIQUOR LAWS	434	9
17	DRUNKENNESS	7067	908
18	DISORDERLY CONDUCT	306	98
19	VAGRANCY	275	76
	ALL OTHER OFFENSES (EXCEPT TRAFFIC)	670	160
	TOTAL	12,166	2,038

CHART IX
CITY OF PORTLAND, OREGON - 1967
ANALYSIS OF PERSONS CHARGED BY RACE
JUVENILES

CLASSIFICATION OF OFFENSES		WHITE	NEGRO
CLASS I CRIMES			
1	MURDER & NON-NEGLIGENT MANSLAUGHTER	4	1
2	FORCIBLE RAPE	2	
3	ROBBERY	21	17
4	AGGRAVATED ASSAULT	98	45
5	BURGLARY: BREAKING AND ENTERING	253	65
6	LARCENY-THEFT (EXCEPT AUTO THEFT)	1132	274
7	AUTO THEFT	210	42
CLASS II CRIMES			
1	ARSON	15	11
2	FORGERY AND COUNTERFEITING		
3	FRAUD	1	
4	EMBEZZLEMENT	18	9
5	STOLEN PROP: BUYING, RECEIVING, POSSES.	79	36
6	VANDALISM	147	25
7	WEAPONS: CARRYING, POSSESSING, ETC.	38	10
8	PROSTITUTION/COMMERCIALIZED VICE	1	3
9	SEX OFFENSES (EXCEPT FORCIBLE RAPE & PROSTITUTION)	9	
10	NARCOTIC DRUG LAWS	17	1
	OPIUM/COCAINE & THEIR DERIVATIVES (MORPHINE, HEROIN, CODEINE)	2	
	MARIJUANA	15	1
	SYNTHETIC NARCOTICS-MFGD. NARCOTICS WHICH CAN CAUSE TRUE DRUG ADDICTION (DEMEROL, METHADONES)		
11	OTHER DANGEROUS NON-NARCOTIC DRUGS (BARBITURATES, BENZEDRINE)		
12	GAMBLING		
13	OFFENSES AGAINST FAMILY/CHILDREN	98	12
14	DRIVING UNDER THE INFLUENCE	10	
15	LIQUOR LAWS	504	15
16	DRUNKENNESS	100	6
17	DISORDERLY CONDUCT	125	43
18	VAGRANCY	144	8
	ALL OTHER OFFENSES (EXCEPT TRAFFIC) SUSPICION	2543	282
	TOTAL	5,569	905

CHART X

200

150

100

50

Year

1962

63

64

65

66

67

68

69

70

71

72

CLASS I CRIMES

City of Portland, Oregon - Model
Cities Area, Portland, Oregon

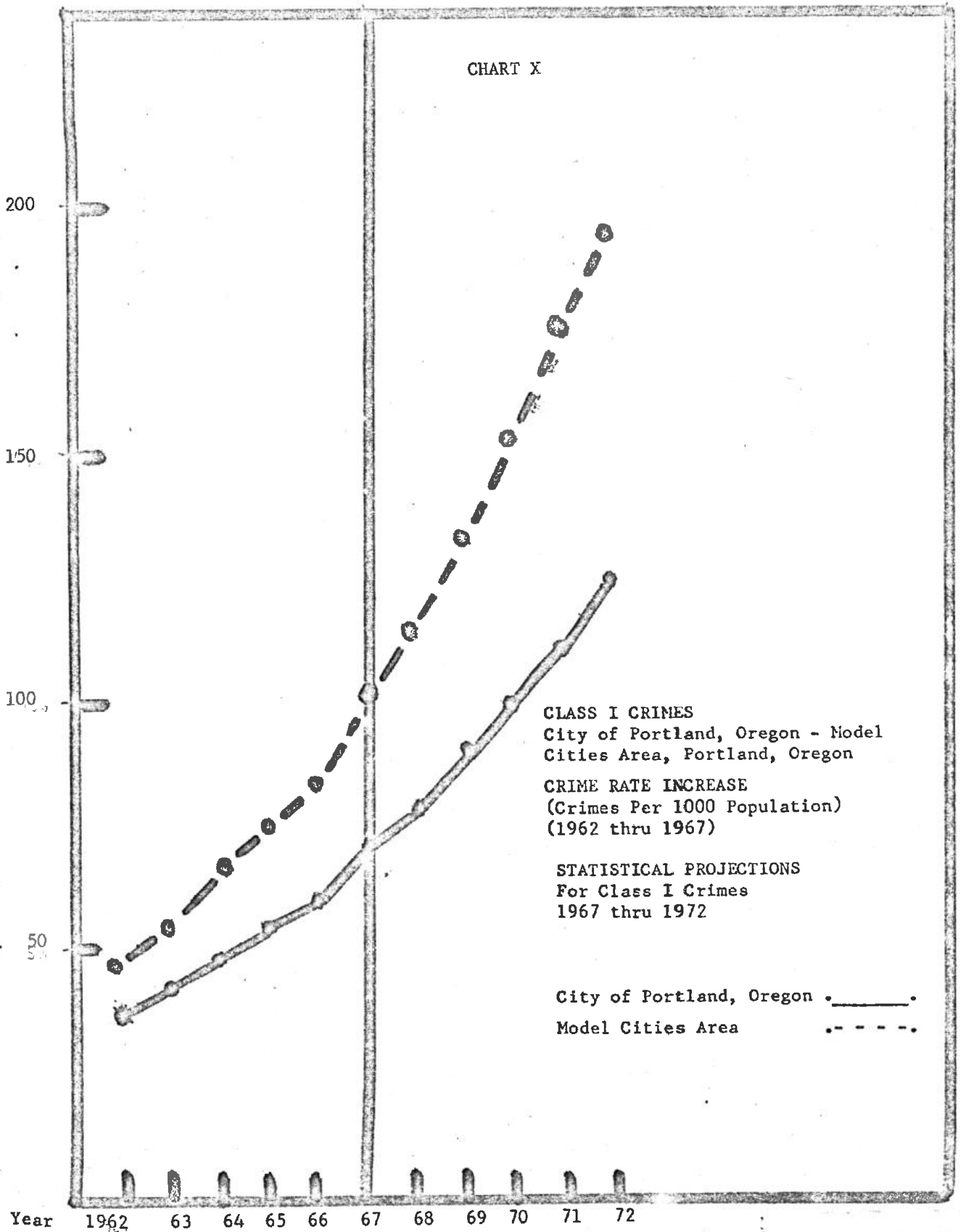
CRIME RATE INCREASE
(Crimes Per 1000 Population)
(1962 thru 1967)

STATISTICAL PROJECTIONS

For Class I Crimes
1967 thru 1972

City of Portland, Oregon

Model Cities Area



2.140 PUBLIC SAFETY

2.140 Introduction:

Objectives - the long range objective is to change the nature of the Model Cities area in several significant ways. Primarily, the area must become one in which the incidence of crime is indistinguishable from the expected norm for the urban area. As a part of this, citizen hostility toward and fear of law enforcement personnel and suspicion and mistrust of judicial processes will no longer be prevalent. To achieve these objectives, a solid base of mutual understanding must be built and all evidence of discriminatory practices removed.

