PORTLAND POLICE BUREAU
STRATEGIC SERVICES DIVISION

STOPS DATA COLLECTION

2014 ANNUAL REPORT

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EXECUTIVE SUMMARY OF THE PORTLAND POLICE BUREAU'S STOPS DATA

Traffic and Patrol Stops of Drivers and Pedestrians

- The Portland Police Bureau saw a decline in the number of traffic and patrol stops of drivers and pedestrians. Since 2012, traffic and patrol stops of drivers declined by 19.6 percent or 13,300 fewer stops. Traffic and patrol stops of pedestrians declined by 18.5 percent or 217 fewer stops than in 2012.
- Patrol stops of pedestrians, however, saw an increase in the number of stops. When examining patrol stops of pedestrians alone, PPB saw an increase in the number of pedestrian stops in North and Central Precincts between 2012 and 2014. North Precinct experienced the greatest percentage increase in pedestrian stops since 2012, increasing by 32 percent (or 58 stops), followed by Central Precinct increasing by 10.3 percent (or 28 stops).

Disparities in Stops

- African American drivers were overrepresented in patrol stops at North Precinct, at levels warranting additional analysis to determine the causes of disparities in stops for that precinct. In North Precinct, African American drivers were 2.2 times more likely than to be stopped than expected.
- African American drivers were overrepresented in patrol stops at Central Precinct, at levels meriting a closer review of these stops. In Central Precinct, African American drivers were 2.0 times more likely to be stopped than expected.

Disparities in Lower Level Violations

- Traffic and patrol did not significantly overuse low level violations, such as city code, equipment, or minor violations, to stop minority drivers or pedestrians.

Disparities in Consent Searches

- African American drivers were moderately overrepresented in consent searches from patrol stops at a level meriting a closer review of these stops. Based on our analysis, African American drivers were 1.9 times more likely to receive a consent search than would be the case if all groups were equally represented in consent searches.

Contraband Recovery Rates

- Both traffic and patrol reduced the number of searches of drivers and pedestrians, while improving their hit rates for contraband.
    - Drivers: Over a 3-year period, the traffic division reduced the number of searches of drivers by 54 percent and improved its hit rate for contraband from 34.1 percent to 47.4 percent. Patrol reduced the number of searches of drivers by 34.2 percent and improved its hit rate for contraband from 34.3 to 38.5 percent.
    - Pedestrians: Both traffic and patrol reduced the number of searches of pedestrians by 26.4 percent and improved its hit rate for contraband from 52.1 percent to 62.7.

Disparities in Stops Resulting in No Enforcement Action

- Stops where no enforcement action was taken occurred infrequently and were not significantly overused on minorities. In all cases, they were the second least used enforcement action, with cite in lieu being the least commonly used enforcement action.

INTRODUCTION AND BACKGROUND

The Portland Police Bureau (PPB) recognizes that examining police stops is an important part of understanding policing practices. To that end, the purpose of this report is to provide PPB, policymakers, and the public an inside look at our policing practices. The report highlights PPB's accomplishments, but also identifies areas that need to be examined more closely. It is hoped that this information will be used for enhancing discussions to understand racial disparities, identifying strategies to reduce those disparities, and improving community and police relations to ensure bias-free policing.

Background

PPB has been analyzing stops data for the past 14 years. We issued our first report on traffic stops in 2002 and released subsequent statistical reports to the public between 2004 to present. Historical data on police stops collected since 2001 can be found at the following web address, *http://www.portlandoregon.gov/police/42284*.

PPB's data collection and analysis process has evolved over time. PPB made modifications to the types of data it collects, adjusted its data collection process, and analyzed data in new ways to understand and address racial and ethnic disparities in stops. In 2001 after recommendations from the Blue Ribbon Panel on Racial Profiling, PPB began collecting data on traffic and pedestrian stops and post-stop activities such as searches and enforcement actions. Between 2002 and 2003, PPB resolved data collection issues by providing officers access to a mobile computer and clarifying the data categories. In 2011, PPB adjusted its methodology for examining data by disaggregating stops data for traffic and patrol divisions to account for the differences in job role, as recommended by Portland State University's (PSU) Criminal Justice Policy Research Institute. In October 2014, PPB began collecting data on perceived mental illness and number of passengers.

What We Can and Cannot Say

Similar to previous reports, the 2014 report examines disparities between racial and ethnic groups in police stops. Specifically, we evaluated the extent of racial and ethnic disparity in driver and pedestrian stops by traffic and patrol units, changes in racial and ethnic disparity in police stops over time, and racial and ethnic disparities in stops reasons, searches, and enforcement.

It must be emphasized that while this report identified instances of racial and ethnic disparities, no conclusions can be drawn on whether the disparities were the result of biased-based policing or factors independent of race or ethnicity. As Dr. Lorrie Fridell, national expert on racial profiling, has pointed out, there are a number of legitimate reasons unrelated to race that can influence a police officer's decision to stop a person. One example includes driver's behavior. Those who drive poorly, those who drive through areas with high police activity, and those who drive more are all more likely to come into contact and be stopped by police (Fridell 2004). Another example includes a police officer's intent and motivation for initiating the stop (Withrow 2008). People are sometimes stopped because their race and other characteristics match a description provided by someone other than police. The analyses presented in this report do not control for those reasons because we lack the data on driver behavior and an officer's motivation and intent. Without these data, it is difficult to determine whether racial bias influences an officer's decision to stop.

In spite of these limitations, these analyses can be used to provide a picture of the current situation and to improve the effectiveness of our policing operations. Specifically, they are useful for identifying patterns and trends of racial and ethnic disparities in stops over time, measuring the effectiveness of our searches and contraband recovery rates, and understanding the impact of special missions and patrol strategies.

Final Thoughts

PPB is sharing the analytical results of this report with the public to help improve our transparency and build community trust and confidence. It is our hope that our analytical findings will facilitate discussions surrounding racial disparity in stops. Through community and police partnerships, we can identify areas of potential concern, find solutions on ways to reduce racial bias and perceptions of racial bias, and develop new strategies for community policing and accountability.

OBJECTIVES, METHODOLOGY, AND BENCHMARKS

We organized the report and analyzed driver and pedestrian stops data in four different ways to account for differences in job purpose, policing strategies, and policed areas. For instance, traffic officers enforce traffic violations and perform their jobs in areas with high traffic and accidents rates. By contrast, patrol officers focus more on crime reduction and operate in areas with high crime rates and calls for service. To account for the differences, we analyzed the data in the following ways:[1]

- Traffic and Patrol Stops of Drivers
- Traffic Stops of Drivers Only
- Patrol Stops of Drivers Only
- Traffic and Patrol Stops of Pedestrians

Objectives

The objectives of this study were to examine (1) the changes in the number of stops and changes in racial and ethnic distribution over time, (2) racial and ethnic disparities in stops, (3) racial and ethnic disparities in the decision to stop, (4) racial and ethnic disparities in the decision to search, (5) the effectiveness of our searches and contraband recovery rates, and (6) racial and ethnic disparities in enforcement actions.

Methodology

To identify the changes in the number and racial distribution of stops, we obtained data for all traffic and patrol stops of drivers and pedestrians for the City of Portland from 2012 to 2014. We analyzed the number of stops by race and ethnicity and then compared those results by year.

[1]We did not perform a detailed analysis of pedestrian stops by traffic officers due to the low stops counts. However, we included summarized charts of those types of stops in Appendix C.

To identify racial and ethnic disparities in stops, we compared racial and ethnic proportions to their representation in various benchmarks including adjusted census estimates, injury accident data, and victimization data. A more detailed discussion about benchmarks is included in the next section. We also calculated a racial disparity index, which shows the likelihood that a certain race or ethnicity would be stopped compared to their representation in the benchmark. A disparity index with a value greater than 1.0 would indicate an overrepresentation and a value below 1.0 would indicate an underrepresentation of the stopped group. We adopted a rating scale used by a prominent researcher of bias-based policing to interpret the significance of the disparity index and establish a commensurate response.[2] A disparity index with a value between 1.1 and 1.5 indicates that PPB should maintain awareness of the disparity.[3] Indices between 1.6 and 2.0 merited a closer review of stops. Indices above 2.0 justified further review and possible action as decided by police management with input from the community.

To identify racial and ethnic disparities in the decision to stop, we analyzed the various reasons for a stop across racial and ethnic groups. Concerned community residents assert that police use low level violations such as city code, equipment, license, and minor violations as a false pretext to stop minorities. Our goal was to identify instances of an overuse or disproportionate use of subjective or lower level violations where police officers apply more discretion when stopping drivers. If bias-based policing were occurring, low level violations may show large disparities between racial and ethnic categories. To make clear, while this analysis helps to identify racial disparities among driver and pedestrian stops, it does not account for other legitimate factors that may influence the reason for a stop, such as the circumstance surrounding the stop or an officer's intent or motivation for conducting the stop. We also used chi-square analyses to test the significance of our results. Analyses were conducted on the three largest racial and ethnic groups only (African American, Hispanic, and White) because in most cases the other population frequencies were too small, violating the minimum count requirement of the test. The analysis provides an expected number of persons in a particular category and then compares that expected frequency to the actual frequency within our dataset to determine statistical significance. These results were paired with a disparity index that assesses whether percentage differences were meaningful or not. We considered a disparity important if both of the following criteria were met: (1) the chi-square test was statistically significant with a p value below 0.05 and (2) the actual number was equal to or greater than 1.5 times the expected number.[4] Indices above 1.5 merited closer monitoring and indices above 2.0 warranted further action. While the test identifies disparities or an overrepresentation in stops of a particular racial or ethnic group, it cannot determine the cause of the disparity. These tests are simply standard statistical measures that can offer us guidance to the areas in most need of attention at this time.

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[2]Dr. John Lamberth adopted this rating scale in his study, *Data Collection and Benchmarking of the Bias Policing Project. Final Report for the Metropolitan Police Department in the District of Columbia*, September 2006. Another researcher viewed this criteria for determining biased-based policing as more conservative than criteria used in other studies (Greenwald et al, *University of Southern California, Race and Vehicle Stops By the Sacramento County Sheriff's Department: December, 2003 through December, 2009*, dated August 31, 2011).

[3]Dr. John Lamberth viewed disparity ratios below 1.5 as benign. Indices below that threshold were not considered statistically significant because they accounted for small error rates in observation or data entry by police.

[4]Dr. Brian Withrow, a nationally recognized expert on racial profiling, conducted an independent analysis of PPB's traffic stop data in 2008. His study applied these criteria to test the significance of the differences between observed and expected frequencies (Withrow et al, *The Portland Police Bureau's Stops Data, An Independent Analysis*, dated January 2008). We adopted these criteria in our study for consistency.

To identify racial and ethnic disparities in the decision to search, we analyzed the post-stop activities across race groups, focusing specifically on high discretion searches like consent searches. Officers can exercise some level of discretion when deciding to search a stopped driver or pedestrian. Low discretion searches are instances where police policies require searches to ensure officer safety. Examples include weapons pat down, probable cause, and plain view searches. In high discretion searches, such as consent searches, police officers can exercise more judgment in their decision to search. Our goal was to identify an overuse of high discretion searches on minorities. If biased policing were occurring, high discretion searches may show large disparities between racial and ethnic groups. While this analysis helps to identify racial disparities, it fails to account for other factors. Those factors include which officers ask for consent searches, which drivers agree to consent searches, an officer's intent or motivation for conducting the search, driver behavior, and location of the stop. In high crime areas, for instance, traffic and patrol officers are more likely to conduct searches for weapons, regardless of race, in order to ensure officer safety. Similar to the last section, we also used chi-square analyses to test the significance of our findings.

