

# The North Albina and Killingsworth Collaboration

## Part One – Preliminary Analysis

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## ***The Area and History:***

The area surrounding North Albina Avenue and North Killingsworth Street is a diverse neighborhood consisting of residential, business and educational facilities. It has several schools, a community college campus and public library. The area also serves as a major Tri-Met transit hub serving the busy #72 and # 4 bus lines. It contains businesses such as coffee shops, restaurants and media outlets. Finally, it is set in and surrounded by residential neighborhoods, including both houses and multi-unit dwellings.

Despite a vibrant and diverse community this area has been plagued with gang violence, drug dealing, and quality of life issues such as street drinking and graffiti. A 2011 analysis by the Crime Analysis Unit identified this area surrounding the Collaboration as a leader among those with the most shootings and homicides between 2006 and May of 2011 (see Appendix A). In a separate analysis conducted by a Portland State University graduate student it was among nine areas of the city identified as the “highest risk micro-places” for street robbery<sup>1</sup>. It is also within the area designated by the Portland City Council as a “firearm freezone” due to the prevalence of firearm violence in this section of the city.

Clearly this level of violence was unacceptable to community members, who had created a number of organizations attempting to improve the livability of the neighborhood. These organization included educators, community leaders, business organizations and members of the religious community, as well as city representatives. North Precinct, recognizing the opportunity to assist these grassroots efforts created a team designed to engage in problem solving, working with community members.

The team began working with groups including the Albina Killingsworth Safe Neighborhood Commission, the Humboldt Neighborhood Association, Portland Community College, Rosemary Anderson High School, the 11:45 initiative, the Oregon Liquor Control Commision (OLCC) and the Office of Neighborhood Involvement (ONI) to identify livability concerns. The emphasis of the police involvement was in acting as an instrument to improve problem conditions identified by the community. The community identified a number of livability type crimes (in particular street drinking) which appeared to be creating an environment which was more conducive to violent crime.

The community identified problem behaviors as well as environmental issues which needed to be addressed to reduce crime and increase the sense of security in the neighborhood. The Office of Neighborhood Involvement and Police provided organizational support and, early in the initiative, increased enforcement.

Police enforcement consisted largely of enforcing alcohol related and order maintenance laws. This was of particular importance as the area is home to several schools of various grade levels, day cares, a public library and other facilities which attract children. The initial enforcement, supported community work on creating environmental changes reducing the need for future enforcement.

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<sup>1</sup> “Forecasting Risk for Street Robbery in Portland, Oregon”, Graduate Project May, 2012, by Lauren Lyon Brown.

## ***Program Philosophy:***

The police philosophy for the team's involvement with the collaboration consists of four key points<sup>2</sup>:

- ✓ Work with community members to identify acceptable behavior for the area surrounding North Albina Avenue and Killingsworth Street.
- ✓ Use probable cause arrests to discourage behaviors identified as problems by the community members.
- ✓ In partnership with community members engage in intensive problem solving to reduce the need for ongoing enforcement.
- ✓ Maintain ongoing partnerships with the community to ensure continued improvements in the area.

Additionally, the vision for police involvement in the collaboration precluded certain activities or assumptions. Specifically:

- ✓ The program is not a “stop and frisk” model.
  - Emphasis on probable cause arrests of problem behaviors identified by the community.
- ✓ The program is not a limited duration “operation/mission”.
  - Emphasis on ongoing partnerships.
- ✓ The program is not police directed.
  - The key to obtaining community support for ongoing partnerships.

From the police perspective the hope was that the process involved in deciding how to proceed would build legitimacy and encourage cooperation between citizens and police officers. An intensive initial effort coupled with problem solving would create an environment which encouraged pro-social behavior allowing for reduced police involvement. This effort would further strengthen police legitimacy and allow for closer and more long-term partnerships.

## ***Problem Solving***

Enforcement of community identified livability issues and increased police presence was a central part of the collaboration, but was not envisioned as a long term strategy. Instead the initial police presence was focused on building a sense of security in the neighborhood while problem solving efforts dealt with environmental factors which facilitated anti-social behavior. Examples of problem solving conducted by collaboration partners include altering “The Wall”, working with ONI to remove a phone booth used to facilitate narcotics transactions, working with businesses and the Oregon Liquor Control Commission to address business which catered to street drinkers, as well contacting chronic offenders in the neighborhood to explain to them that certain behaviors were not longer acceptable.