In five years it is projected that cooperative efforts to solve problems of public safety will have become common practice and the incident of conflict or harassment an increasingly rare occurrence. The Police and Fire Bureaus will include representative numbers of black employees and will offer career development opportunities to the increasingly interested black youth.

First Two Years - It is projected that programs to meet each of the major goals and objectives will be well under way. Progress toward Goal I, improving police-community relations, will be noted by an estimated forty percent increase in "positive" police-citizen contacts brought about by six separate but related programs designed to establish an element of mutual respect between officers and residents. The plans to improve the quality of officers assigned to the Model Cities area will have been largely implemented, but with several years to go before they would be fully effective.

In addition, programs will be well underway to provide accessible and fair means for airing citizen grievances, to develop a more amiable and productive relationship between the police and the youth of the area, and some twenty-five black policemen will have been added to the force with two intern programs well underway.

Notable progress will also have been made toward reaching Goal II, the reduction of the area's crime rate. The disparity in the crime rate between the Model Cities area and the City as a whole will have been reduced by one-third with the implementation of programs designed to bring about citizen involvement and more direct relationships between the officer and the area's residents, especially the youth.

The final goal, that of bringing about the integration of the Fire Bureau will have made a strong beginning. Considering the all-white make-up of the Bureau at present, a reversal of that status is, in itself, a mark of progress.

Future Years - Should the two-year projections described above indeed be met, the prognosis for substantial gains toward meeting each of the three broad goals will be favorable. The base upon which long range improvements must be built, shall have been established in that time. Ultimate success in meeting fully the goals described will rest with the continued diligent pursuit of stated objectives and the degree to which a genuine dialogue between previously contending forces has developed. With an emphasis on the youth of the area, the chances for ultimate success should improve with time.

2.141 Limiting Factors:

Some of the programs proposed in this section are new and innovative, others have the strong recommendation of the President's Crime Commission, while the remainder are adaptations of well-established programs in other communities. All have an excellent chance of success, given a fair trial.

Such limitations as exist, then, concern factors of cooperation and coordination. Virtually all the programs will depend on the cooperative efforts of the Police Bureau and the willingness of its staff to work closely with the model neighborhood program elements. In several programs, coordination with school district staff and with youth groups will also be essential.

Since the basic goals of improving police-community relations and reducing crime rates are shared by the community as a whole, it must be assumed that the essential cooperation and coordination will not be lacking.

Initial Cost Data

The overall public safety effort is comprised of twenty-four separate but related program elements. Each has been reviewed by interested and knowledgeable persons who have had experience in similar or related programs. The somewhat modest amounts included for a number of the programs may have to be adjusted upward if the success of these particular efforts exceeds expectations.

Five-Year Program Strategy

Allocation of Resources - Given the serious nature of the problems dealt with in the public safety sector, any effort designed to alleviate the crime rate discrepancy and to reverse a serious lack of police-community rapport must have substantial support in its initial years.

2.141 (2)

Once existing conditions have substantially been remedied, say, after a five-year effort, the problem of maintaining or further improving conditions - even if diligently pursued - will require far less in financial support. Further, the gains to the community, in economic terms alone, should already have been made apparent.

City Resources - While the City will have some dollar commitment to the internship program, its greatest effort must lie in making staff available and supporting their efforts. Thus City resources are the essential element in giving the programs a chance for success. Further, it is assumed that a number of the programs herein proposed, although adding to the duties, obligations and the commitment of the Police Bureau, will, in time, become a part of regular operation procedure.

PUBLIC SAFETY

FIVE YEAR OBJECTIVE TABLE

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<u>GOAL I:</u> IMPROVE POLICE-COMMUNITY RELATIONS IN THE MODEL CITIES AREA				
<u>OBJECTIVE:</u> To establish mutual respect between residents of Model Cities Area and the police	Feelings of antag- onism toward the police	25% increase in positive police-	40% increase in positive police	75% increase in
<u>Program Approaches:</u>				
(a) Establish Model Cities neigh- borhood advisory committees	Planning	Membership of 160	Membership of 320	Membership of 500
(b) Establish a Police-Community Relations Steering Committee	Planning	Implementation and Planning	Implementation	Implementation
(c) Establish Summer Institute on Law and Justice	Planning	72 participants	100 participants	150 participants
(d) Establish an Elementary School Program	Planning	Exposure of 25% of students	Exposure of 50% of students	Exposure of 100% of students
(e) Establish a Police-Community Relations Center in Model Cities area	Planning	Implementation	In year 1	
(f) Assignment of Police-Community Relations offices to Model Cities area	Planning	5 PCR offices assigned	Implementation	Implementation

	Initial Condition		Year 1		Year 2		Years 3-5	
	1-68	12-68	1-69	12-69	1-70	12-70	1-71	12-73
<p><u>OBJECTIVE:</u> To improve the caliber of officers assigned to Model Cities</p> <p><u>Program Approaches:</u></p> <p>(a) screening of officers assigned to Model Cities area</p> <p>(b) Provide an incentive by rewarding officers for acts of good community relations</p> <p>(c) Expansion of Police-Community Relations Training Program</p>	No procedure for screening officers		25% of officers screened		50% of officers screened		100% of officers screened	
	Planning		Planning and Implementation		Implementation Complete		All officers screened	
	Planning		Planning		Implementation		Implementation Complete	
	Planning		Intensified In-Service		Continuous In-Service Training		Continuous In-Service Training	
<p><u>OBJECTIVE:</u> To provide a means where by citizens can voice their grievances against the police</p> <p><u>Program Approaches:</u></p> <p>(a) Establish an Internal Affairs Unit</p> <p>(b) Establish a Model Cities complaint form</p>	No effective communication		10% reduction in grievances		25% reduction in grievances		75% reduction in grievances	
	Planning		Planning		Implementation		Implementation complete	
	Planning		Implementation		During year 1			

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
(c) Develop a Model Cities Guide to Public Safety book	Planning	Planning	Implementation	Implementation complete
OBJECTIVE: Increase the number of Black Policemen in The Police Department at all levels and throughout the City.	5 Black Policemen	15 Black Police-men	25 Black Police-men	50 Black Police-men
<u>Program Approaches:</u>				
(a) Establish a Law Enforcement Community Relations Internship Program	Planning	20 Interns	35 Interns	50 Interns
(b) Establish a Community Service Officer Program	Planning	10 Interns	15 Interns	25 Interns
(c) Evaluation of Portland Police Bureau's entrance Requirements	Planning	Planning	Implementation of recommendations	Implementation complete
(d) Test re validity of the selection examinations both oral and written	Planning	Planning	Implementation of recommendations	Implementation complete
OBJECTIVE: To improve the relationship between the police and youth of Model Cities area				
<u>Program Approaches:</u>				
(a) Establish a youth commercial adventure	Planning	Implementation	Implementation	Implementation