To determine the effectiveness of searches, we also examined the rates at which police recovered contraband, also known as hit rates. Specifically, we analyzed the number of incidents where police recovered contraband after a search by race and ethnicity. We also examined search numbers and hit rates over time. To improve the effectiveness of searches, PPB set a goal to reduce the number of searches performed, while increasing the hit rate for recovering weapons or contraband.

To identify racial and ethnic disparities in enforcement actions, we analyzed enforcement actions across all racial and ethnic groups, focusing only on stops where no enforcement action was taken. Community residents expressed concern that stops without any enforcement action give the appearance that some racial or ethnic groups are harassed by police more than others. To address that concern, we compared all stops without any enforcement action across racial and ethnic groups to identify differences. Large differences between racial and ethnic groups may imply an unequal impact on a particular race. We caution the reader, however, that while some enforcement actions may be overused among some racial or ethnic groups, it is difficult to draw conclusions about whether this is evidence of bias-based policing or other legitimate factors unrelated to race. There are a number of factors unrelated to race that can come into play when a police officer decides what enforcement action to take. One factor includes the severity of the offense. Without more details about the circumstances surrounding the stop, it is difficult to discern, for example, whether the overuse of warnings among minorities means police are being lenient or they are stopping them for less serious offenses. We also used chi-square analyses to test the significance of our findings.

Benchmarks

We used three benchmarks in our study to identify an estimated rate at which we would expect to see various racial and ethnic groups stopped. Those three benchmarks include adjusted census estimates, injury accidents also known as crash data, and victimization data.

Census data is the most common benchmark used to identify the existence or lack of racially-biased policing. However, census data are widely criticized by researchers because they are not representative of the driver population. Census data include children and others who do not drive. Also, the data cannot control for non-residents who were stopped while traveling through Portland. Finally, census data undercounts the population, particularly minority populations. To improve the

comparability between census estimates and stops data, we adjusted the census data by including only populations aged 16 and older. The adjusted census estimates will be compared to driver stops by traffic and patrol units, but not analyzed against the stops population due to the data limitations already mentioned. Table 1 provides 2010 adjusted census estimates by race and ethnicity for the City of Portland residents over 16 years of age.

Table 1. City of Portland Adjusted 2010 Census Population Age 16+ by Race and Ethnicity

Race/Ethnicity	Count	Percent
American Indian/Alaskan alone	4,766	1.0%
Asian alone	33,834	7.0%
Black/African American alone	27,752	5.7%
White alone	381,627	78.9%
Native Hawaiian and Other Pacific Islander alone	2,222	0.5%
Other Race alone	16,839	3.5%
Two or More Races	16,488	3.4%
Total	**483,528**	**100.0%**

Hispanic or Latino Origin and Race		
Hispanic or Latino	36,996	7.7%
White alone, not Hispanic or Latino	365,836	75.7%

Injury accident data, also called crash data, is the second benchmark and will be compared to driver stops by traffic and patrol units. This benchmark provides a general indication of the demographics of drivers on the road. Researchers (Lovrich et al, 2007) observed that the proportion of all drivers involved in crashes by race and ethnicity would provide an indication of both driving frequency and behavior.

Table 2. Race and Ethnicity of Drivers in Injury Accidents in Portland

Race/Ethnicity	Count	Percent
American Indian/Alaskan	10	0.8%
Asian	67	5.2%
Black/African American	117	9.0%
Hispanic	90	7.0%
White	1,002	77.5%
Unknown/Other	7	0.5%
Total	**1,293**	**100.0%**

Victimization data is the third benchmark and will be compared to pedestrian stops by traffic and patrol units. This benchmark provides a rough estimate of the demographics of those exposed to violent crime. We found that those exposed to violence and those stopped by police are alike in that both are similarly exposed to areas where police patrol and respond to calls most frequently. We also found that victimization data is preferred to arrest data because it is less vulnerable to police bias, representing those who call police as opposed to those who are apprehended by police for a given offense.

Table 3. Race and Ethnicity of Victims of Part I Violent Crimes

Race/Ethnicity	Count	Percent
American Indian/Alaskan	111	1.7%
Asian	233	3.6%
Black/African American	1,298	19.9%
Hispanic	538	8.2%
White	4,338	66.4%
Unknown/Other	18	0.3%
Total	**6,536**	**100.0%**

DATA SOURCE AND DATA QUALITY

As part of this study, we analyzed 55,451 traffic and pedestrian stops between January 1, 2014 and December 31, 2014 in the City of Portland. The initial dataset included 66,255 records. As part of our standard data cleaning process, we removed 10,804 unusable records from the dataset before performing our analyses. Of those 10,804 records, 7,012 were canceled stops (flag down, mere conversation, welfare check), 3,378 duplicate records (same incident, logged 18 to 24 seconds apart), 68 belonged to other police departments, and 19 records contained no racial or ethnic identifiers. We also excluded 327 passenger records because these data were outside the scope of our review which focused on the rate at which drivers and pedestrians of different races were stopped by police.

Table 4. Data Included and Excluded from Analysis

Reason	Count	Percent
Duplicate	3,378	5.1%
Canceled, Flag Down	183	0.3%
Canceled, Mere Converation	5,055	7.6%
Canceled, Welfare Check	610	0.9%
Canceled, Other	1,164	1.8%
Other Police Departments	68	0.1%
No Ethnic Identifiers	19	0.0%
Passenger	327	0.5%
Stops Analyzed	55,451	83.7%
Total	**66,255**	**100.0%**

Data used in this annual report originated from the Stops Data Collection System, which is derived from both patrol and traffic units. When an officer completes a stop, he or she is required to submit information on the stop into a stops data collection (SDC) form. This information is then stored in the Stops Data Collection System. Some of the collected measures include: gender, age, mental health status, stop reason, search results, and stop outcome. A sample of the SDC form can be found in Appendix A.

PPB continually assesses the effectiveness of its data collection process. In 2011, the PPB implemented internal controls to its data collection process to help improve the quality and completeness of its data. These internal controls included the collection of additional information not previously tracked such as explanations on canceled stops and the implementation of a notification system for outstanding entries. As a result of these enhancements, PPB has been able to reduce the entry of duplicate incidents or non-incidents and ensure the timely and comprehensive entry of incidents. The enhancements are described in detail below.

Reason for canceling a stop

PPB requires officers to provide a reason for canceling an SDC report. Circumstances in which an officer may cancel a stop include: an officer was erroneously included on a call by dispatch, an officer was not the primary officer on the call, or an officer finds that a call was not a stop. By tracking reasons for stop cancelations, PPB ensures that officers canceled a stop for a legitimate

reason. Also, this process helps to improve the quality of the data by reducing the entry of duplicate incidents or non-incidents.

Ensuring completion of SDC form

PPB also implemented a new notification system that alerts police personnel of incomplete records. On occasion officers end a stop abruptly to respond to an emergency call. If an officer logs off his or her computer without completing a stops entry, the officer is notified of the outstanding SDC form the next time he or she logs onto PPB's record management system. As an additional layer of accountability, the officer's lieutenant is also notified by email about the outstanding entry each week until the form is completed. This new system helps ensure that officers complete their entry, thus improving the completeness of the data set.

Despite these enhancements, the stops data has limitations that may hamper our ability to arrive at accurate answers. Some of the race, age, and mental health status indicators may have been erroneously entered, which would influence our findings. Stops data is coded based on a police officer's perception at the time of a stop, which may or may not be correct. As some community residents have pointed out, Native Americans may be misclassified as Hispanic. Consequently, race percentages may be inflated for some while underestimated for others. To date, PPB has been unable to identify a way to confirm the demographic information without asking community residents invasive questions at the time of a stop.

Calendar years 2012 and 2013 traffic and pedestrian stops data presented in this report may be different than numbers presented in past annual and quarterly reports due to (1) new queries used to extract information from the Stops Data Collection System and (2) updates to the previously blank precinct field. We created new queries to eliminate multiple entries for a single incident, e.g. numerous stops for the same incident, logged 18 to 24 seconds apart. As a result, the number of stops for some races and ethnicities is smaller when compared to 2012 data. Also, updates were made to the previously blank precinct field. Consequently, stop counts for some races and ethnicities at the precincts are higher in our current report than previously reported. While some counts are slightly higher, the racial proportions differed by no more than 1 percent between current and previous reporting.

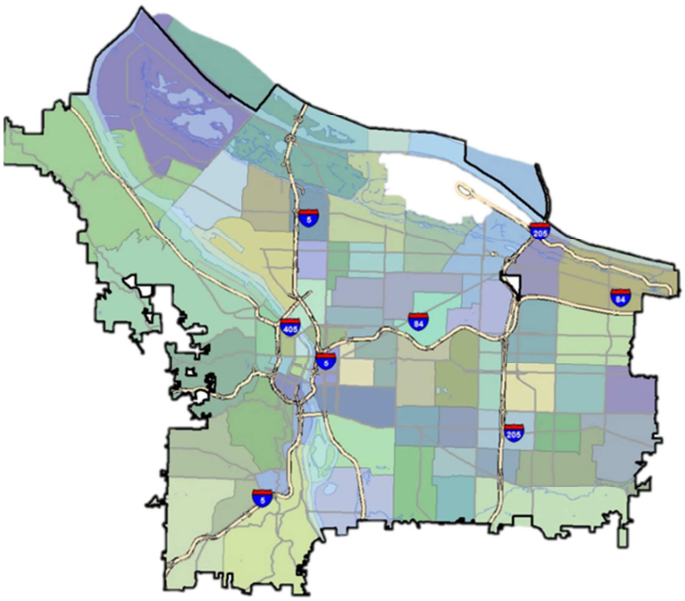
WHO IS STOPPED AND SEARCHED?

City of Portland Residents

According to 2010 census estimates, the City of Portland has 583,776 residents.[5] When accounting for commuters, the daytime population in Portland increases to over 700,000.[6] Portland's racial and ethnic demographic composition is 1 percent American Indian and Alaska Native, 7.1 percent Asian, 6.3 percent African American, 0.5 percent Hawaiian, 9.4 percent Hispanic, and 72.2 percent White.[7]

PPB is the largest police department within the state of Oregon. It consists of 950 authorized sworn members and 235 non-sworn members.[8] PPB has 60 districts and three precincts, Central, East, and North Precincts. Central Precinct encompasses most of the western section of Portland and inner southeast Portland. North Precinct runs from Washington County to Gresham and includes all the northern most areas of Portland. East Precinct covers Portland from Cesar Chavez Boulevard to Gresham for the area south of I-84. Last year, PPB police officers responded to 224,388 dispatched calls for service.

CITY OF PORTLAND, OREGON



[5]We used 2010 U.S. Census data in our report as recommended by PSU because the data had a smaller margin of error compared to 2008–2012 American Community Survey data.
[6]Source: 2006–2010 5 Year American Community Survey, Commuter-Adjusted Daytime Population: Places. To arrive at the 700,000 population estimate, we added the commuter estimate of 121,889 to 2010 U.S. Census data.
[7]Percentages do not add to 100 percent due our inclusion of Hispanic and Latino ethnicity which is presented in our study as a race. The U.S. Census considers Hispanic and Latino as a separate ethnicity within the total population, not a race.
[8]Source: Personnel numbers from the July 2014 adopted budget updated November 12, 2014. The numbers reflect budget authority (or authorized) positions.