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<sup>2</sup> From conversations with Commander Mike Leloff and Sergeant Mark Friedman

### *The Wall*

“The Wall” was an attractive nuisance which provided seating and a place to congregate for many of the chronic street drinkers in the neighborhood. This in turn created a sense of lawlessness which, in the opinion of collaboration partners, provided cover for and facilitated other illegal activity. “The Wall” was altered to create a less hospitable environment illegal activity. This was done in conjunction with increased enforcement in the first part of the collaboration to create new norms of behavior in the area.

“The Wall” December, 2011:



“The Wall” August, 2012



Officers involved in the collaboration also worked with ONI to remove other attractive nuisances such as a phone booth which attracted illegal narcotics actively.



Other problem-solving activities included:

- ✓ Increased collaboration with Portland Community College to better share information and trespass people using their facilities in an inappropriate fashion
- ✓ Sign abatement plans with certain area business to restrict the sales of fortified wines, malt liquor and drug paraphernalia
- ✓ Established ties with the Service Coordination Team (SCT)<sup>3</sup> to identify opportunities to better provide services to chronic offenders
  - On April 5<sup>th</sup> the first chronic offender from this area entered into the SCT program
- ✓ Improved lighting in certain areas
- ✓ Increased access control for problem locations

By establishing new norms of accepted behavior, addressing criminal activity pro-actively both using enforcement and problem solving and helping to build the communities capability to resist criminal activity the collaboration was able to decrease crime while progressively reducing the use of enforcement.

## ***Results<sup>4</sup>:***

The analysis of police involvement in the collaboration looked at several measures of activity occurring within 500' of North Albina Avenue and North Killingsworth Street.

### ***Part I Offenses***

Part I offenses consist of crimes such as Murder, Rape, Aggravated Assault, Robbery, Burglary, Larceny, Motor Vehicle Theft and Arson<sup>5</sup>. Part I crimes near the collaboration between January and July of 2012:

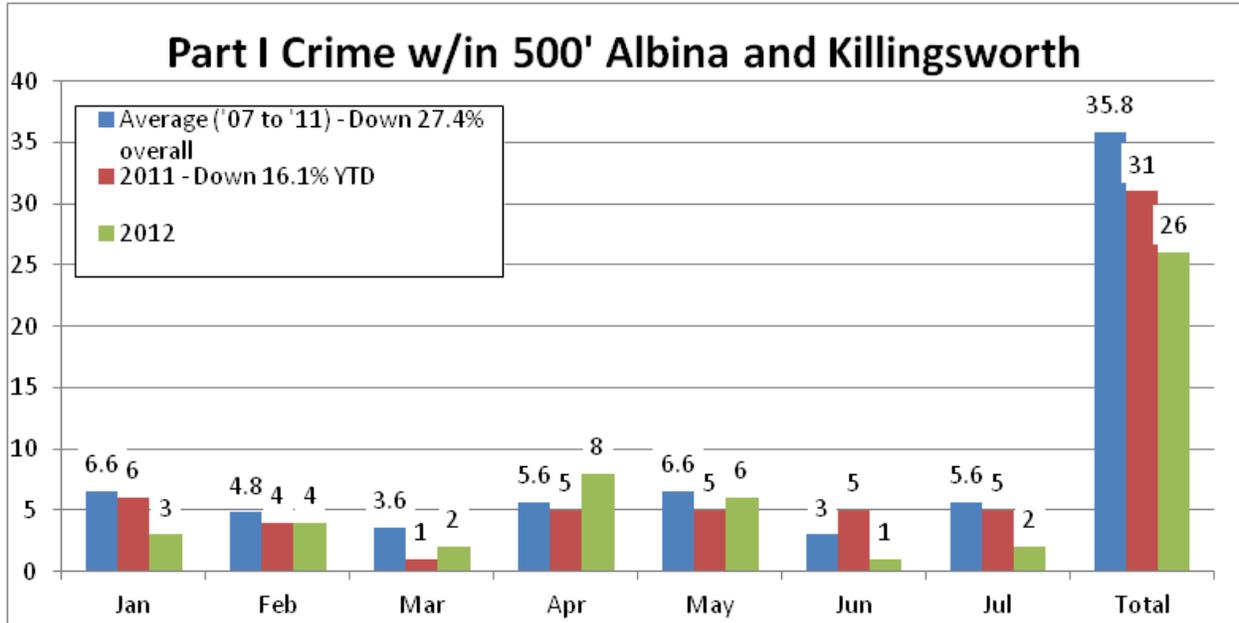
- ✓ Decreased 16.1% compared with 2011.
- ✓ Decreased 27.4% compared with a five-year average (2007 to 2011).
- ✓ Citywide crime Part I crimes were up 9%.

