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**A DESCRIPTION OF PORTLAND'S
STRATEGIC APPROACHES TO COMMUNITY SAFETY INITIATIVE**

In February 1998, Attorney General Janet Reno selected Portland and four other cities across the country (Indianapolis, Memphis, New Haven and Winston-Salem) to participate in an innovative new partnership with the U.S. Department of Justice called Strategic Approaches to Community Safety, or "STACS" for short. The purpose of this partnership is to develop and implement the kinds of interagency, data-driven, problem-solving methods that have proven so successful in reducing crime in cities like Boston and New York; while adapting or changing those methods to combat particular crime problems in each of the STACS cities. (Such methods are ably described in Robert Landauer's November 14, 1998 column in The Oregonian, a copy of which is attached.)

There are four key features of the STACS partnership. First, STACS recognizes that nearly all crime problems are local. Although the U.S. Department of Justice is offering its considerable resources and assistance as part of this project, STACS is committed to local direction and control. As a result, Portland STACS reports to the same public officials and private citizens who make up our local Public Safety Coordinating Council, and who have chosen youth gun violence as the project's first target crime problem. Second, STACS recognizes that the knowledge and expertise in local universities and research institutes have often been neglected or underutilized in the process of developing crime-fighting strategies and interventions. Thus, Portland STACS has formed a Research Team of senior researchers and consultants from Reed College and Portland State University to work "shoulder-to-shoulder" with front-line criminal justice professionals in analyzing crime trends and designing practical and effective gun violence reduction strategies. Third, STACS acknowledges that the causes and solutions to local crime problems are many and varied. Therefore, Portland's STACS Initiative is seeking broad and direct participation from local criminal justice and law enforcement agencies, public and private service providers and private citizens and organizations, including stakeholders in safe and healthy communities that are not ordinarily considered part of the criminal justice system, such as professional educators, the faith community, business executives, service clubs and public health professionals. Finally, STACS' approach is based on the belief that too many public safety policies in the past have been developed through a "top-down" process that fails to address the realities of front-line

professionals who deal with crime and violence on a daily basis. As a result, the focus of STACS' activities in Portland, including the analysis of crime trends and data and the development of street-level gun violence reduction strategies, is its Strategic Intervention Team ("SIT"). SIT is made up of a small group of front-line professionals from outreach, social service, law enforcement and parole and probation agencies who are supported by the technical expertise of STACS' Research Team.

Portland was initially chosen for the STACS project because of its historic willingness to adopt innovative crime-fighting strategies like community policing and drug courts, and because of the close cooperation and working relationships among Portland's elected officials and law enforcement authorities through their participation on the local Public Safety Coordinating Council. Each of STACS sites was free to address the critical crime problem of its choice. Since the Council's "Community Response to Youth Violence" project, including its interagency Youth Gun Anti-Violence Task Force ("YGAT") led by the Portland Police Bureau, was well under way when Attorney General Reno announced the STACS Initiative, Portland STACS adopted youth gun violence as its first target problem. Working with law enforcement authorities through YGAT and the Police Bureau's Gang Enforcement Team, and with probation and parole agencies and youth outreach professionals, Portland is adapting and refining a three-pronged, enforcement-intervention-outreach strategy that has recently proven successful in reducing youth violence and homicide rates in other cities. With its funding formally approved by the National Institute of Justice in late 1998, Portland STACS has been implementing this three-pronged strategy, along with other strategies like aggressive job placement efforts for at-risk youth through STACS' Community-Based Strategies Team ("CBS"), and the development of transition support for high-risk offenders returning to Portland from prison through STACS' Project Re-Entry.

Further descriptions of SIT, CBS and their operations and objectives are attached. For additional information about STACS, call Peter Ozanne, Chief Counsel to the U.S. Attorney and STACS' Project Coordinator, at (503) 727-1158.

'Light switch' from Boston turns on here

Government agencies in Oregon showing seamless cooperation to quash deadly youth violence with tools that fit local settings

David Kennedy and the Boston Gun Project were searching for a "light switch." They wanted to clear up how to cut deadly youth violence.

They found that 1,300 youths caused 70 percent of the violence. Street workers targeted them with tough-minded tactics. Homicides and gun assaults dropped by more than 60 percent over 18 months and stayed down.

Could Boston's light switch work here? "It's happening," Kennedy said at an Oregon Department of Corrections seminar last week.

The "light switch" has several parts:

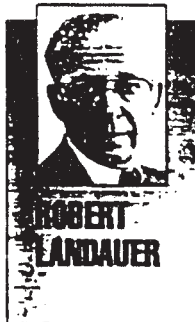
- City, county, state and federal agencies here are collecting and sharing information about the most dangerous young offenders, their motives, their weapons and their victims. They are also researching successful prevention and enforcement programs wherever they find them.