TRAFFIC AND PATROL STOPS OF DRIVERS

In 2014, traffic and patrol officers stopped 54,492 drivers, representing about 98.3 percent of the total 55,451 driver and pedestrian stops. Table 5 shows the racial and ethnic distribution of driver stops by traffic and patrol officers for calendar years 2012, 2013, and 2014 and the change over time. These data represent the entire data set for PPB and include officers from units such as Central, East, and North precincts as well as specialized units like the Gang Enforcement Team (GET).

Table 5. Race of Drivers Stopped by Traffic and Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	160	0.2%	142	0.2%	111	0.2%	-49	-30.6%
Asian	3,057	4.5%	3,232	4.8%	2,513	4.6%	-544	-17.8%
Black/African American	8,847	13.1%	8,616	12.8%	6,802	12.5%	-2,045	-23.1%
Hispanic	4,720	7.0%	4,876	7.2%	4,051	7.4%	-669	-14.2%
White	48,623	71.7%	48,387	71.7%	39,041	71.6%	-9,582	-19.7%
Unknown/Other	2,385	3.5%	2,253	3.3%	1,974	3.6%	-411	-17.2%
Total	**67,792**	**100.0%**	**67,506**	**100.0%**	**54,492**	**100.0%**	**-13,300**	**-19.6%**

In 2014, the traffic and patrol units stopped 54,492 drivers, representing a 19.6 decline or 13,300 fewer stops than in 2012. All drivers of every race and ethnicity saw a decline in the number of stops since 2012. American Indian, Alaskan, African American, and White drivers saw the largest percentage reduction in stops at 30.6 percent, 23.1 percent, and 19.7 percent, respectively. Though we saw declines in the number of stops, the racial distribution of stopped drivers remained relatively the same with minor variation over the past three years.

Table 6 compares traffic and patrol stops of drivers to adjusted census estimates and an injury accident benchmark to determine the level of disparity between racial and ethnic groups.

Table 6. Race of Drivers Stopped by Traffic and Patrol and Benchmarks

Race/Ethnicity	Actual Stops		2010 Adjusted Census	Injury Accidents	
	Count	Percent	Percent	Percent	Disparity Index
American Indian/Alaskan	111	0.2%	1.0%	0.8%	0.3
Asian	2,513	4.6%	7.0%	5.2%	0.9
Black/African American	6,802	12.5%	5.7%	9.0%	1.4
Hispanic	4,051	7.4%	7.7%	7.0%	1.1
White	39,041	71.6%	75.7%	77.5%	0.9
Unknown/Other	1,974	3.6%	3.5%	0.5%	7.2
Total	**54,492**	**100.0%**	**100.6%[1]**	**100.0%**	**1.0**

[1]2010 census data do not sum to 100 percent because the racial categories of the census are inconsistent with PPB. The census collects more specific data, e.g., Native Hawaiian and Pacific Islander, other race, and multiracial, unlike PPB. Also, census data considers Hispanic and Latino as an ethnicity within the population, whereas PPB categorizes it as its own separate race.

Based on our analysis, African American and Hispanic drivers were stopped at proportions slightly above their representation of the injury accident benchmark. African American drivers accounted for 12.5 percent of stops, above their injury accident benchmark of 9.0 percent. The 1.4 disparity index suggests that African American drivers were minimally overrepresented in traffic and patrol stops. Hispanic drivers accounted for 7.4 percent of stops, just above their 7.0 percent benchmark. The disparity index of 1.1 indicates that Hispanic drivers were slightly overrepresented in traffic and patrol stops. PPB should maintain awareness of these disparities in stops in the future.

The unknown and other category had a relatively high disparity index. Because officers interacting with persons at stops do not ask for racial and ethnic identification and those involved in injury accidents do, these categories were not comparable. While we are attempting to find an effective, non-invasive way for officers to accurately make these identifications, none is currently in place. Therefore, we should not make comparisons across this category.

Reasons for Stops

Patrol and traffic officers may initiate a stop for six different reasons: (1) city code, e.g., violations of municipal ordinances such as open alcohol container or defacing park property; (2) equipment, e.g., inoperable headlight or taillight; (3) license, e.g., expired registration for a vehicle license plate or altered license plate; (4) major, e.g., careless driving, failure to obey traffic control device such as a traffic light or stop sign; (5) minor, e.g., failure to signal a lane change; and (6) other, e.g., status offense (e.g. truancy), civil holds, or warrants.

Table 7 shows the reasons traffic and patrol officers initiated stops of drivers and the differences between racial and ethnic groups. Minor offenses accounted for more than half (53.4 percent) of all traffic and patrol stops, followed by major offenses (30.1 percent), equipment (11.6 percent), license (3.6 percent), other (1.1 percent), and city code (0.1 percent) violations.

Table 7. Reasons Drivers Were Stopped by Traffic and Patrol by Race and Ethnicity

	City Code		Equipment		License		Major[1]		Minor[2]		Other		Total	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	19	17.1%	5	4.5%	26	23.4%	57	51.4%	4	3.6%	111	100.0%
Asian	1	0.0%	273	10.9%	57	2.3%	878	34.9%	1,284	51.1%	20	0.8%	2,513	100.0%
Black/African American	10	0.1%	1,055	15.5%	413	6.1%	1,984	29.2%	3,256	47.9%	84	1.2%	6,802	100.0%
Hispanic	6	0.1%	493	12.2%	193	4.8%	1,381	34.1%	1,939	47.9%	39	1.0%	4,051	100.0%
White	31	0.1%	4,304	11.0%	1,263	3.2%	11,628	29.8%	21,543	55.2%	272	0.7%	39,041	100.0%
Unknown/Other	5	0.3%	170	8.6%	51	2.6%	521	26.4%	1,027	52.0%	200	10.1%	1,974	100.0%
Total	**53**	**0.1%**	**6,314**	**11.6%**	**1,982**	**3.6%**	**16,418**	**30.1%**	**29,106**	**53.4%**	**619**	**1.1%**	**54,492**	**100.0%**

[1]Major Moving Violation (traffic crime, Class A or B infraction)

[2]Minor Moving Violation (Class C or D infraction)

Of all violations, White drivers were more likely than other racial or ethnic groups to be stopped for minor traffic violations (55.2 percent), Asian drivers for major traffic offenses (34.9 percent), American Indian and Alaskan drivers for equipment violations (17.1 percent), African American drivers for license violations (6.1 percent), and unknown or other drivers for other and city code violations (10.1 percent and 0.3 percent, respectively).

City code, license, and other violations appeared to be disproportionately used to stop African American and Hispanic drivers during traffic and patrol stops.[9] Based on a chi-square analysis and our calculation of the disparity index, African Americans were moderately overrepresented in stops for city code (1.6 disparity), license (1.6 disparity), and other (1.6 disparity) violations. Hispanics were moderately overrepresented in stops for city code (1.6 disparity) violations. We conducted a closer inspection of these numbers in the next section by disaggregating them by traffic and by patrol alone to isolate where the disparities exist.

[9]American Indians, Alaskans, and Asians were excluded from the analyses due to the low stop counts.

Searches

Police officers may initiate one of four types of searches on drivers and pedestrians. Examples include:

- Consent. Subject to certain limitations, officers request consent from an individual before searching them as part of an investigation or contact. Although officers have probable cause or other legal reasons to search an individual in many cases, officers often ask for consent because it protects the search from being excluded in court. This is one reason consent searches are more common than others.

- Plain View. A plain view search occurs when an officer observes contraband or other evidence prior to or during a stop without conducting an actual search. An example of this may include an officer who observes, from outside of the vehicle, a driver or passenger tucking a weapon underneath a seat in a car.

- Probable Cause. Probable cause searches include searching for additional evidence after an officer has established probable cause for an arrest. An example of this might include searching a subject's pockets for narcotics after an officer observed them selling drugs. Officers also search people after making an arrest. After booking, police conduct inventory searches of individuals before admitting them to jail. This is required for the safety of the subject, jail staff, and jail population.

- Weapons Pat Down. In certain circumstances, the courts allow officers to pat a subject down for weapons. While an officer does not need consent to conduct this type of search, the search is limited to areas where an officer might find a weapon. Generally this search consists of "patting" the pockets, waistband, and sleeves and legs of a subject, but prohibits reaching into pockets or searching for small items.

In 2014 traffic and patrol officers conducted 2,308 searches. Approximately 4.2 percent of all drivers stopped were also searched. Table 8 shows the types of searches conducted on drivers by traffic and patrol officers and the differences between the racial and ethnic groups. Consent searches (2.3 percent) were the most common type of search, followed by probable cause (0.9 percent), plain view (0.8 percent), and weapons pat down (0.2 percent).

Table 8. Type of Search of Drivers Performed by Traffic and Patrol by Race and Ethnicity

Race/Ethnicity	Consent		No Search Done		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	5	4.5%	103	92.8%	0	0.0%	3	2.7%	0	0.0%	111	100.0%
Asian	22	0.9%	2,460	97.9%	20	0.8%	9	0.4%	2	0.1%	2,513	100.0%
Black/African American	425	6.2%	6,163	90.6%	76	1.1%	122	1.8%	16	0.2%	6,802	100.0%
Hispanic	124	3.1%	3,824	94.4%	46	1.1%	48	1.2%	9	0.2%	4,051	100.0%
White	645	1.7%	37,716	96.6%	287	0.7%	321	0.8%	72	0.2%	39,041	100.0%
Unknown/Other	28	1.4%	1,918	97.2%	16	0.8%	10	0.5%	2	0.1%	1,974	100.0%
Total	**1,249**	**2.3%**	**52,184**	**95.8%**	**445**	**0.8%**	**513**	**0.9%**	**101**	**0.2%**	**54,492**	**100.0%**

Of the 1,249 consent searches, African American drivers had the highest rate of consent searches (6.2 percent), followed by Hispanic drivers (3.1 percent). Native American and Alaskan drivers also had a relatively high consent rate, but consent rates may be inflated due to the low search counts.

White and Asian drivers had a lower rate of consent searches, 1.7 percent and 0.9 percent, respectively.

Consent searches appear to have been disproportionately used on African American drivers during traffic and patrol stops. Based on a chi-square analysis and our calculation of the disparity index, we found that African American drivers were overrepresented in consent searches by a disparity rate of 2.6 when comparing to the actual consent searches to those expected if all things were equal. This is within the range warranting additional research and analysis of these types of stops. We conducted a closer inspection of this number in the next section by disaggregating it by traffic and by patrol to isolate where the disparity exists.

Hit Rates

Hit rates represent the percentage of searches where contraband is found. They can provide a useful means of comparing the productivity of stops. Table 9 shows the hit rates for various types of contraband between the different demographic groups. We excluded American Indian and Alaskan drivers from discussions below due to low stop and search counts.

Table 9. Hit Rates for Contraband[1] Found on Drivers Searched by Traffic and Patrol by Race and Ethnicity

Race/Ethnicity	Total Searches	Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	8	1	12.5%	2	25.0%	1	12.5%	5	62.5%	4	50.0%
Asian	53	6	11.3%	14	26.4%	4	7.5%	22	41.5%	20	37.7%
Black/African American	639	41	6.4%	149	23.3%	31	4.9%	235	36.8%	207	32.4%
Hispanic	227	31	13.7%	42	18.5%	8	3.5%	87	38.3%	60	26.4%
White	1,325	71	5.4%	360	27.2%	56	4.2%	537	40.5%	479	36.2%
Unknown/Other	56	1	1.8%	6	10.7%	3	5.4%	20	35.7%	19	33.9%
Total[2]	**2,308**	**151**	**6.5%**	**573**	**24.8%**	**103**	**4.5%**	**906**	**39.3%**	**789**	**34.2%**

[1]Officers can select one or more of the following: alcohol, drugs, nothing found, other, stolen property, and weapons. Stolen property and other are included in contraband.
[2]A search where multiple items were recovered may be reflected in two or more categories. Adding all categoires will not equal total searches.