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<sup>3</sup> This program, used mainly in Central Precinct, is designed to address chronic offenders by providing wrap around services

<sup>4</sup> This analysis looks at a variety of quantitative measures to assess the impact of the collaboration. Because of the emphasis on legitimacy and partnership purely quantitative measures will not capture the full benefits of the program.

<sup>5</sup> Reported as of August 4<sup>th</sup>, 2012. Crimes reported after this analysis, but having occurred during the period observed, will not be captured.



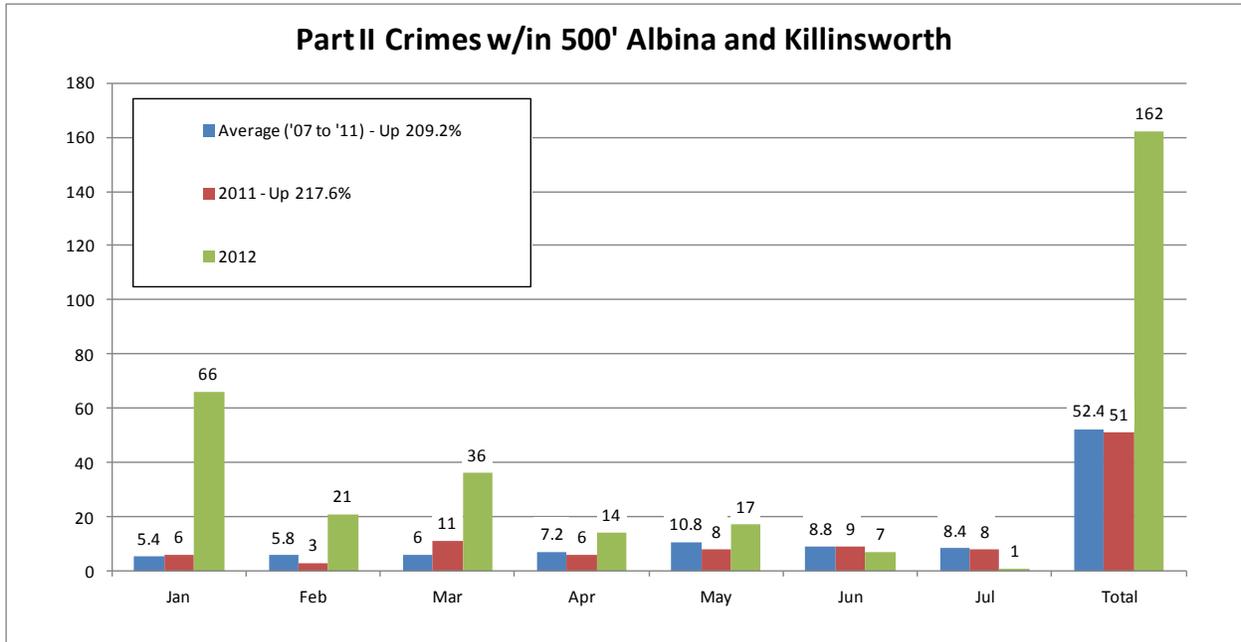
Crimes include: Murder, Aggravated Assault, Rape, Robbery, Burglary (Residential, Burglary (Commercial), Larceny, Auto-theft and Arson

### ***Part II Offenses***

Part II offenses consist of crimes such as disorderly conduct, harassment, simple assaults, drug and alcohol related crimes. They are often the results of pro-active police enforcement. Part II crimes occurring January to July 2012:

- ✓ Rose by 217.6% compared to 2011.
- ✓ Rose by 209.2% compared to the five-year average.
- ✓ Decreased to 1 offense by July.