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
(b) Police-youth discussion groups	Planning	50 youth participants	75 youth participants	150 youth participants
<u>GOAL II:</u> REDUCE THE CRIME RATE IN THE MODEL CITIES AREA				
<u>OBJECTIVE:</u> To reduce the disparity in the crime rate between the Model Cities area and the City of Portland	Reduce disparity by 10%	Reduce disparity by 20%	Reduce disparity by 25%	Reduce disparity by 30%
<u>Program Approaches:</u>				
(a) Implement a Model Cities Youth Care and Specialized Home Program to reduce youth crime	Planning	Planning	Implementation	Implementation complete with 30 youths
(b) Implementation of team policing in Model Cities area	Planning	Implementation	During year I	
(c) Planning for better police service		Use of "safe streets" funds		
<u>OBJECTIVE:</u> Involvement of citizens in cause of crime prevention	Reluctance to report crime	Increase residents reporting by 5%	Increase residents crime reporting by 10%	Increase residents crime reporting by 25%
<u>Program Approaches:</u>				
(a) Establish Model Cities neighborhood advisory committees	Planning	Implementation	In year I	

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<u>GOAL III: INTEGRATE THE PORTLAND FIRE BUREAU</u>				
OBJECTIVE: To integrate the Portland Fire Department	No Black Firemen	1% of Bureau Black	2% of Bureau Black	5% of Bureau Black
<u>Program Approaches:</u>				
(a) Examine Fire Department's recruitment program	Planning	Planning	Implementation of changes	Implementation of changes complete
(b) Test the validity of the Fire Department's testing procedure	Planning	Planning	Implementation of recommendations	Implementation of recommendations complete
(c) Establish a program to train Blacks to pass the Fire Exam	Planning	Planning	30 trainees	50 trainees

PUBLIC SAFETY

FIVE YEAR FISCAL NEEDS (THOUSANDS OF DOLLARS)

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
GOAL I: TO IMPROVE THE RELATIONSHIP BETWEEN THE POLICE AND RESIDENTS OF THE MODEL CITIES AREA BY INCREASING MUTUAL RESPECT BETWEEN THE TWO GROUPS		See # 2.140		
TOTAL Expenditures, City				
TOTAL Expenditures, Model Cities				
Objectives and Program Approach		See # 2.140 and # 2.142 - Pages 1-5		
GOAL II: REDUCE CRIME RATE				
<u>Program Approach:</u>				
(c) Planning for better police services		\$9		

2.142 (6)

2.143 Required Narrative

Program Approaches

The five year objective table distinguishes each of the twenty-four program approaches and relates each to the state objectives and the basic goals.

2.160 FIVE YEAR FORECAST - RECREATION

2.160 Introduction

The long-range goal for recreation in the Model Cities area is the provision of recreational facilities and programs sufficient in quantity and variety to serve all ages, especially the youth and the aged.

It is of the utmost importance that Model Cities residents are involved in the planning for the development of recreational programs to serve them. Thus, the program for the first two years emphasizes involving youth in planning programs for themselves; drawing up a comprehensive plan which will coordinate existing recreational services and provide additional services and facilities; and initiating open and direct communications between Model Cities residents and recreation agencies.

The emphasis for the remaining three of the five years will be determined by the experiences of and the planning completed during the first two years. Thus, it is not possible to project costs much beyond the first year. The youth activities and planning project will cost somewhat under \$40,000 the first year, and at least that amount for the second year. Costs of this project will be supplied by supplemental funds.

2.161 Limiting Factors

With a first year project of this size, no major obstacles are foreseen. The one limiting factor will be the inertia present in the recreational agencies and their staff.

Continue.

2.162

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<p><u>GOAL II:</u> INCREASE UTILIZATION OF RECREATION SERVICES</p> <p><u>OBJECTIVE 1:</u> Better and more facilities for recreation.</p> <p><u>OBJECTIVE 2:</u> Better and more relevant programs.</p> <p><u>Program Approaches:</u></p> <p>1. Comprehensive planning effort in 1969:</p> <p> a. Survey of existing facilities and programs in Model Neighborhood.</p> <p> b. Program planning for existing facilities.</p> <p> c. Planning for new programs and facilities.</p> <p>2. Coordination of existing facilities and programs.</p>	<p>Under-utilization of facilities and programs.</p> <p>Lack of program relevance.</p> <p>Lack of facilities.</p>	<p>Comprehensive planning program:</p> <p> a. Survey.</p> <p> b. Programs.</p> <p> c. Facilities.</p> <p>Gain coordination between existing agencies.</p>	<p>Implement programs planned in 1969.</p> <p>Begin construction of facilities.</p> <p>Continue to work closely with existing agencies.</p>	<p>Continue.</p> <p>Continue.</p> <p>Continue.</p>

2.162 (4)

	Initial Condition		Year 1		Year 2		Years 3-5		Totals
	1-68	12-68	1-69	12-69	1-70	12-70	1-71	12-73	
<u>GOAL III:</u> ACTIVELY INVOLVE YOUTH IN PLANNING FOR THEIR OWN NEEDS.									
<u>OBJECTIVE 1:</u> Meaningfully involve youth in building and decision making within the community.									
<u>OBJECTIVE 2:</u> Plan with youth for solving problems specifically related to Model Neighborhood youth.									
<u>Program Approaches:</u>									
Youth Activities and Planning.			\$37		\$37				

2.163 Required Narrative

Since there is only one recreational project for the first year, no comments are necessary about strategy.

It is hoped that with the active interest and participation of Model Cities residents, the city will allocate increased funds for recreational purposes to Model Cities area.

2.200 TRANSPORTATION

2.200 Introduction

A. Objectives

The long range objective is to provide Model Neighborhood residents, and especially the lower income residents, with convenient and inexpensive transportation to important job areas, service areas, cultural and recreational areas and shopping areas. In five years, it is projected that all major job growth areas will be accessible by public transportation at reasonable cost and at appropriate hours. It is projected that major social service areas will likewise be accessible at reasonable cost and on convenient routes and schedules. It is projected that convenient public transportation will link all parts of the Model Neighborhood to a variety of economical and complete shopping areas, and the major cultural and recreational areas of metropolitan Portland. It is also projected that black residents will be fully participatory in the employment and operation of transportation services in the metropolitan area.