Among the 2,308 drivers who were searched, contraband was found in 39.3 percent of all searches. Types of contraband recovered included drugs (24.8 percent), alcohol (6.5 percent), and weapons (4.5 percent).

Our analyses found that searches of Asian drivers resulted in the highest hit rates for all contraband at 41.5 percent, followed by White drivers at 40.5 percent, Hispanic drivers at 38.3 percent, and African American drivers at 36.8 percent.

Table 10 shows search counts and hit rates for contraband and weapons between the different demographic groups for calendar years 2012, 2013, and 2014. PPB's internal goal was to improve the effectiveness of its searches by reducing the number of searches performed, while increasing the hit rate for recovering weapons or contraband.

Table 10. Hit Rates for Contraband and Weapons Found on Drivers Searched by Traffic and Patrol for Calendar Years 2012, 2013, and 2014 by Race and Ethnicity

Race/Ethnicity	All Contraband[1] Hit Rate[2]						Weapon Hit Rate[2]					
	2012		2013		2014		2012		2013		2014	
	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates
American Indian/Alaskan	13	23.1%	15	53.3%	8	62.5%	13	0.0%	15	20.0%	8	12.5%
Asian	85	32.9%	83	31.3%	53	41.5%	85	0.0%	83	3.6%	53	7.5%
Black/African American	1,265	28.2%	965	33.9%	639	36.8%	1,265	4.0%	965	4.5%	639	4.9%
Hispanic	332	32.8%	320	35.0%	227	38.3%	332	3.6%	320	5.9%	227	3.5%
White	1,850	38.3%	1,897	39.0%	1,325	40.5%	1,850	3.7%	1,897	4.4%	1,325	4.2%
Unknown/Other	87	29.9%	74	32.4%	56	35.7%	87	1.1%	74	1.4%	56	5.4%
Total	**3,632**	**34.3%**	**3,354**	**36.9%**	**2,308**	**39.3%**	**3,632**	**3.6%**	**3,354**	**4.6%**	**2,308**	**4.5%**

[1]All Contraband category includes Alcohol, Drugs, Weapons, Stolen Property and Other.
[2]Hit rate represents the number of hits divided by the total number of searches with hits and no hits.

PPB reduced the number of searches and improved its hit rates for contraband and weapons over a three year period. Between 2012 and 2014, the number of searches declined from 3,632 to 2,308, representing a 36.5 percent decrease. Hit rates for contraband improved, increasing from 34.3 percent to 39.3 percent. Hit rates for weapons increased from 3.6 percent to 4.5 percent between 2012 and 2014.

Stop Outcome

Table 11. Enforcement Actions Taken on Drivers Stopped By Traffic and Patrol by Race and Ethnicity

	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	9	8.1%	44	39.6%	0	0.0%	5	4.5%	53	47.7%	111	100.0%
Asian	34	1.4%	1,464	58.3%	0	0.0%	30	1.2%	985	39.2%	2,513	100.0%
Black/African American	346	5.1%	3,009	44.2%	18	0.3%	133	2.0%	3,296	48.5%	6,802	100.0%
Hispanic	136	3.4%	2,288	56.5%	2	0.0%	59	1.5%	1,566	38.7%	4,051	100.0%
White	963	2.5%	23,529	60.3%	22	0.1%	556	1.4%	13,971	35.8%	39,041	100.0%
Unknown/Other	33	1.7%	967	49.0%	0	0.0%	74	3.7%	900	45.6%	1,974	100.0%
Total	**1,521**	**2.8%**	**31,301**	**57.4%**	**42**	**0.1%**	**857**	**1.6%**	**20,771**	**38.1%**	**54,492**	**100.0%**

Stops with no enforcement action were the second least used enforcement action, accounting for only 1.6 percent of all enforcement actions in traffic and patrol stops of drivers. Of the 54,492 enforcement actions taken after a traffic or patrol stop, a citation was the most common type of enforcement action at 57.4 percent, followed by a warning at 38.1 percent, arrest 2.8 percent, no action 1.6 percent, and cite in lieu 0.1 percent.

African Americans were minimally overrepresented in stops resulting in no action. Based on our chi-square analysis and our calculation of the disparity index, African American drivers were overrepresented in stops with no enforcement action with a disparity index of 1.3. We conducted a closer inspection of this number in the next section by disaggregating it by traffic and by patrol to isolate where the disparity exists. We identified no other minorities overrepresented in stops with no enforcement action.

TRAFFIC STOPS OF DRIVERS

This section examines drivers stopped by traffic. In 2014, traffic officers stopped 28,171 drivers, representing about 51.7 percent of the total 54,492 driver stops. A traffic officer's main purpose is to enforce traffic laws. These units are not spread evenly throughout the city but instead provide focused traffic enforcement on areas with high traffic safety issues and accidents rates. This often includes enforcement on main arterials such as Highway 30, the Interstate Highways and major roadways such as Division Street, Powell Boulevard or 82nd Avenue. Table 12 shows the racial and ethnic distribution of drivers stopped by traffic officers for calendar years 2012, 2013, and 2014 and the change over time.

Table 12. Race of Drivers Stopped by Traffic for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	33	0.1%	20	0.1%	30	0.1%	-3	-9.1%
Asian	1,510	4.5%	1,528	4.7%	1,362	4.8%	-148	-9.8%
Black/African American	2,576	7.7%	2,462	7.5%	2,223	7.9%	-353	-13.7%
Hispanic	1,781	5.3%	2,003	6.1%	1,878	6.7%	97	5.4%
White	26,689	79.8%	25,851	79.2%	21,967	78.0%	-4,722	-17.7%
Unknown/Other	855	2.6%	794	2.4%	711	2.5%	-144	-16.8%
Total	**33,444**	**100.0%**	**32,658**	**100.0%**	**28,171**	**100.0%**	**-5,273**	**-15.8%**

In 2014 the traffic division stopped 28,171 drivers. This represents a 15.8 percent decline or 5,273 fewer stops than in 2012. Hispanic drivers were the only race that saw a 5.4 percent (or 97 stops) increase in stops since 2012. This may be due in part to an estimated 10.8 percent increase in the Hispanic and Latino population, the largest population increase compared to African Americans, Asians, and Whites in Portland, Oregon between 2012 and 2014.[10] White and African American drivers experienced the largest percentage declines in stops at 17.7 percent and 13.7 percent, respectively. Though the number of stops declined for most ethnicities, the racial distribution of stopped drivers remained relatively the same from year to year.

Table 13 compares traffic stops of drivers to adjusted census estimates and an injury accident benchmark to determine the level of racial disparity between racial and ethnic groups.

Table 13. Race of Drivers Stopped by Traffic and Benchmarks

Race/Ethnicity	Actual Stops		2010 Adjusted Census	Injury Accidents	
	Count	Percent	Percent	Percent	Disparity Index
American Indian/Alaskan	30	0.1%	1.0%	0.8%	0.1
Asian	1,362	4.8%	7.0%	5.2%	0.9
Black/African American	2,223	7.9%	5.7%	9.0%	0.9
Hispanic	1,878	6.7%	7.7%	7.0%	1.0
White	21,967	78.0%	75.7%	77.5%	1.0
Unknown/Other	711	2.5%	3.5%	0.5%	5.0
Total	**28,171**	**100.0%**	**100.6%**[1]	**100.0%**	**1.0**

[1]2010 census data do not sum to 100 percent because the racial categories of the census are inconsistent with PPB. The census collects more specific data, e.g., Native Hawaiian and Pacific Islander, other race, and multiracial, unlike PPB. Also, census data considers Hispanic and Latino as an ethnicity within the population, whereas PPB categorizes it as its own separate race.

We found that no minority drivers were stopped at rates above their injury accident benchmark. Of the 28,171 drivers who were stopped by traffic, African American, American Indian, Alaskan, and Asian drivers were stopped at rates below their injury accident benchmark. Hispanic and White drivers were stopped at rates proportional to their injury accident benchmark.

[10]The American Community Survey 1-Year Estimates show that the Hispanic and Latino population increased from 57,049 to 63,194 between 2012 and 2014 in the City of Portland, Oregon. The population for African Americans declined by 4.7 percent, American Indians and Alaskans increased by 20.5 percent, Asians increased by 1.7 percent, and Whites increased by 0.5 percent.

Reasons for Stops

Table 14 shows the reasons traffic officers initiated stops of drivers and the differences between the racial and ethnic groups. Minor offenses accounted for more than half of all traffic stops at 58.0 percent, followed by major offense (35.7 percent), equipment (5.2 percent), license (0.8 percent), other (0.2 percent), and city code (0.0 percent) violations.

Table 14. Reasons Drivers Were Stopped by Traffic by Race and Ethnicity

	City Code		Equipment		License		Major[1]		Minor[2]		Other		Total	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	1	3.3%	0	0.0%	7	23.3%	22	73.3%	0	0.0%	30	100.0%
Asian	0	0.0%	66	4.8%	10	0.7%	506	37.2%	776	57.0%	4	0.3%	1,362	100.0%
Black/African American	1	0.0%	162	7.3%	23	1.0%	862	38.8%	1,166	52.5%	9	0.4%	2,223	100.0%
Hispanic	1	0.1%	116	6.2%	19	1.0%	770	41.0%	969	51.6%	3	0.2%	1,878	100.0%
White	5	0.0%	1,092	5.0%	183	0.8%	7,626	34.7%	13,019	59.3%	42	0.2%	21,967	100.0%
Unknown/Other	0	0.0%	24	3.4%	2	0.3%	282	39.7%	401	56.4%	2	0.3%	711	100.0%
Total	**7**	**0.0%**	**1,461**	**5.2%**	**237**	**0.8%**	**10,053**	**35.7%**	**16,353**	**58.0%**	**60**	**0.2%**	**28,171**	**100.0%**

[1]Major Moving Violation (traffic crime, Class A or B infraction)

[2]Minor Moving Violation (Class C or D infraction)

White drivers were more likely than any other group to be stopped for minor traffic violations (59.3 percent). Hispanic drivers were more likely to be stopped for major traffic violations (41.0 percent), license violations (1.0 percent), and city code violations (0.1 percent). African American drivers were more likely to be stopped for equipment violations (7.3 percent), license violations (1.0 percent), and other violations (0.4 percent). American Indian and Alaskan driver stops results were difficult to interpret due to the low stop counts which have inflated offense percentages.

Overall, the distribution of reasons for why drivers were stopped was roughly the same across all racial and ethnic groups with some variation. The one exception was American Indian and Alaskan drivers who were stopped for minor violations at a higher rate than other groups. These rates, however, were inflated due to the low stops counts.

We did not identify any lower level offenses (e.g., city code, equipment, license, or other violations) that had an unequal impact on a particular race or ethnic group. Though city code and other violations appeared to be disproportionately used to stop minorities, we assess that the resulting disparities were not significant practically, even though they were statistically. Based on our chi-square analysis and our calculation of the disparity index comparing the actual and expected frequencies for each stop reason, African American and Hispanic drivers were moderately overrepresented for city code violations, with disparity indices of 1.7 for African Americans and 2.0 for Hispanics, but only one driver was stopped in both cases. African Americans were also moderately overrepresented for other violations with a disparity index of 2.0, but only nine stops were made under this category. Given the low counts for each violation, we judge the results were not practically significant.