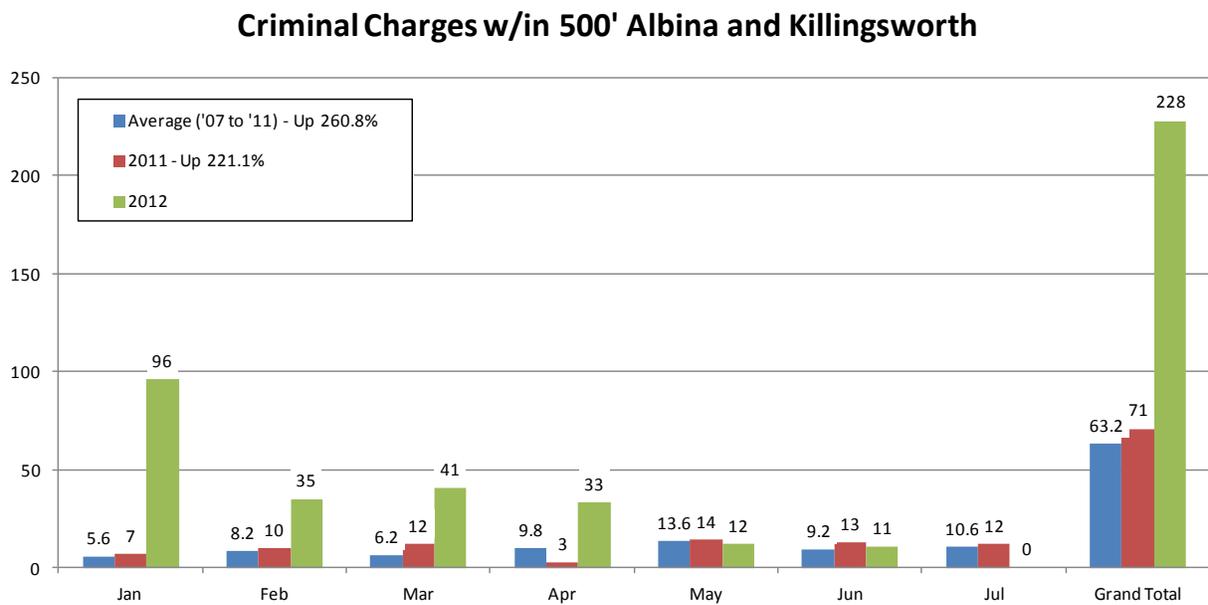
Importantly 95% of the Part II offenses occurred between January and May. As of this report only 1 offense had been reported in July.



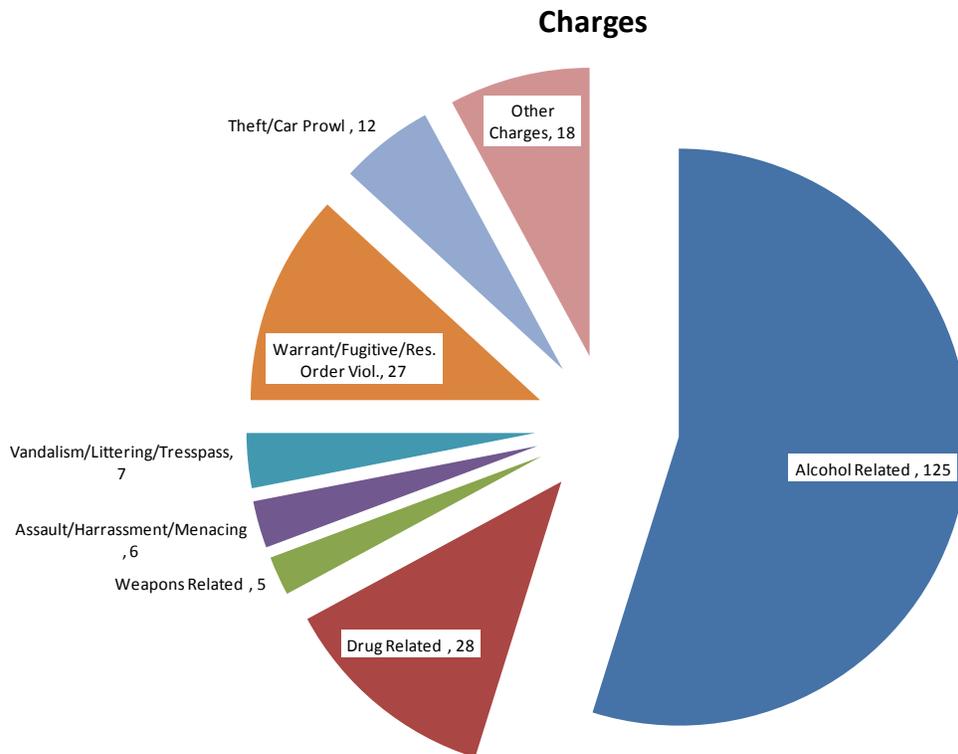
### Charges

Criminal charges closely correspond to Part II crimes as enforcement drives the majority of this activity. During the collaboration criminal charges:

- ✓ Rose by 221.1% compared with 2011.
- ✓ Rose by 260.8% compared with the five-year average.
- ✓ Decreased to zero by July.