B. First Two Years

It is projected:

1. that the transportation center will be operational and will have had some initial success in arranging for more public transportation routes and better schedules,
2. that the metropolitan area will have reached a regional organizational stage in providing mass transit service,
3. that a transportation company will have been organized,

2.200 (2)

4. that a variety of experiments in vehicles, routes, operations, schedules, arrangements with employers, etc., will have been tested, and

5. that a long-range plan will have been adopted to serve the needs of the Model Neighborhood.

C. Future Years

It is nearly impossible to project into future years, except to predict that public mass transit will be in the throes of study and re-organization for at least five years. The nature of the Model Cities Program proposal is almost entirely experimental and does not lend itself to long-range prognostication. It is assumed that continuing effort will be needed during the five-year period and for that purpose, a continuing transportation center is budgeted. It is anticipated that a transportation company owned and operated by Model Neighborhood residents will have proved feasible and will be operational.

D. Five-Year Cost

The first-year cost is budgeted at \$174,086. Several staff people will not have been on the payroll for the full first year and two trainees will be moving to higher salary levels in subsequent years, so somewhat higher operational expense is anticipated in the second year. On the other hand, it is estimated that approximately \$75,000 of the Contract Services and Consultants first-year budget will be non-recurring. The five-year cost is forecast at \$579,000, which contemplated \$100,000 annual expenditures in the third to fifth years. If the first two or three years meet with considerable success in encouraging better public mass transportation and in launching a transportation company, the third to fifth year might well be budgeted at \$25,000 or less and perhaps even phased out.

2.200 (3)

The total cost on this basis could be about \$350,000.

E. Source of Funds

Model Cities supplemental funds.

2.201 Limiting Factors

The most accurate statement of limitations is also the simplest: this is a highly experimental program proposal. What happens in public mass transit in the metropolitan area is somewhat imponderable, although it seems clear that at least a change from private to public ownership will be forthcoming. What the feasibility study will show for the formation of a transportation company; what success an insurance advisory service will have in affecting rates and solving individual problems; and, what the impact will be of the organization of a center to provide a focus for citizen and organizational effort: these are all questions without ready answers. The fact that it is not possible to make informed guesses about the outcome of these program approaches is itself the greatest justification for undertaking them. There is truly only one way to find out--and that is to try them.

A. Initial Cost Data

Because the program will be heavily dependent upon conducting experiments and hiring qualified consulting firms to make probing studies of problems and opportunities, the contract services and consultant costs are budgeted in fairly substantial amounts. The other costs involved in this component are estimated on the basis of cost and salary experience in the area in the operation of other service projects.

TRANSPORTATION*
FIVE YEAR OBJECTIVES TABLE

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<p><u>GOAL I:</u> ESTABLISH TRANSPORTATION LINKS TO SERVICE AND INDUSTRIAL CENTERS</p> <p><u>OBJECTIVE:</u> Urge transportation firms, especially suburban firms, to establish transportation to and from Model Cities area.</p> <p><u>OBJECTIVE:</u> Coordinate transportation links between service components and centers external to Model Cities area.</p> <p><u>PROGRAM APPROACHES:</u></p> <p>(a) Negotiation with industrial centers</p> <p>(b) Transportation Service Center. (Organization of transport company)</p>	<p>No established routes</p>	<p>Concentrate on Port of Portland, large complexes and suburban business. -- Establish 3 lines</p>	<p>Focus on small business areas, suburban shopping centers. -- Establish 5-10 lines.</p>	<p>Continue.</p>
		<p>Establish center; collect data; conduct feasibility study; establish 3-5 mini-buses.</p>	<p>Expand transport company to recommendations of feasibility study</p>	<p>Continue.</p>

*See Program Approach in Physical Planning and Environment for street improvements which will aid Model Neighborhood residents in home to work journeys, using both buses and private vehicles.

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<p><u>GOAL II: IMPROVE EXISTING MASS TRANSIT OPERATION</u>¹</p> <p><u>OBJECTIVE:</u> Urge consolidation of city transit line with suburban lines into a single public metropolitan authority.</p> <p><u>OBJECTIVE:</u> Negotiate for improved services in Model Neighborhood by transit authority, more frequent services, and lower fares.</p> <p><u>PROGRAM APPROACHES:</u></p> <p>(a) Highlight needs of Model Neighborhood residents.</p> <p>(c) Feasibility study as additional "impartial" evidence of area problems.</p>	<p>Poorly scheduled routes; few lines to suburban areas; expensive (35¢ one way).</p>	<p>Prepare data to highlight problem, release reports, and consolidate effort with other community organization.</p>	<p>Consolidation completed</p>	<p>X</p> <p>Review, following consolidation, to evaluate needed services.</p>

¹These are long-range goals requiring a city-wide effort. Model Cities to cooperate with other community organizations.

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<p><u>GOAL III: COORDINATE TRANSPORTATION SERVICES</u></p> <p><u>OBJECTIVE:</u> To provide a central focal point for Model Neighborhood for the coordination of individual and organizational transportation problems.</p> <p><u>PROGRAM APPROACHES:</u></p> <p>(a) Transportation Center²</p> <p>(b) Feasibility study.</p> <p>(c) Organization of transportation.</p>	<p>For initial condition, see Transportation "Problem Analysis."</p> <p>No coordination.</p>	<p>Establish center and hire staff.²</p> <p>Conduct study and follow recommendations.</p> <p>Organize transportation company on experimental basis-- routes to major employment and service centers.</p>	<p>X</p>	<p>X</p>

²See Work Program for details.

	Initial Condition 1-68 12-68	Year 1 1-69 12-69	Year 2 1-70 12-70	Years 3-5 1-71 12-73
<p><u>GOAL IV: PRIVATE TRANSPORTATION</u></p> <p><u>OBJECTIVE:</u> To inform Model Neighborhood residents of equitable auto insurance and financing rates.</p> <p><u>PROGRAM APPROACHES:</u></p> <p>(a) Public information.</p> <p>(b) Investigation of insurance.</p>	<p>Model Neighborhood residents cannot secure insurance or pay higher rates than is average for city.</p>	<p>Collect information on local firms serving area; negotiate with State Insurance Commissioner publicize firms providing reasonable rates to residents.</p>	<p>Continue, adding firms outside of area</p>	<p>Continue, following evaluation.</p>

TRANSPORTATION
FIVE YEAR FISCAL NEEDS
(in thousands)

	Initial Condition		Year 1		Year 2		Years 3-5		
	1-68	12-68	1-69	12-69	1-70	12-70	1-71	12-73	Totals
GOAL I: ESTABLISH TRANSPORTATION LINKS TO SERVICE AND INDUSTRIAL CENTERS			Oper: 24		Oper: 25		Oper: 75		124
GOAL II: IMPROVE EXISTING MASS TRANSIT OPERATION									
GOAL III: COORDINATE TRANSPORTATION SERVICES			Oper: 50		Oper: 54		Oper: 150		254
<u>Program Approaches:</u>			Non-recur: 75						75
Transportation Center									
Feasibility Study									
Organization of Transportation Company									
GOAL IV: PRIVATE TRANSPORTATION			Oper: 25		Oper: 26		Oper: 75		126
<u>Program Approaches:</u>									
Public Information									
Investigation of Insurance									
TOTAL COST			<u>\$174</u> x 99 75		<u>\$105</u> x105 0		<u>\$300</u> x300 0		<u>\$579</u> 504 75

2.202 (5)

2.203 Required Narrative

A. Five-Year Program Strategy

1. Allocation of Resources

Although initial costs are substantial, they are actually modest in terms of the cost of solution of ghetto transportation problems elsewhere. If the program approaches enjoy some success, many times more value will be realized. For example, if only a nickel a day each way were saved for the approximately 10,000 men, women and children without an automobile in the family, the annual income increment to the area would be \$365,000. This is on the order of the low estimate for the five-year cost of the project and does not begin to measure the real income benefits expected in terms of better jobs, better health (and other services), and better prices at more competitive shopping centers.