Searches of Drivers

Traffic officers rarely conducted searches of drivers. Of the 28,171 stops conducted by the traffic division in 2014, only 0.7 percent or 190 searches were conducted on drivers. Table 15 shows the types of searches conducted on drivers by traffic officers and the differences between racial and ethnic groups. The most common type of search was probable cause (0.4 percent), followed by consent (0.2 percent), plain view (0.1 percent), and weapons pat down (0.0 percent).

Table 15. Type of Search of Drivers Performed by Traffic by Race and Ethnicity

Race/Ethnicity	Consent		No Search Done		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	1	3.3%	28	93.3%	0	0.0%	1	3.3%	0	0.0%	30	100.0%
Asian	0	0.0%	1,360	99.9%	0	0.0%	2	0.1%	0	0.0%	1,362	100.0%
Black/African American	7	0.3%	2,195	98.7%	1	0.0%	20	0.9%	0	0.0%	2,223	100.0%
Hispanic	5	0.3%	1,853	98.7%	4	0.2%	16	0.9%	0	0.0%	1,878	100.0%
White	34	0.2%	21,835	99.4%	15	0.1%	75	0.3%	8	0.0%	21,967	100.0%
Unknown/Other	0	0.0%	710	99.9%	1	0.1%	0	0.0%	0	0.0%	711	100.0%
Total	**47**	**0.2%**	**27,981**	**99.3%**	**21**	**0.1%**	**114**	**0.4%**	**8**	**0.0%**	**28,171**	**100.0%**

Of the 47 consent searches, Native American and Alaskan drivers had the highest rate of consent searches (3.3 percent), but this rate is inflated, because only one person was searched. The rate of consent searches for African American and Hispanic drivers was 0.3 percent, for White drivers 0.2 percent. Asian drivers had no consent searches in 2014.

We did not identify large racial and ethnic differences between categories in the rate of consent searches. While a chi-square analysis and our calculation of the disparity index showed that African Americans and Hispanics were overrepresented in consent searches, these analyses were based on small numbers, i.e. seven African Americans and five Hispanics. The disparities were significant statistically, but were not significant practically. Therefore we conclude that the findings were not substantive. Consent search rates for American Indian, Alaskan, and Asian drivers were distorted due to the low search counts for this group.

Hit Rates

Hit rates represent the percentage of searches where contraband is found. They can provide a useful means of measuring the productivity of stops. Table 16 shows the hit rates for various types of contraband between the different demographic groups. We excluded American Indian, Alaskan, and Asian drivers from discussions below due to the low search counts for these groups.

Table 16. Hit Rates for Contraband[1] Found on Drivers Searched by Traffic by Race and Ethnicity

Race/Ethnicity	Total Searches	Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	2	1	50.0%	0	0.0%	0	0.0%	1	50.0%	0	0.0%
Asian	2	0	0.0%	1	50.0%	0	0.0%	1	50.0%	1	50.0%
Black/African American	28	3	10.7%	4	14.3%	2	7.1%	8	28.6%	5	17.9%
Hispanic	25	6	24.0%	2	8.0%	1	4.0%	10	40.0%	4	16.0%
White	132	23	17.4%	31	23.5%	3	2.3%	69	52.3%	48	36.4%
Unknown/Other	1	0	0.0%	1	100.0%	0	0.0%	1	100.0%	1	100.0%
Total[2]	**190**	**33**	**17.4%**	**39**	**20.5%**	**6**	**3.2%**	**90**	**47.4%**	**59**	**31.1%**

[1] Officers can select one or more of the following: alcohol, drugs, nothing found, other, stolen property, and weapons. Stolen property and other are included in contraband.
[2] A search where multiple items were recovered may be reflected in two or more categories. Adding all categoires will not equal total searches.

Among the 190 drivers who were searched, contraband was found in 47.4 percent of all searches. Types of contraband recovered included drugs (20.5 percent), alcohol (17.4 percent), and weapons (3.2 percent).

Our analysis found that searches of White drivers resulted in the highest hit rate percentage for all contraband at 52.3, followed by Hispanic drivers at 40.0 percent, and African American drivers at 28.6 percent.

Table 17 shows search counts and hit rates for contraband and weapons between the different demographic groups for calendar years 2012, 2013, and 2014. PPB's internal goal was to reduce the number of searches performed, while increasing the hit rate for recovering weapons or contraband.

Table 17. Hit Rates for Contraband and Weapons Found on Drivers Searched by Traffic for Calendar Years 2012, 2013, and 2014 by Race and Ethnicity

Race/Ethnicity	All Contraband[1] Hit Rate[2]						Weapon Hit Rate[2]					
	2012		2013		2014		2012		2013		2014	
	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates
American Indian/Alaskan	0	0.0%	0	0.0%	2	50.0%	0	0.0%	0	0.0%	2	0.0%
Asian	14	14.3%	11	36.4%	2	50.0%	14	0.0%	11	0.0%	2	0.0%
Black/African American	95	33.7%	49	30.6%	28	28.6%	95	1.1%	49	4.1%	28	7.1%
Hispanic	32	46.9%	34	35.3%	25	40.0%	32	6.3%	34	0.0%	25	4.0%
White	264	34.5%	220	40.9%	132	52.3%	264	1.1%	220	1.4%	132	2.3%
Unknown/Other	9	11.1%	5	20.0%	1	100.0%	9	0.0%	5	0.0%	1	0.0%
Total	**414**	**34.1%**	**319**	**38.2%**	**190**	**47.4%**	**414**	**1.4%**	**319**	**1.6%**	**190**	**3.2%**

[1]All Contraband category indudes Alcohol, Drugs, Weapons, Stolen Property and Other.

[2]Hit rate represents the number of hits divided by the total number of searches with hits and no hits.

The traffic division reduced the number of searches and improved its hit rates for both contraband and weapons over a three year period. Between 2012 and 2014, the number of driver searches conducted by traffic declined from 414 to 190, representing a 54.1 percent decrease. Hit rates for contraband improved from 34.1 percent to 47.4 percent. Weapon hit rates improved from 1.4 percent to 3.2 percent.

Stop Outcome

Table 18. Enforcement Actions Taken on Drivers Stopped By Traffic by Race and Ethnicity

	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	1	3.3%	29	96.7%	0	0.0%	0	0.0%	0	0.0%	30	100.0%
Asian	7	0.5%	1,170	85.9%	0	0.0%	2	0.1%	183	13.4%	1,362	100.0%
Black/African American	52	2.3%	1,866	83.9%	5	0.2%	1	0.0%	299	13.5%	2,223	100.0%
Hispanic	28	1.5%	1,679	89.4%	0	0.0%	0	0.0%	171	9.1%	1,878	100.0%
White	196	0.9%	19,015	86.6%	8	0.0%	28	0.1%	2,720	12.4%	21,967	100.0%
Unknown/Other	7	1.0%	646	90.9%	0	0.0%	1	0.1%	57	8.0%	711	100.0%
Total	**291**	**1.0%**	**24,405**	**86.6%**	**13**	**0.0%**	**32**	**0.1%**	**3,430**	**12.2%**	**28,171**	**100.0%**

Traffic officers made few stops that resulted in no enforcement action. Of the 28,171 enforcement actions taken after a traffic stop, a citation was the most common action at 86.6 percent, followed by a warning at 12.2 percent, arrest 1.0 percent, no action 0.1 percent, and cite in lieu 0.0 percent.

Based on our analysis, we did not identify large differences between races in stops resulting in no enforcement action. Of the 32 stops resulting in no enforcement action, one was an African American driver, two were Asian drivers, and 28 were White drivers. A chi-square analysis could not be performed due to the low count of stops for most racial and ethnic groups.

PATROL STOPS OF DRIVERS

This section examines drivers stopped by patrol officers. In 2014, patrol officers stopped 26,321 drivers, representing 48.3 percent of the total 54,492 driver stops. Patrol encompasses officers in precincts and specialty units responding to calls in the field. These units are not spread evenly throughout the city but instead are in areas with high concentrations of crime, particularly violent crime, and high rates of service calls. Table 19 shows the racial and ethnic distribution of drivers stopped by patrol officers for calendar years 2012, 2013, and 2014 and the change over time.

Table 19. Race of Drivers Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	127	0.4%	122	0.4%	81	0.3%	-46	-36.2%
Asian	1,547	4.5%	1,704	4.9%	1,151	4.4%	-396	-25.6%
Black/African American	6,271	18.3%	6,154	17.7%	4,579	17.4%	-1,692	-27.0%
Hispanic	2,939	8.6%	2,873	8.2%	2,173	8.3%	-766	-26.1%
White	21,934	63.9%	22,536	64.7%	17,074	64.9%	-4,860	-22.2%
Unknown/Other	1,530	4.5%	1,459	4.2%	1,263	4.8%	-267	-17.5%
Total	**34,348**	**100.0%**	**34,848**	**100.0%**	**26,321**	**100.0%**	**-8,027**	**-23.4%**

In 2014, the patrol division stopped 26,321 drivers, representing a 23.4 percent decrease or 8,027 fewer stops than in 2012. All racial and ethnic groups experienced a decline in the number of patrol stops between 2012 and 2014. American Indian, Alaskan, and African American drivers saw the largest percentage declines of 36.2 percent and 27.0 percent respectively, followed by Hispanics at 26.1 percent, Asians at 25.6 percent, and Whites at 22.2 percent. Though we saw declines in the number of stops, the racial distribution of stopped drivers remained relatively the same from year to year.

Table 20 compares patrol stops of drivers to adjusted census estimates and an injury accident benchmark to determine the level of racial disparity between racial and ethnic groups.

Table 20. Race of Drivers Stopped by Patrol and Benchmarks

Race/Ethnicity	Actual Stops		2010 Adjusted Census	Injury Accidents	
	Count	Percent	Percent	Percent	Disparity Index
American Indian/Alaskan	81	0.3%	1.0%	0.8%	0.4
Asian	1,151	4.4%	7.0%	5.2%	0.8
Black/African American	4,579	17.4%	5.7%	9.0%	1.9
Hispanic	2,173	8.3%	7.7%	7.0%	1.2
White	17,074	64.9%	75.7%	77.5%	0.8
Unknown/Other	1,263	4.8%	3.5%	0.5%	9.6
Total	**26,321**	**100.0%**	**100.6%[1]**	**100.0%**	**1.0**

[1]2010 census data do not sum to 100 percent because the racial categories of the census are inconsistent with PPB. The census collects more specific data, e.g., Native Hawaiian and Pacific Islander, other race, and multiracial, unlike PPB. Also, census data considers Hispanic and Latino as an ethnicity within the population, whereas PPB categorizes it as its own separate race.

Hispanic and African American drivers were stopped at proportions above their representation in the injury accident benchmark. Hispanic drivers were slightly overrepresented in stops, accounting for 8.3 percent of stops, just above their injury accident benchmark of 7.0 percent. The 1.2 disparity index is within the range where PPB should maintain an awareness of this disparity.

African American drivers were moderately overrepresented in stops. Of the 26,321 drivers who were stopped by patrol officers, African Americans accounted for 17.4 percent of stops compared to their 9.0 percent injury accident benchmark. Based on the criteria used in our study, the 1.9 disparity index indicates that stops of African American drivers merit closer attention in the future. We conducted a closer inspection of these numbers in the following section by disaggregating them by precinct to isolate where the disparities exist.

Patrol Stops of Drivers by Precinct

Unlike traffic, patrol officers are assigned to one of three precincts. Central Precinct encompasses most of the western section of Portland and inner southeast Portland. North Precinct runs from Washington County to Gresham and includes most areas in northern Portland. East Precinct encompasses the area east of Cesar Chavez Boulevard to Gresham and south of I-84. We examined patrol stops of drivers by precincts to help account for differences in ethnicity and race, prevalence of violent crime, and enforcement priorities among the neighborhoods.