As intended the need for enforcement fell dramatically during the course of the collaboration. Also, the nature of enforcement was consistent with the community's vision for their neighborhood.



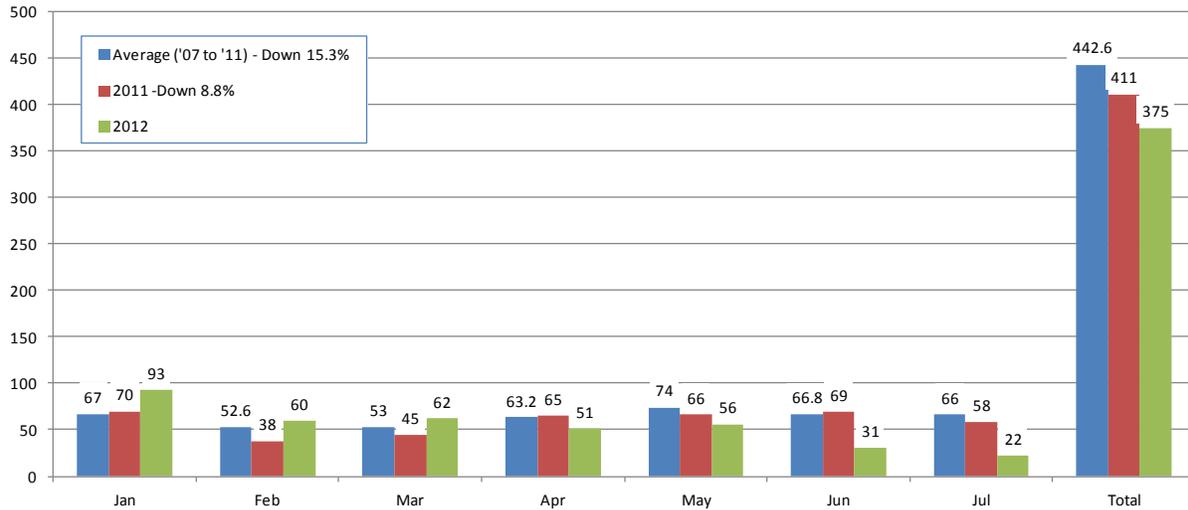
The vast majority of arrests were alcohol related. However, there were several guns recovered from individuals with suspected gang affiliation during the course of the collaboration. Enforcement efforts consisted of officer enforcing laws against observed criminal activity, identified as problematic by the community, as opposed to more subjective stops and searches.

### ***Radio Calls***

Consistent with other indicators there was a marked reduction in radio calls over the course of the collaboration. While initially high due to increased police presence, the number had fallen to about 1/3 of the historic average by July. Radio calls:

- ✓ Decreased 8.8% compared with 2011.
- ✓ Decreased 15.3% compared with the five-year average.
- ✓ Decreased to 22 in July compared with 58 calls in 2011 and 66 calls being the five-year average.

## Radio Calls w/in 500' Albina and Killingsworth



### ***Conclusions:***

Based on the quantitative measures examined, the collaboration appears to have been successful. Additional qualitative assessment may provide insights into key aspects of the collaboration which led to this success. Objectively, the collaboration appears to have:

- ✓ Reduced the number of Part I offenses compared with other years.
- ✓ Increased criminal charges and Part II crimes initially but the collaboration led to decreases in both categories compared to other years.
- ✓ Decreased calls to police (self-initiated calls and dispatched calls) compared to other years.
- ✓ Removed several “attractive nuisances”.

The collaboration may also have:

- ✓ Improved police legitimacy in the area.
- ✓ Improved citizen/police relationships.
- ✓ Lead to increased police community partnerships.
- ✓ Reduced the need for ongoing enforcement.