B. City Resources

The City Council has taken specific action (December 12, 1968) intended to lead to public operation of the bus system. The express intent is to hold the line on fares and to roll them back. The implication is that to the extent that better service, routes, schedules and equipment do not increase revenues to match costs, the city government or metropolitan governments will appropriate funds to close the gap. Such a contribution to the cost of solving public transportation problems, and the cost of the studies which seem necessary, can be expected to place a heavy burden on city resources.

C. Program Approaches Narrative

The objectives table is as self-explanatory as possible, in view of the experimental nature of the program approaches.

3.140 PUBLIC SAFETY

3.140 Introduction

The problems in the Model Neighborhood related to public safety are diverse and complex. Consequently, it is necessary to devise comprehensive and innovative proposals to help solve these problems. The following work programs, while varied in scope and content, are designed to achieve the overall goal of improving public safety for the Model Cities area.

The first component is an inter-disciplinary, multi-purpose, police-community relations project aimed at bettering the relationship between the police and the community, thereby making the Model Cities area a safer place in which to live and work.

The second project involves a Police Service Internship program which has as its basic purpose attracting qualified young men and women, especially those from the Model Neighborhood, into police service. It is designed to attack the universal problem of interesting young blacks in making law enforcement a career.

The third project is designed to improve the students' concept of law and justice at the elementary school level. The program is being introduced at this level because it provides the optimum time for reaching the youth before they develop negative attitudes toward the processes of the administration of justice.

The fourth project calls for a summer institute for elementary and high school social science teachers and counselors. Recent studies have

3.140 (2)

shown that many elementary and high school educators are uninformed about the functions and processes of justice; thereby frequently presenting a negative image to those they teach.

The above components are all designed to improve public safety in the Model Neighborhood by involving the police, the youth, the residents and the schools in a cooperative effort of interaction and innovation.

3.141 Police-Community Relations

A. Purpose and Beneficiaries

The overall purpose of this project is to improve the relationship between the police and the residents of the Model Neighborhood. This in turn will benefit all residents of the Model Cities area by providing them with police service which reflects the concept of both service and protection. In addition, the project will benefit the police by creating an atmosphere conducive to a better day-by-day relationship with the Model Cities residents; thereby making possible the involvement of elements of the citizenry in the course of crime prevention. By making an all-out effort to change the police attitude toward the Model Cities residents and the attitudes of the Model Cities residents toward the police, the intended results may well be accomplished.

This project will involve the expansion of two basic programs which are already underway in the community: (1) assignment of police-community relations officers to the Model Cities area, and (2) police training in human relations. To date, the assignment of such officers to the area has not been effective because the officers have not been given the necessary guidance and support for their efforts. The training in human relations has not accomplished its purpose because such training

3.141 (2)

has been limited in scope and content and is not directly related to the attitudes and problems that exist.

B. Scope and Content

This project calls for the following actions to be undertaken:

1. An intensified police in-service training program designed to make training the norm rather than a separate experience. The training program will be broad in scope and varied, utilizing all of the innovative teaching techniques known and will be focused on incorporating human relations into all aspects of the police mission. This will be the main thrust of the project.
2. The establishment of a Police-Community Relations Center in the Model Cities area designed to make the police readily accessible to the residents.
3. Experimentation with the "team" policing concept as recommended by the President's Commission on Law Enforcement and Administration of Justice.
4. Establishment of a community service officer internship program, also patterned after the recommendation of the President's Commission.
5. Publication of a Model Cities Guide to Public Safety, designed to acquaint the residents with the various services which exist to protect him and to inform him of his rights and responsibilities in the area of public safety.
6. Development of a police-youth program designed to improve the relationship between these two groups. This program will be in two parts:

3.141 (3)

a. Creation of police-sponsored, youth commercial venture, which may include, for example, the identifying, repairing and selling or leasing of impounded and abandoned vehicles.

b. Arrangements for police-youth discussion groups designed to bring the two together in an atmosphere other than that of enforcement or control.

7. Development of an intensified program to recruit black police officers.

8. Establishment in each of the eight Model Cities school districts of neighborhood policy advisory committees designed to deal with the problems that confront each particular district.

9. Establishment of a Model Cities Steering Committee for Public Safety, to be composed of representatives from the above eight committees plus police officials. This Steering Committee would have the responsibility of reviewing police procedures and policies as they effect positive police-community relations.

10. Assignment of additional police-community relations officers to the Model Cities area to assist the police in performing a role presently neglected, becoming aware of socio-economic problems and referring residents to the appropriate public or private agency.

11. Establishment of internal affairs unit within the Police Department to insure thorough and objective handling of citizens' complaints against the police.

12. Development and distribution of a citizens complaint form to assist residents of the Model Cities area in registering their complaints against the police.

13. Consideration will also be given to redesigning of the police uniform to make it less combative in appearance.

C. Timetable

The recruitment of Key staff for the project must be accomplished first. Then all components of the project are to be inaugurated during the first year and will continue through the five-year forecast. All of the various components must be inter-related in the accomplishment of the overall goal and must, therefore, become continuous programs.

D. Administration and Organization

The program is to be administered jointly by Model Cities and the Portland Police Bureau. The actual staff designated to carry out the administration of the program will be recruited nationwide in order to obtain the best qualified individuals capable of directing what should be considered a national model. In addition to the regular resources of the Police Bureau, the following staff would be necessary:

1. Administration

- a. Director
- b. Deputy Director-Administrator
- c. Associate Director-Research
- d. Associate Director-Training
- e. Research Assistants (2)
- f. Secretaries (2)
- g. Clerk Typist

2. Supplemental Police Personnel

- a. Captain
- b. Police-Community Relations Sergeant

3.141 (5)

c. Police-Community Relations Officers (5)

d. Community Service Interns (10)

Organizationally, the project administrative staff will report directly to the Mayor. The Chief of Police also reports to the Mayor which enables the CDA to supervise and coordinate this project with other components of the program.