Table 21. Central Precinct: Race of Drivers Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	34	0.4%	25	0.3%	16	0.2%	-18	-52.9%
Asian	333	4.0%	371	4.3%	241	3.7%	-92	-27.6%
Black/African American	657	8.0%	665	7.8%	522	8.1%	-135	-20.5%
Hispanic	423	5.1%	487	5.7%	350	5.4%	-73	-17.3%
White	6,360	77.1%	6,630	77.7%	5,020	77.6%	-1,340	-21.1%
Unknown/Other	440	5.3%	351	4.1%	324	5.0%	-116	-26.4%
Total	**8,247**	**100.0%**	**8,529**	**100.0%**	**6,473**	**100.0%**	**-1,774**	**-21.5%**

Table 22. East Precinct: Race of Drivers Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	41	0.3%	32	0.3%	34	0.3%	-7	-17.1%
Asian	698	5.7%	823	6.7%	592	5.7%	-106	-15.2%
Black/African American	1,978	16.1%	1,939	15.7%	1,592	15.3%	-386	-19.5%
Hispanic	1,212	9.9%	1,156	9.4%	972	9.4%	-240	-19.8%
White	7,866	64.0%	7,868	63.7%	6,709	64.6%	-1,157	-14.7%
Unknown/Other	505	4.1%	529	4.3%	480	4.6%	-25	-5.0%
Total	**12,300**	**100.0%**	**12,347**	**100.0%**	**10,379**	**100.0%**	**-1,921**	**-15.6%**

Table 23. North Precinct: Race of Drivers Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	42	0.4%	54	0.5%	28	0.4%	-14	-33.3%
Asian	387	3.6%	399	3.4%	250	3.1%	-137	-35.4%
Black/African American	3,159	29.0%	3,218	27.5%	2,243	28.1%	-916	-29.0%
Hispanic	1,016	9.3%	1,024	8.8%	716	9.0%	-300	-29.5%
White	5,843	53.7%	6,518	55.7%	4,348	54.5%	-1,495	-25.6%
Unknown/Other	443	4.1%	484	4.1%	386	4.8%	-57	-12.9%
Total	**10,890**	**100.0%**	**11,697**	**100.0%**	**7,971**	**100.0%**	**-2,919**	**-26.8%**

The number of patrol stops of drivers for all precincts declined since 2012. North Precinct saw the greatest percentage decline in patrol stops of drivers since 2012, decreasing by 26.8 percent (or 2,919 stops), followed by Central Precinct at 21.5 percent (or 1,774 stops) and East Precinct at 15.6 percent (1,921 stops). While the number of stops declined for all races, the racial and ethnic distribution of stopped drivers was about the same from year to year for all three precincts. Tables

24, 25, and 26 compare patrol stops of drivers to an injury accident benchmark by precinct to determine the level of disparity between racial and ethnic groups.

Table 24. Central Precinct: Race of Drivers Stopped by Patrol and Injury Benchmark

Race/Ethnicity	Actual Stops		Injury Accidents	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	16	0.2%	0.7%	0.3
Asian	241	3.7%	3.9%	1.0
Black/African American	522	8.1%	4.1%	2.0
Hispanic	350	5.4%	7.8%	0.7
White	5,020	77.6%	82.7%	0.9
Unknown/Other	324	5.0%	0.7%	7.1
Total	**6,473**	**100.0%**	**100.0%**	**1.0**

Table 25. East Precinct: Race of Drivers Stopped by Patrol and Injury Benchmark

Race/Ethnicity	Actual Stops		Injury Accidents	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	34	0.3%	0.9%	0.3
Asian	592	5.7%	7.6%	0.8
Black/African American	1,592	15.3%	10.4%	1.5
Hispanic	972	9.4%	6.7%	1.4
White	6,709	64.6%	73.4%	0.9
Unknown/Other	480	4.6%	0.9%	5.1
Total	**10,379**	**100.0%**	**100.0%**	**1.0**

Table 26. North Precinct: Race of Drivers Stopped by Patrol and Injury Benchmark

Race/Ethnicity	Actual Stops		Injury Accidents	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	28	0.4%	0.7%	0.6
Asian	250	3.1%	4.0%	0.8
Black/African American	2,243	28.1%	12.7%	2.2
Hispanic	716	9.0%	6.3%	1.4
White	4,348	54.5%	76.3%	0.7
Unknown/Other	386	4.8%	0.0%	0
Total	**7,971**	**100.0%**	**100.0%**	**1.0**

African American drivers were overrepresented in stops for all three precincts and Hispanic drivers were overrepresented in stops for East and North Precincts. American Indian, Alaskan, Asian, and White drivers were stopped at a proportion below their representation in the injury accident benchmark.

In Central Precinct, African American drivers were overrepresented in stops with a disparity index of 2.0. They accounted for 8.1 percent of the stops, above their 4.1 percent injury accident benchmark. The 2.0 disparity index is within the range meriting closer monitoring of these stops in the future.

In East Precinct, African American drivers were overrepresented in stops with a disparity index of 1.5. They accounted for 15.3 percent of the stops, above their 10.4 percent injury accident benchmark. Hispanic drivers were overrepresented in stops with a disparity index of 1.4. They

accounted for 9.4 percent of the stops, above their 6.7 percent injury accident benchmark. Disparity indices of 1.5 for African American and 1.4 for Hispanic drivers fall within in the range where a limited response is needed.

In North Precinct, African American drivers were overrepresented in stops with a disparity index of 2.2. They accounted for 28.1 percent of the stops, above their 12.7 percent injury accident benchmark. Hispanic drivers were overrepresented in stops with a disparity index of 1.4 and accounted for 9 percent of the stops, above their 6.3 percent injury accident benchmark. While the 1.4 disparity index for Hispanic drivers was within the range where a limited response was needed, the 2.2 disparity index for African American drivers warrant additional research and analysis of stops for that area. PPB will conduct a more in-depth analysis to determine what factors have contributed to the overrepresentation of stops among minority drivers.

Reasons for Stops

Table 27 shows the reasons patrol officers initiated stops of drivers and the differences between the racial and ethnic groups. Minor offenses accounted for slightly less than half of all patrol stops (48.5 percent), followed by major offenses (24.2 percent), equipment (18.4 percent), license (6.6 percent), other (2.1 percent), and city code (0.2 percent) violations.

Table 27. Reasons Drivers Were Stopped by Patrol by Race and Ethnicity

	City Code		Equipment		License		Major[1]		Minor[2]		Other		Total	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	18	22.2%	5	6.2%	19	23.5%	35	43.2%	4	4.9%	81	100.0%
Asian	1	0.1%	207	18.0%	47	4.1%	372	32.3%	508	44.1%	16	1.4%	1,151	100.0%
Black/African American	9	0.2%	893	19.5%	390	8.5%	1,122	24.5%	2,090	45.6%	75	1.6%	4,579	100.0%
Hispanic	5	0.2%	377	17.3%	174	8.0%	611	28.1%	970	44.6%	36	1.7%	2,173	100.0%
White	26	0.2%	3,212	18.8%	1,080	6.3%	4,002	23.4%	8,524	49.9%	230	1.3%	17,074	100.0%
Unknown/Other	5	0.4%	146	11.6%	49	3.9%	239	18.9%	626	49.6%	198	15.7%	1,263	100.0%
Total	**46**	**0.2%**	**4,853**	**18.4%**	**1,745**	**6.6%**	**6,365**	**24.2%**	**12,753**	**48.5%**	**559**	**2.1%**	**26,321**	**100.0%**

[1]Major Moving Violation (traffic crime, Class A or B infraction)

[2]Minor Moving Violation (Class C or D infraction)

White drivers were more likely than any other group to be stopped for minor traffic violations (49.9 percent), Asian drivers for major traffic violations (32.3 percent), American Indian and Alaskan drivers for equipment violations (22.2 percent), and African American drivers for license violations (8.5 percent), and persons with unknown or other race or ethnicity for other violations (15.7 percent) and city code violations (0.4 percent).

We did not identify any low level offenses that had an unequal impact on a particular racial or ethnic group. A chi-square analysis identified no significant difference between race and the stop reason. Overall, the distribution of reasons for why drivers were stopped was about the same across all racial and ethnic groups with some variation.

Searches of Drivers

In 2014, patrol officers conducted 2,118 searches. Eight percent (or 2,118 searches out of 26,321 stops) of all stopped drivers resulted in a search. Table 28 shows the types of searches conducted on drivers by patrol officers and the differences between racial and ethnic groups. Of the searches conducted, a consent search was the most common type of search (4.6 percent), followed by plain view (1.6 percent), probable cause (1.5 percent), and weapons pat down (0.4 percent).

Table 28. Type of Search of Drivers Performed by Patrol by Race and Ethnicity

Race/Ethnicity	Consent		No Search Done		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	4	4.9%	75	92.6%	0	0.0%	2	2.5%	0	0.0%	81	100.0%
Asian	22	1.9%	1,100	95.6%	20	1.7%	7	0.6%	2	0.2%	1,151	100.0%
Black/African American	418	9.1%	3,968	86.7%	75	1.6%	102	2.2%	16	0.3%	4,579	100.0%
Hispanic	119	5.5%	1,971	90.7%	42	1.9%	32	1.5%	9	0.4%	2,173	100.0%
White	611	3.6%	15,881	93.0%	272	1.6%	246	1.4%	64	0.4%	17,074	100.0%
Unknown/Other	28	2.2%	1,208	95.6%	15	1.2%	10	0.8%	2	0.2%	1,263	100.0%
Total	**1,202**	**4.6%**	**24,203**	**92.0%**	**424**	**1.6%**	**399**	**1.5%**	**93**	**0.4%**	**26,321**	**100.0%**

Of the 1,202 consent searches, African American drivers had the highest rate of consent searches (9.1 percent), followed by Hispanic drivers (5.5 percent). Native Americans and Alaskans also had a relatively high consent rate (4.9 percent), but this rate is inflated due to the low search counts. Whites and Asians had a lower rate of consent searches, 3.6 percent and 1.9 percent, respectively.

Consent searches of African American drivers during patrol stops are greater than expected. Based on our chi-square analysis and our calculation of the disparity index, we found that African American drivers were overrepresented in consent searches with a 1.9 disparity index. The 1.9 disparity index is within the range meriting a closer review of these stops.

Hit Rates

Hit rates represent the percentage of searches where contraband is found. Table 29 shows the hit rates for various types of contraband between the different demographic groups. We excluded American Indian and Alaskan drivers from discussions below due to low stop and search counts.

Table 29. Hit Rates for Contraband[1] Found on Drivers Searched by Patrol by Race and Ethnicity

Race/Ethnicity	Total Searches	Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	0	0.0%	2	33.3%	1	16.7%	4	66.7%	4	66.7%
Asian	51	6	11.8%	13	25.5%	4	7.8%	21	41.2%	19	37.3%
Black/African American	611	38	6.2%	145	23.7%	29	4.7%	227	37.2%	202	33.1%
Hispanic	202	25	12.4%	40	19.8%	7	3.5%	77	38.1%	56	27.7%
White	1,193	48	4.0%	329	27.6%	53	4.4%	468	39.2%	431	36.1%
Unknown/Other	55	1	1.8%	5	9.1%	3	5.5%	19	34.5%	18	32.7%
Total[2]	**2,118**	**118**	**5.6%**	**534**	**25.2%**	**97**	**4.6%**	**816**	**38.5%**	**730**	**34.5%**

[1] Officers can select 1 or more of the following: alcohol, drugs, nothing found, other, stolen property, and weapons. Stolen property and other are included in contraband.
[2] A search where multiple items were recovered may be reflected in 2 or more categories. Adding all categoires will not equal total searches.