- Core groups sift the data, then develop strategies to fit local conditions. Portland, for example, has created a Youth Gun Anti-Violence Task Force.

- The plans envision more interagency coordination than ever before. State and local police, a county deputy district attorney, parole, probation and court personnel and researchers from all levels of government assist the task force.

This city program is folded into the juvenile-justice plan (three years in development) that Multnomah County commissioners approved last month for local action and for state funding as part of Gov. John Kitzhaber's \$30 million juvenile-crime initiative.

It is also part of a two-year federal effort in which Portland serves as one of five sites demonstrating how intergovernmental teams can rein in the most violence-prone youths, trace their weapons and prosecute their suppliers.



Unlike Lone Ranger justice, this initiative goes beyond any one crime. It is not based on any one justice agency. It relies on no single silver-bullet program.

"Instead," explains Peter A. Ozanne, point person on this project for Oregon U.S. Attorney Kristine Olson, "it is a new data-driven, problem-solving process" in which agencies at all levels collaborate to prevent target crimes or join forces to collar those who commit them.

Youth violence is the current target. But agencies can team up to use the tools on other targets — domestic violence, career criminals, sexual predators.

High-risk youths are told informally that they are targets of a campaign to cut violence. Consequences are spelled out if they commit violent crimes. "When the probation officer goes to a house with a cop and both say they're just checking up, the message is clear; they know that we're serious and we're working hand in hand," says Portland Mayor Vera Katz.

- A social-service prong helps with recreation, schooling, jobs and training for those edging away from violence. Portland City Commissioner Jim Francesconi, for example, has formed an "after-school Cabinet" of parks, schools and nonprofit agency members to try to extend the school day or have other activities that fill young people's time in high-risk hours and during school vacations.

- Programs that are data-driven also need to be evaluation-driven, with strategies adjusted to reflect results and new circumstances. The agencies are showing refreshing awareness that they must prove that fine-sounding theories actually produce desired results.

All programs in the county's justice plan, for example, have been tested nationally with positive results and "will require ongoing analysis to ensure they work locally," says Elyse Clawson, director of the Department of Adult and Juvenile Community Justice.

All of this is a justice package of intelligence and cooperation in action. But the leap forward here tries to go beyond those of admired and honored programs in Boston, New York and elsewhere.

The local effort is enriched by recognition that Oregon still desperately needs breakthroughs in preventing crime. Enforcement, after all, is after-the-fact adjustment to prevention's failures.

Prevention must begin early, says Clawson, long before a youth becomes a menace. The county is trying to step in at the first sign of delinquency — shoplifting, truancy or fighting in school. "If we deal with family issues, if we can keep kids in school, we can prevent crime."

That's the next switch to turn on.

Robert Landauer is editorial columnist of The Oregonian. He can be telephoned at 221-8157 or reached by mail at 1320 S.W. Broadway, Portland 97201 or by electronic mail at robertlandauer@news.oregonian.com.



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THE ORIGIN OF STACS' STRATEGIC INTERVENTION TEAM
(And a Summary of David Kennedy's Presentation on the process of developing
STACS' intervention strategies, New Haven, Conn., December 11, 1998)

In December 1998, several representatives of Portland's STACS project attended a conference in New Haven, Connecticut during which David Kennedy from Harvard's Kennedy School of Government outlined the process that he and his colleagues have used successfully in Boston and other cities to develop gun violence reduction strategies. Following that conference, STACS formed its Strategic Intervention Team, or "SIT," to implement the strategic development process that Kennedy described below:

STACS should use all the available empirical research and data analysis concerning local conditions to identify and define community safety problems for targeted intervention. However, such an approach is neither practical nor useful in developing intervention strategies, once STACS identifies and defines a problem for intervention. **The source for effective intervention strategies** will be the **collective experience and common sense** of the criminal justice professionals and community representatives working with STACS, informed by research results and best practices from other jurisdictions.

The first step in developing effective intervention strategies is the formation of a relatively small group of experienced criminal justice professionals and managers who have direct and recent experience with the targeted problem. This **Strategic Intervention Team** should meet regularly to brainstorm about potential intervention strategies and identify those strategies which have promise. That process should be **guided by the following kinds of questions**:

1. How long do we have? (STACS' time frame is two years.)
2. How large an impact will the potential strategy have? (i.e., Is it worth it?)
3. Is the strategy within our reach? (i.e., Do we have the resources and authority to do it?)
4. Do we want to do it? (i.e., Is the potential strategy consistent with our community's norms and values?)
5. What are the costs? (i.e., What are the unintended consequences and collateral impacts on the community?)