## *Next Steps*

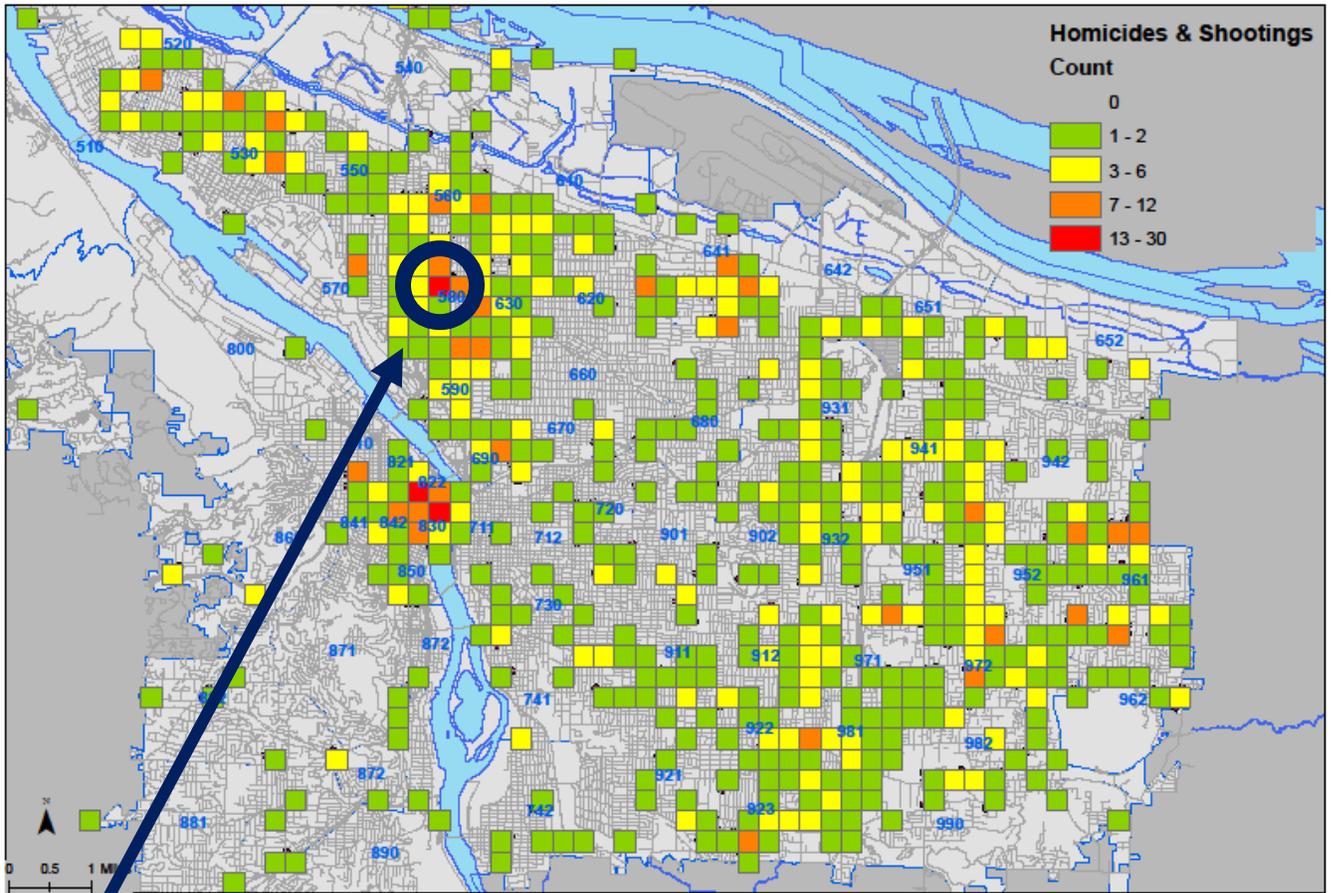
This evaluation was limited in scope, focusing on measureable outcomes of the collaboration in a limited area. A secondary analysis expanding the area analyzed would be useful in determining the collaborations impact on a larger surrounding area. Additionally, such an analysis could focus on the more qualitative aspects of the collaboration. Examining the partnership's impact on legitimacy for police, as well as aspects the community felt added value but that may not be apparent in a purely quantitative analysis. This second analysis may provide additional insights into why the collaboration was successful and assist in efforts to replicate the collaboration in other areas.

Appendix A

2011 Map of Historic Shootings and Homicides



**Portland Police Bureau Crime Analysis Unit**  
**Homicide and Shooting Quarter Mile Incident Count 01/01/2006 to 5/15/2011**



Approximate area of involvement<sup>6</sup>

<sup>6</sup> Added for this analysis (not in the original document)