Among the 2,118 drivers who were searched, some type of contraband was found in 38.5 percent of all searches. Types of contraband recovered included drugs (25.2 percent), alcohol (5.6 percent), and weapons (4.6 percent).

Searches of Asian drivers resulted in the highest hit rates for all contraband at 41.2 percent, followed by White drivers at 39.2 percent, Hispanic drivers at 38.1 percent, and African American drivers at 37.2 percent.

Table 30 shows search counts and hit rates for contraband and weapons between the different demographic groups for calendar years 2012, 2013, and 2014. PPB's internal goal was to reduce the number of searches performed, while increasing the hit rate for recovering weapons or contraband.

Table 30. Hit Rates for Contraband and Weapons Found on Drivers Searched by Patrol for Calendar Years 2012, 2013, and 2014 by Race and Ethnicity

Race/Ethnicity	All Contraband[1] Hit Rate[2]						Weapon Hit Rate[2]					
	2012		2013		2014		2012		2013		2014	
	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates
American Indian/Alaskan	13	23.1%	15	53.3%	6	66.7%	13	0.0%	15	20.0%	6	16.7%
Asian	71	36.6%	72	30.6%	51	41.2%	71	0.0%	72	4.2%	51	7.8%
Black/African American	1,170	28.9%	916	34.1%	611	37.2%	1,170	4.2%	916	4.5%	611	4.7%
Hispanic	300	31.3%	286	35.0%	202	38.1%	300	3.3%	286	6.6%	202	3.5%
White	1,586	38.9%	1,677	38.7%	1,193	39.2%	1,586	4.1%	1,677	4.8%	1,193	4.4%
Unknown/Other	78	32.1%	69	33.3%	55	34.5%	78	1.3%	69	1.4%	55	5.5%
Total	**3,218**	**34.3%**	**3,035**	**36.7%**	**2,118**	**38.5%**	**3,218**	**3.9%**	**3,035**	**4.9%**	**2,118**	**4.6%**

[1]All Contraband category indudes Alcohol, Drugs, Weapons, Stolen Property and Other.

[2]Hit rate represents the number of hits divided by the total number of searches with hits and no hits.

The patrol division reduced the number of searches and improved its hit rates for both contraband and weapons over a three year period. Between 2012 and 2014, the number of searches of drivers conducted by patrol declined from 3,218 to 2,118, representing a 34.2 percent decrease. Hit rates for contraband improved from 34.3 percent to 38.5 percent and weapon hit rates improved from 3.9 percent to 4.6 percent.

Stop Outcome

Table 31. Enforcement Actions Taken on Drivers Stopped By Patrol by Race and Ethnicity

	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	8	9.9%	15	18.5%	0	0.0%	5	6.2%	53	65.4%	81	100.0%
Asian	27	2.3%	294	25.5%	0	0.0%	28	2.4%	802	69.7%	1,151	100.0%
Black/African American	294	6.4%	1,143	25.0%	13	0.3%	132	2.9%	2,997	65.5%	4,579	100.0%
Hispanic	108	5.0%	609	28.0%	2	0.1%	59	2.7%	1,395	64.2%	2,173	100.0%
White	767	4.5%	4,514	26.4%	14	0.1%	528	3.1%	11,251	65.9%	17,074	100.0%
Unknown/Other	26	2.1%	321	25.4%	0	0.0%	73	5.8%	843	66.7%	1,263	100.0%
Total	**1,230**	**4.7%**	**6,896**	**26.2%**	**29**	**0.1%**	**825**	**3.1%**	**17,341**	**65.9%**	**26,321**	**100.0%**

Stops with no enforcement action were the second least used enforcement action, accounting for 3.1 percent of all enforcement actions in patrol stops of drivers. Of the 26,321 enforcement actions taken after a patrol stop, a warning was the most common type of enforcement action at 65.9 percent, followed by citations at 26.2 percent, arrest at 4.7 percent, no action at 3.1 percent, and cite in lieu at 0.1 percent.

Minorities examined here were not overrepresented in stops resulting in no enforcement action. Based on our chi-square analysis and our calculation of the disparity index, African American drivers were proportionally-represented (1.0) and Hispanic drivers slightly underrepresented (0.9) in stops without any enforcement action.

TRAFFIC AND PATROL STOPS OF PEDESTRIANS

Pedestrians were stopped much less frequently than drivers. In 2014, traffic and patrol officers stopped 959 pedestrians, representing about 1.7 percent of the total 55,451 driver and pedestrian stops. Table 32 shows the racial and ethnic distribution of pedestrian stops by traffic and patrol officers for calendar years 2012, 2013, and 2014 and the change over time.

Table 32. Race of Pedestrians Stopped by Traffic and Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	11	0.9%	8	1.0%	13	1.4%	2	18.2%
Asian	20	1.7%	25	3.0%	16	1.7%	-4	-20.0%
Black/African American	219	18.6%	141	17.0%	137	14.3%	-82	-37.4%
Hispanic	57	4.8%	48	5.8%	47	4.9%	-10	-17.5%
White	838	71.3%	586	70.9%	726	75.7%	-112	-13.4%
Unknown/Other	31	2.6%	19	2.3%	20	2.1%	-11	-35.5%
Total	**1,176**	**100.0%**	**827**	**100.0%**	**959**	**100.0%**	**-217**	**-18.5%**

In 2014 the traffic and patrol division stopped 959 pedestrians, representing an 18.5 percent decline or 217 fewer stops than in 2012. With the exception of American Indian and Alaskan pedestrians, pedestrians of all other races and ethnicities saw a decline in the number of stops since 2012. African American pedestrians saw the largest percentage decline (37.4 percent), followed by Asian (20.0 percent), Hispanic (17.5 percent) and White (13.4 percent) pedestrians. Final percentages for Asian, American Indian, and Alaskan pedestrian stops were skewed due to the low counts.

Though the racial distribution of stopped pedestrians was relatively the same over the three-year period, we noted the following variations. African American pedestrians saw the largest percentage decline in stops, decreasing from 18.6 percent to 14.3 percent. By contrast, White pedestrians saw the largest percentage increase, rising from 71.3 to 75.7 percent.

Table 33 compares traffic and patrol stops of pedestrians by race. In 2014, traffic officers stopped 222 pedestrians and patrol officers stopped 737 pedestrians or 3.3 times more stops than traffic officers.

Table 33. Race of Pedestrains Stopped by Traffic and Patrol

Race/Ethnicity	Traffic		Patrol	
	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	13	1.8%
Asian	8	3.6%	8	1.1%
Black/African American	11	5.0%	126	17.1%
Hispanic	8	3.6%	39	5.3%
White	187	84.2%	539	73.1%
Unknown/Other	8	3.6%	12	1.6%
Total	**222**	**100.0%**	**737**	**100.0%**

Table 34 compares traffic and patrol stops of pedestrians to the violence exposure rate to determine the level of disparity between racial and ethnic groups. Benchmarking pedestrian stops is difficult without using observational data to examine the proportion of individuals violating city codes and laws. But observational data can be both expensive and time consuming to collect. In lieu of that type of data, we used the violence exposure rate as a benchmark. We found that those exposed to violence and those stopped by police were alike in that both were exposed to similar areas where police patrol and respond to calls most frequently. For example, officers typically make pedestrian stops in areas with high violent crime (e.g. gang activity), drug use, and public intoxication. Often, these are the same areas where people are exposed to violent crime. Given these similarities, we

found the violence exposure rate may be a good benchmark for estimating the rate at which we would expect to see pedestrians stopped.

Table 34. Race of Pedestrians Stopped by Traffic and Patrol and Part I Violent Crime Benchmark

Race/Ethnicity	Actual Stops		2010 Adjusted Census	Exposure to Violence	
	Count	Percent	Percent	Percent	Disparity Index
American Indian/Alaskan	13	1.4%	1.0%	1.7%	0.8
Asian	16	1.7%	7.0%	3.6%	0.5
Black/African American	137	14.3%	5.7%	19.9%	0.7
Hispanic	47	4.9%	7.7%	8.2%	0.6
White	726	75.7%	75.7%	66.4%	1.1
Unknown/Other	20	2.1%	3.5%	0.3%	7.0
Total	**959**	**100.0%**	**100.6%[1]**	**100.0%**	**1.0**

[1]2010 census data do not sum to 100 percent because the racial categories of the census are inconsistent with PPB. The census collects more specific data, e.g., Native Hawaiian and Pacific Islander, other race, and multiracial, unlike PPB. Also, census data considers Hispanic and Latino as an ethnicity within the population, whereas PPB categorizes it as its own separate race.

Both traffic and patrol officers stopped African American and Hispanic pedestrians at proportions less than their representation in violence exposure rates. White pedestrians, by contrast, were the only group slightly overrepresented at levels above their violence exposure rate. White pedestrians accounted for 75.7 percent of stops by traffic and patrol, above their 66.4 percent violence exposure rate. The 1.1 disparity index for White pedestrians is within the range requiring a minimal response from PPB.

Patrol Stops of Pedestrians by Precinct

We examined patrol stops of pedestrians by precincts to account for different neighborhood traits including ethnicity and race, prevalence of violent crime, and enforcement priorities.

Table 35. Central Precinct: Race of Pedestrians Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	2.2%	2	1.0%	4	1.3%	-2	-33.3%
Asian	3	1.1%	4	2.1%	2	0.7%	-1	-33.3%
Black/African American	41	15.0%	25	13.0%	46	15.3%	5	12.2%
Hispanic	12	4.4%	12	6.3%	14	4.7%	2	16.7%
White	208	76.2%	144	75.0%	232	77.1%	24	11.5%
Unknown/Other	3	1.1%	5	2.6%	3	1.0%	0	0.0%
Total	**273**	**100.0%**	**192**	**100.0%**	**301**	**100.0%**	**28**	**10.3%**

Table 36. East Precinct: Race of Pedestrians Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	2	1.0%	2	1.3%	2	1.3%	0	0.0%
Asian	3	1.5%	3	2.0%	2	1.3%	-1	-33.3%
Black/African American	47	22.8%	41	27.5%	23	14.6%	-24	-51.1%
Hispanic	17	8.3%	11	7.4%	7	4.4%	-10	-58.8%
White	126	61.2%	89	59.7%	122	77.2%	-4	-3.2%
Unknown/Other	11	5.3%	3	2.0%	2	1.3%	-9	-81.8%
Total	**206**	**100.0%**	**149**	**100.0%**	**158**	**100.0%**	**-48**	**-23.3%**

Table 37. North Precinct: Race of Pedestrians Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	1	0.6%	3	2.0%	6	2.5%	5	500.0%
Asian	3	1.7%	4	2.7%	3	1.3%	0	0.0%
Black/African American	68	37.6%	44	29.5%	47	19.7%	-21	-30.9%
Hispanic	12	6.6%	7	4.7%	18	7.5%	6	50.0%
White	90	49.7%	89	59.7%	159	66.5%	69	76.7%
Unknown/Other	7	3.9%	2	1.3%	6	2.5%	-1	-14.3%
Total	**181**	**100.0%**	**149**	**100.0%**	**239**	**100.0%**	**58**	**32.0%**

Between 2012 and 2014, the number of pedestrian stops increased at Central and North Precincts, but declined at East Precinct. North Precinct experienced the greatest percentage increase in pedestrian stops since 2012, increasing by 32 percent (or 58 stops), followed by Central Precinct increasing by 10.3 percent (or 28 stops). East Precinct decreased its pedestrian stops by 23.3 percent (or 48 stops). The increases in pedestrian stops in Central and North Precincts may be due in part to an increase in patrol activity in response to a rise in Part I violent crimes. Between 2013 and 2014, crime rose 18.3 percent in Central Precinct and 6.3 percent in North Precinct. Over the same period, East Precinct experienced a 1.3 percent decline in Part I violent crime.