E. Evaluation

Evaluation of a project such as this is difficult, and necessarily requires an outside resource not intimately involved in its operations to achieve objectivity. Consequently, an innovative form of external evaluation is included in the project. The Urban Studies Center's Department of Law Enforcement will be contracted with on a consultative basis to provide the evaluation of the project. The budget of the project will allow other highly qualified consultants to participate in the evaluation as well.

A research factor will be operative throughout the project which will provide empirical testing and constant formulation and evaluation of working program models. Other sections of the City, equal in size and composition to sections of the Model Cities area will be used as a control model. No changes will be made in the control area. At set intervals, certain tests will be made in the Model Cities area and the control areas to measure the effectiveness of the project. The officers assigned to both areas would remain constant.

Documentation

Since this project involves the experimentation of new ideas in a

might be to evaluate the complaints made against police officers in the Model Cities area before and after implementation of the project. A decrease in the number of complaints would tend to be an indication of whether attitudinal changes have occurred. The behavior of citizens might be measured in terms of the number of requests for police service, the number of times citizens assist the police by providing information or volunteering to serve as witnesses, and other positive police-citizen contacts.

Crime Rate

Since one of the major objectives of this project is to involve the police with the community and the community with the police for the purpose of preventing, detecting and solving crime, the crime rate might prove to be an effective method of evaluating the program. It might be discovered, for example, that through the efforts of this program certain crimes, e.g., crimes against property, may decrease as a result of police and citizen cooperation. Care must be taken, however, to avoid simply recording changes in crime reporting.

F. Citizen Participation

An important part of the project will be the involvement of residents of the area in the program. Many of the staff positions, e.g., research assistants and secretarial and clerical staff will be recruited from the area. The community service officer internship program is designed specifically for residents of the area. The youth-police programs will involve the youth from the area. The establishment of the eight advisory committees will directly involve residents in the program. The Steering Committee will also be an advisory body of the overall program.

traditionally conservative institution, it may well serve as a national model. Consequently, an on-going record will be kept describing the development of the project. Such a record will describe the decision making process, the factors which influence decisions (both internal and external related to the project area and to the Police Bureau), and elements of support and resistance to the project. This information will be recorded and analyzed to provide a descriptive history of the project, including not only the end results, but also the process by which the end results were accomplished.

Attitudinal Measures

The initial state of the project will include a survey of police attitudes. Appropriate techniques will be developed to survey the attitudes of the police assigned to work in the control area. After one year, a second attitude survey will be made. From this, an evaluation will be made as to the effectiveness of the training program.

A system will also be designed to survey the attitudes of the citizens in the Model Cities and control areas toward the police. Methods similar to those used by the President's Commission on Law Enforcement and the Administration of Justice will be explored to determine if they are applicable here. The first such survey will be made during the initial stages of the project and a second survey made after one year. From this, an evaluation will be made of the effectiveness of the project in terms of any change in the residents' attitude toward the police.

Behavioral Measures

One method of determining if a change in behavior has occurred

PUBLIC SAFETY POLICE AND COMMUNITY RELATIONS

Budget1. Personnel

Director	\$ 13,000
Deputy Director-Administrator	12,000
Associate Director-Research	12,000
Associate Director-Trainin g	12,000
Research Assistants (2 @ \$9,000)	18,000
Secretary	5,924
Secretary	5,124
Clerk Typist	4,800

Supplemental Personnel

PPB Captain	13,000
Police-Community Relations Officers (5 @ \$9,000)	45,000
Police-Community Relations Sergeant	11,000
Community Service Interns (10 @ \$5,000)	<u>50,000</u>
Sub-total	\$201,848
Employee Benefits @ 10%	<u>20,185</u>

TOTAL

\$222,033

2. Consultants and Contracts

Evaluation	\$ 25,000
Consultants (150 days @ \$100)	15,000
Resident Interviews (survey)	8,000
Data Processing	<u>8,000</u>

TOTAL

\$ 56,000

3.141 (9)

3. Travel

Local	\$ 8,000	
Out of City	3,000	
Steering Committee members monthly stipend @ \$45/month	3,000	
Consultant Travel	<u>2,000</u>	
TOTAL		\$16,000

4. Space

Office Rental (2,000 sq. ft. @ \$5 per year)	10,000
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5. Supplies

Postage	\$ 500	
Publications	200	
Office Supplies	\$ 1,700	
Reimburse Low-income Residents	1,500	
Special Reports (book)	25,000	
Other	<u>1,000</u>	
TOTAL		\$29,900

6. Equipment

Office Equipment	\$ 2,500	
Office Furniture	5,000	
Telephone and telegraph	<u>5,000</u>	
TOTAL		\$12,500

7. Other Costs (Training)

Vehicle Reconstruction Project

Management Consultant	\$ 4,000	
Mechanical Instructors (2 @ $\frac{1}{2}$ time)	12,000	
Youth Administrators (2 @ \$3,000)	6,000	
Garage Rental	3,000	
Tools and Supplies	<u>7,000</u>	
Sub-Total		\$ 32,000

8. Police Training Project

Initial - 60 Police Officers, 10 hours @ \$4.50/hour, 8 weeks	21,600	
Continued - 60 Police Officers, 3 hours @ \$4.50/hour, 56 weeks	<u>45,360</u>	
Sub-Total	\$66,960	
TOTAL		\$ <u>98,960</u>
TOTAL BUDGET		<u><u>\$445,393</u></u>

PUBLIC SAFETY POLICE AND COMMUNITY RELATIONS

BUDGET RECAPITULATION

Personnel	\$222,033
Consultant and Contract Services	56,000
Travel	16,000
Space	10,000
Supplies	29,900
Equipment	12,500
Other Costs - Training & Vehicle Program	<u>98,960</u>
TOTAL	\$445,393

3.142 Police Service Internship Project

A. Purpose and Beneficiaries

This project is designed to attract young men and women from the Model Cities area into the field of law enforcement by providing an income and on the job training at the same time they are obtaining an education. A secondary purpose of the project is to provide a constant supply of qualified personnel for the local police agencies. As such, the program will benefit the youth of the area by employing them, educating them and preparing them for a career; the community by having a substantial increase in black policemen; and the police agencies by providing them with qualified candidates. These basic increments involved in the project are the basis for anticipating that the project will actually achieve its intended results:

1. the interns will be given employment;
2. they will be provided free education leading to an associate degree.

B. Scope and Content

During the course of the project, twenty interns will be selected through an intensified recruiting program. Each intern will then be registered as a full-time student at Portland Community College and be employed 20 hours per week with a local law enforcement agency. During the summer months the interns will work a 40-hour week. They will be supervised by a police-community relations officer and rotated through the various divisions of each department. The interns will be paid for their services with the police agency at an hourly rate comparable to that paid other non-professional municipal employees.

C. Timetable

Recruitment of the interns will begin immediately upon commencement of the project. The first group will start their instruction at Portland Community College in either January, 1969 or in the spring quarter, beginning April, 1969. The interns will be assigned to a police agency upon selection. The second group would start in September of 1969.

D. Administration and Organization

The project will be administered through the joint efforts of Portland State College, Portland Community College, the State of Oregon Board on Police Standards, Region One Council, and a three-member selection committee. All of the represented agencies are highly qualified and experienced in law enforcement education. The project will require the services of a police lieutenant (half-time); Portland Community College law enforcement coordinator (half-time); and, four community relations officers ($\frac{1}{4}$ time each or one full-time officer). Since the supervision of the interns will be done by members of the police department and the Mayor has administrative responsibility of the police department, CDA supervision and coordination is built into the program.

E. Evaluation

Evaluation of the project will be done by the Urban Studies Center of Portland State College and the Oregon State Board on Police Standards and Training. A tabulation of the number of interns who enter the program and the number who successfully enter police services will provide a partial base for program evaluation.

F. Citizen Participation

The entire project is designed to employ and educate residents of the Model Cities area. Residents of the area will also participate in the selection of the interns. In addition, the interns will be assigned to work with the community relations officers assigned to the Model Cities area.

PUBLIC SAFETY INTERNS

Budget1. Personnel

Police Lieutenant ($\frac{1}{2}$ time @ \$11,800)	\$ 5,900	
Law Enforcement Coordinator (PCC $\frac{1}{2}$ time @ \$12,000)	6,000	
Community Relations Officer (4 @ $\frac{1}{2}$ time @ \$8,819)	8,819	
Interns (20 @ \$3,000)	60,000	
Secretary	<u>5,124</u>	
Sub-Total		\$85,843
Employee benefits @ 10%		<u>8,584</u>
TOTAL		\$94,427

2. Consultants and Contracts

Evaluation	\$ 4,000	
Consultants	<u>6,500</u>	
TOTAL		\$10,500

3. Travel

Local @ 10¢/mile	\$ 4,000	
Out of city	<u>1,000</u>	
TOTAL		\$ 5,000

4. Space

Office provided by PCC	-0-
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5. Supplies

Office supplies	\$ 850	
Uniforms	1,200	
Intern school supplies	1,600	
Publications	1,200	
Postage	<u>500</u>	
TOTAL		\$ 5,350

6. Equipment

Office furniture purchase	\$ 3,000	
Office equipment purchase	2,000	
Telephone and telegraph	<u>1,000</u>	
TOTAL		\$ 6,000

7. Other

Insurance	\$ 200	
Tuition at PCC	4,500	
Miscellaneous	<u>1,000</u>	
TOTAL		<u>\$ 5,700</u>
TOTAL BUDGET		<u><u>\$126,977</u></u>

3.142 (6)

PUBLIC SAFETY INTERN

BUDGET RECAPITULATION

Personnel	\$ 94,427	
Consultant and Contract Services	10,500	
Travel	5,000	
Space	- -	
Supplies	5,350	
Equipment	6,000	
Other Costs	<u>5,700</u>	
TOTAL		\$126,977

3.143 Elementary School Program

A. Purpose and Beneficiaries

This program component is designed to improve students' concepts of law and justice by having them become acquainted with law enforcement officers in positive and supportive circumstances. The project will benefit students in the Model Cities area by providing them with an understanding of judicial and law enforcement agencies processes; providing an opportunity for them to voluntarily associate with officers in recreational or supportive situations; and by developing, in conjunction with the police, athletic entertainment and social programs. The police will benefit through the development of the students' confidence and trust in the administration of justice. It is anticipated that the project will achieve its goals primarily through a long-term, personal contact between police officers and the children. The police department and the schools presently cooperate in a limited program of safety education in the schools. Aside from occasional field trips to the police station by individual classes and similarly occasional invitations to police officers to visit a class, there is presently no opportunity for positive contact between pupils and the police.

B. Scope and Content

1. All of the pupils in the Model Cities schools will participate in the program. The degree and kind of participation will depend upon their age, interest and need.

2. Twenty officers will be selected by the police department to attend the pre-service training and orientation session conducted by Portland School District No. 1. From this group seven officers will be chosen to implement the program in the schools.

3. A coordinator will also be employed to supervise the program and maintain the required liaison between the Portland Police Department and School District No. 1.

4. Teachers from the Model Cities schools and neighboring elementary parochial schools, will be consulted in regard to this contemplated program. These personnel will be involved in the on-going planning and evaluation of the program, and will be urged to work closely with their pupils to do what they can in carrying out the previously listed objectives.

5. An attempt will be made to involve officers who are young but who have also had a number of years of experience on the force.

6. All pupils enrolled in the participating schools will be involved in the program. The police officers who volunteer to participate in the program will be carefully screened in terms of the quality of their past record on the force, their sincere interest in children, and their ability to operate effectively in the type of situation proposed by the project.

C. Timetable

The project should commence in the Spring of 1969, or the Fall of 1969. The implementation of the project will begin as soon as the participation officers have been selected. Thereafter, the program should be continuous.

D. Administration and Organization

The program will be administered jointly by Portland School District No. 1 and the Portland Police Department. Serving in an advisory capacity will be the State Department of Education and the State of Oregon Board of Police Standards and Training. All components involved in the administration

of the program are experts in their respective fields. In addition to the police and teaching personnel involved, the project will require a coordinator to act as a liaison between the school leaders and the police officials.

E. Evaluation

The Urban Studies Center of Portland State College will conduct the evaluation of the project.

Students in the Model Cities area and in a control group will be tested in an attempt to determine attitudes and beliefs concerning law and justice. Following completion of the course, both the experimental and control groups will be retested to determine whether significant attitude changes have occurred.

F. Citizen Participation

1. All elementary school youngsters in the Model Cities area will be involved in the program.

2. Selected teachers, administrators and law enforcement personnel will be involved.

3. A control group of students from outside the Model Cities area will be tested to determine attitudes concerning law and justice with those of the experimental group.

3.143 (4)

PUBLIC SAFETY ELEMENTARY SCHOOL PROGRAM

Budget

1. Personnel

Police Officers (7 for 20 hours weekly @ \$4.50/hour for 36 weeks)	\$ 22,680	
Coordinator (5 hours weekly @ \$6/hour for 38 weeks)	1,140	
Secretarial Assistants (2 @ \$2.50/hour)	<u>7,600</u>	
Sub-total		\$ 31,420
Employee benefits @ 10%		<u>3,142</u>
TOTAL		\$ 34,562

2. Consultants and Contracts

Evaluation	\$ 10,000	
Consultants	<u>2,000</u>	
TOTAL		\$ 12,000

3. Travel

Local @ 10¢/mile	\$ 1,000	
Stipends to Steering Committee members	<u>1,200</u>	
TOTAL		\$ 2,200

4. Space

Office Rental - not required		-0-
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5. Supplies

Office Supplies	\$ 400	
Postage	<u>170</u>	
TOTAL		\$ 570

(Cont. next page)

3.143 (5)

6. Equipment

Equipment and furniture - not required -0-

Telephone and telegraph - not required -0-

TOTAL BUDGET: \$ 49,332

BUDGET RECAPITULATION

Personnel \$ 34,562

Consultant & Contract Services 12,000

Travel 2,000

Space -0-

Supplies 570

Equipment -0-

Other Costs -0-

TOTAL BUDGET: \$ 49,332

3.144 Summer Institute on Law and Justice

A. Purpose and Beneficiaries

This project is designed to improve the quantity and quality of instruction in matters concerning law and justice in high school and elementary schools. From this it is hoped will develop desirable changes in attitudes of teachers, students, and the general public toward the role of law enforcement agencies. A secondary goal of this project is to stimulate interest in law enforcement and to cause participating policemen to see themselves as they are seen by others. It is anticipated that the project will achieve its intended results by involving the police, school administrators and teachers in dialogue and by providing them with some background and understanding of constitutional law and current law enforcement procedures, and by providing them with greater familiarity with the complex judicial process.

B. Scope and Content

The project will involve the implementation of a Summer Institute on Law and Justice. The Institute, which will be attended by elementary to high school teachers, high school counselors, and representatives from community colleges, will focus on the following topics:

- (1) Assessment of Public Attitudes Toward Law Enforcement Agencies, the Courts, and Legislative Bodies.
- (2) Current Practices and Trends in the Selection and Training of Law Enforcement Personnel.
- (3) Organization and Operations of Modern Police Agencies.
- (4) Jurisdictions and Functions of Local, State, and Federal Agencies.
- (5) Psychological Characteristics of Criminals and Deviate Behavior.
- (6) Juvenile Crime and Delinquency.

(7) Correctional Institutions, Parole, and Probation.

(8) Role of the Police in Civil Demonstrations, Labor Disputes, etc.

(9) Relations between Minority Groups and Law Enforcement Agencies.

(The causes of and program approaches to improve urban tensions and unrest.)

(10) Poverty and Criminal Justice.

(11) Impact of Recent Court Decisions and Modernized Court Administration.

C. Timetable

The project consists of four two-week institutes in Problems of Crime Prevention and Law Enforcement in a Changing Society. The first two to be conducted in August, 1969, and the third and fourth in August, 1970. Participants will be involved in ten days of work and study from 8:00 a.m. to 4:00 p.m. each day, though some topics will receive more or less time depending on their scope and significance.

D. Administration and Organization

The Model Cities Public Safety Committee will be responsible for coordinating the project, thereby allowing CDA supervision of coordination with other components of the program. The institutes will be sponsored by the following agencies who are highly qualified by virtue of experience and expertise in the field of law enforcement education:

1. State of Oregon Board on Police Standards and Training,
2. Model Cities Public Safety Committee,
3. Portland Community College, and
4. Portland State College.

Other agencies and organizations cooperating in conducting the institute will include:

3.144 (3)

1. Portland Police Bureau,
2. Multnomah County Sheriff's Department,
3. Multnomah County District Attorney's Office,
4. District Five Regional (Police) Training Committee,
5. Oregon State Board on Police Standards and Training,
6. Portland School District No. 1,
7. Oregon State Department of Education,
8. Multnomah County Bar Association,
9. Regional Office, FBI,
10. Model Cities Staff,
11. Urban League of Portland,
12. Greater Portland Council of Churches,
13. Multnomah County Juvenile Home,
14. Plus others.

Other Federal agencies contacted for assistance on this project idea:

1. U. S. Customs Service,
2. Immigration and Naturalization Service,
3. U. S. District Court,
4. Federal Bureau of Investigation,
5. U. S. Attorney,
6. U. S. Postal Inspector,
7. U. S. Secret Service,
8. U. S. Alcohol and Tobacco Tax Division,
9. U. S. Bureau of Narcotics,
10. U. S. Marshall's Office,
11. Plus others.

E. Evaluation

Evaluation of the project will be done jointly by Portland State College and Portland Community College. Participants in the 1969 institute will complete questionnaires assessing attitudes toward law enforcement and related problems at the beginning of the institute. They will complete similar questionnaires at the end of each institute to determine whether there have been any significant changes in attitudes. A follow-up survey will attempt to determine whether the attitudes of students in the classes of participants differ significantly from those of students in a control group selected from other classes before and after next year's classes in social studies. These surveys will be prepared and conducted by trained psychologists.

F. Citizen Participation

1. All of the previously listed individuals and agencies will be involved in the program.

2. The institute would be able to attract authorities of national prominence in the field of law enforcement and criminal justice who would be used in both the lecture sessions and the discussion groups.

3. One day of the institute would be open to the general public. The morning would be devoted to lectures and panel discussions. The afternoon would be devoted to a series of smaller discussion group sections under the direction of the institute staff, consultants, and group leaders.

4. The Model Cities Public Safety Committee, composed of residents of the area served, will supervise the project; thereby allowing residents of the area to participate in the conduct and administration of the project.

3.144 (5)

PUBLIC SAFETY SUMMER INSTITUTE

Budget

1. Personnel

Director	\$ 1,800	
Instructors (3 at \$1,500)	4,500	
Guest Speakers--part-time (10 @ \$100)	1,000	
Secretary-Typist (6 weeks)	600	
Stenographer (2 weeks)	<u>200</u>	
Sub-total		\$ 8,100
Employee benefits @ 10%		<u>810</u>
TOTAL		\$ 8,910

2. Consultants and Contracts

Evaluation	\$ 3,000	
Consultants Service	<u>3,000</u>	
TOTAL		\$ 6,000

3. Travel

Local	\$ 1,000	
Out of City	2,200	
Bus Charter	<u>300</u>	
TOTAL		\$ 3,500

4. Space

Office Rental provided by PSC		-0-
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5. Supplies

Office Supplies	\$ 1,000
Postage	400
Special Reports	1,000
Purchase of Publications & Reports	<u>1,200</u>

TOTAL \$ 3,600

6. Equipment

Office Furniture & Equipment provided by PSC	-0-
Telephone & Telegraph provided by PSC	-0-

7. Other

Stipends to participants (72 @ \$240)	<u>\$ 17,280</u>
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TOTAL BUDGET: \$ 39,290

BUDGET RECAPITULATION

Personnel	\$ 8,910
Consultant & Contract Services	6,000
Travel	3,500
Space	-0-
Supplies	3,600
Equipment	-0-
Other Costs	<u>17,280</u>
TOTAL BUDGET:	<u>\$39,240</u>