While the racial distribution of pedestrian stops was about the same for most minorities in all three precincts, African American pedestrians saw the largest percentage decline of any other race in East and North Precincts between 2012 and 2014. In East Precinct, for example, the percentage of African American pedestrian stops declined from 22.8 percent to 14.6 percent between 2012 and 2014. In North Precinct, the percentage of African American pedestrian stops declined from 37.6

percent to 19.7 percent. The percentage decline in stops of African American pedestrians may be due in part to a reduction in the population of African Americans in neighborhoods within East and North Precincts. Our most recent data shows that the African American population declined by 3 percent in East Precinct and 2 percent in North Precinct between calendar years 2012 and 2013.[11]

Tables 38, 39, and 40 compare patrol stops of pedestrians to Part I Violent Crime benchmarks to determine the level of disparity between racial and ethnic groups. It should be noted that we excluded Asians, American Indians, and Alaskans from this analysis due to the low counts, which distort findings.

Table 38. Central Precinct: Race of Pedestrians Stopped by Patrol and Part I Violent Crime Benchmark

Race/Ethnicity	Actual Stops		Exposure to Violence	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	4	1.3%	1.8%	0.7
Asian	2	0.7%	2.9%	0.2
Black/African American	46	15.3%	10.9%	1.4
Hispanic	14	4.7%	5.9%	0.8
White	232	77.1%	77.8%	1.0
Unknown/Other	3	1.0%	0.6%	1.7
Total	**301**	**100.0%**	**100.0%**	**1.0**

Table 39. East Precinct: Race of Pedestrians Stopped by Patrol and Part I Violent Crime Benchmark

Race/Ethnicity	Actual Stops		Exposure to Violence	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	2	1.3%	1.6%	0.8
Asian	2	1.3%	4.0%	0.3
Black/African American	23	14.6%	19.3%	0.8
Hispanic	7	4.4%	9.0%	0.5
White	122	77.2%	65.8%	1.2
Unknown/Other	2	1.3%	0.3%	4.3
Total	**158**	**100.0%**	**100.0%**	**1.0**

Table 40. North Precinct: Race of Pedestrians Stopped by Patrol and Part I Violent Crime Benchmark

Race/Ethnicity	Actual Stops		Exposure to Violence	
	Count	Percent	Percent	Disparity Index
American Indian/Alaskan	6	2.5%	1.8%	1.4
Asian	3	1.3%	3.4%	0.4
Black/African American	47	19.7%	28.6%	0.7
Hispanic	18	7.5%	9.2%	0.8
White	159	66.5%	56.9%	1.2
Unknown/Other	6	2.5%	0.1%	25.0
Total	**239**	**100.0%**	**100.0%**	**1.0**

[11] PPB, Strategic Services Division demographic analysis for Central, East, and North Precincts. Data source: U.S. Census Bureau , 2008-2012 and 2009-2013 5-year American Community Survey, Tables B02001 and B03002; Census 2010 and 2000, SF1 Data, Tables P003 and P004 (Block Group data).

Based on our analysis, Hispanic pedestrians were stopped at proportions below their representation in violence exposure rates for all three precincts. The disparity index for Hispanic pedestrians was 0.8 in Central Precinct, 0.5 in East Precinct, and 0.8 in North Precinct.

African American pedestrians were overrepresented in patrol stops in one precinct, Central Precinct, but at a level suggesting PPB maintain awareness of those stops. In Central Precinct, African America pedestrians were stopped slightly above their violence exposure rate with a disparity index of 1.4. They accounted for 15.3 percent of pedestrian stops, above their violence exposure rate of 10.9 percent, but the 1.4 disparity index falls within the range where a limited response in needed. In East and North Precincts, African American pedestrians were stopped at proportions below their representation in violence exposure rates with a disparity index of 0.8 and 0.7, respectively.

Reasons for Stops

Table 41 shows the reasons traffic and patrol officers initiated stops of pedestrians and the differences between the racial and ethnic groups. Patrol and traffic officers stopped 959 pedestrians in 2014. City code, other, and minor violations were the primary reasons used when conducting a stop.[12] For this section of the report, we focused only on African American, Hispanic, and White pedestrian stops due to the small number of pedestrian stops for other races and ethnicities.

Table 41. Reasons Pedestrians Were Stopped by Traffic and Patrol by Race and Ethnicity

	City Code		Equipment		License		Major[1]		Minor[2]		Other		Total	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	46.2%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	7	53.8%	13	100.0%
Asian	3	18.8%	0	0.0%	1	6.3%	2	12.5%	8	50.0%	2	12.5%	16	100.0%
Black/African American	35	25.5%	10	7.3%	2	1.5%	12	8.8%	32	23.4%	46	33.6%	137	100.0%
Hispanic	14	29.8%	4	8.5%	1	2.1%	3	6.4%	10	21.3%	15	31.9%	47	100.0%
White	202	27.8%	48	6.6%	4	0.6%	88	12.1%	199	27.4%	185	25.5%	726	100.0%
Unknown/Other	5	25.0%	1	5.0%	1	5.0%	6	30.0%	6	30.0%	1	5.0%	20	100.0%
Total	**265**	**27.6%**	**63**	**6.6%**	**9**	**0.9%**	**111**	**11.6%**	**255**	**26.6%**	**256**	**26.7%**	**959**	**100.0%**

[1]Major Moving Violation (traffic crime, Class A or B infraction)

[2]Minor Moving Violation (Class C or D infraction)

We did not identify an overuse of lower level violations to stop African American, Hispanic, or White pedestrians. Based on our chi-square analysis and our calculation of the disparity index, minorities were stopped at rates proportionate to or below their expected representation.

Searches of Pedestrians

In 2014, patrol officers conducted 209 searches. Twenty-two percent (or 209 searches out of 959 stops) of all stopped pedestrians resulted in a search. Table 42 shows the types of searches conducted on pedestrians by traffic and patrol officers and the differences between racial and ethnic groups. Of the searches conducted, a probable cause search was the most common (8.3 percent), followed by a consent search (5.6 percent), plain view search (5.3 percent), and weapons pat down (2.5 percent). We excluded Asian, American Indian, Alaskan, and Hispanic pedestrian stops from the discussions below due to the low stop and search counts.

[12]Though equipment, license, major, and minor violations occur most frequently in traffic stops, they occur occasionally in pedestrian stops. Pedestrian stops include individuals who travel on foot or other modes of non-motorized transportation such as bicycles, skateboards, and push scooters.

Table 42. Type of Search of Pedestrians Performed by Traffic and Patrol by Race and Ethnicity

Race/Ethnicity	Consent		No Search Done		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	9	69.2%	2	15.4%	2	15.4%	0	0.0%	13	100.0%
Asian	1	6.3%	13	81.3%	1	6.3%	1	6.3%	0	0.0%	16	100.0%
Black/African American	7	5.1%	100	73.0%	10	7.3%	12	8.8%	8	5.8%	137	100.0%
Hispanic	2	4.3%	36	76.6%	2	4.3%	5	10.6%	2	4.3%	47	100.0%
White	43	5.9%	574	79.1%	36	5.0%	59	8.1%	14	1.9%	726	100.0%
Unknown/Other	1	5.0%	18	90.0%	0	0.0%	1	5.0%	0	0.0%	20	100.0%
Total	**54**	**5.6%**	**750**	**78.2%**	**51**	**5.3%**	**80**	**8.3%**	**24**	**2.5%**	**959**	**100.0%**

Of the 54 consent searches, White pedestrians had the highest rate at 5.9 percent, followed by African American pedestrians at 5.1 percent.

Consent searches were not disproportionately used on African American or White pedestrians during traffic and patrol stops. A chi-square analysis identified no significant difference between race and consent searches.

Hit Rates

Hit rates represent the percentage of searches where contraband is found. Table 43 shows the hit rates for various types of contraband between the different demographic groups. We excluded Asian, American Indian, and Alaskan pedestrians from discussions below due to low stop and search counts.

Table 43. Hit Rates for Contraband[1] Found on Pedestrians Searched by Traffic and Patrol by Race and Ethnicity

Race/Ethnicity	Total Searches	Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	4	3	75.0%	0	0.0%	0	0.0%	3	75.0%	0	0.0%
Asian	3	2	66.7%	0	0.0%	0	0.0%	2	66.7%	0	0.0%
Black/African American	37	10	27.0%	10	27.0%	3	8.1%	24	64.9%	14	37.8%
Hispanic	11	3	27.3%	4	36.4%	2	18.2%	9	81.8%	6	54.5%
White	152	40	26.3%	41	27.0%	7	4.6%	92	60.5%	53	34.9%
Unknown/Other	2	0	0.0%	1	50.0%	0	0.0%	1	50.0%	1	50.0%
Total[2]	**209**	**58**	**27.8%**	**56**	**26.8%**	**12**	**5.7%**	**131**	**62.7%**	**74**	**35.4%**

[1] Officers can select 1 or more of the following: alcohol, drugs, nothing found, other, stolen property, and weapons. Stolen property and other are included in contraband.

[2] A search where multiple items were recovered may be reflected in 2 or more categories. Adding all categoires will not equal total searches.

Of the 209 pedestrians who were searched, some type of contraband was found in 62.7 percent of all searches. Types of contraband recovered included drugs (26.8 percent), alcohol (27.8 percent), and weapons (5.7 percent).

Searches of Hispanic pedestrians resulted in the highest hit rates for all contraband at 81.8 percent, followed by African American pedestrians at 64.9 percent, and White pedestrians at 60.5 percent.

Table 44 shows search counts and hit rates for contraband and weapons between the different demographic groups for calendar years 2012, 2013, and 2014. PPB's internal goal was to reduce the number of searches performed, while increasing the hit rate for recovering weapons or contraband.

Table 44. Hit Rates for Contraband and Weapons Found on Pedestrians Searched by Traffic and Patrol for Calendar Years 2012, 2013, and 2014 by Race and Ethnicity

Race/Ethnicity	All Contraband[1] Hit Rate[2]						Weapon Hit Rate[2]					
	2012		2013		2014		2012		2013		2014	
	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates	Searches	Hit Rates
American Indian/Alaskan	5	80.0%	4	25.0%	4	75.0%	5	0.0%	4	0.0%	4	0.0%
Asian	3	33.3%	3	66.7%	3	66.7%	3	0.0%	3	0.0%	3	0.0%
Black/African American	92	42.4%	58	36.2%	37	64.9%	92	6.5%	58	6.9%	37	8.1%
Hispanic	23	47.8%	15	40.0%	11	81.8%	23	13.0%	15	13.3%	11	18.2%
White	158	58.2%	115	52.2%	152	60.5%	158	8.2%	115	7.0%	152	4.6%
Unknown/Other	3	33.3%	3	0.0%	2	50.0%	3	0.0%	3	0.0%	2	0.0%
Total	**284**	**52.1%**	**198**	**45.5%**	**209**	**62.7%**	**284**	**7.7%**	**198**	**7.1%**	**209**	**5.7%**

[1]All Contraband category indudes Alcohol, Drugs, Weapons, Stolen Property and Other.

[2]Hit rate represents the number of hits divided by the total number of searches with hits and no hits.

Traffic and patrol reduced the number of pedestrian searches and improved its hit rates for contraband. Between 2012 and 2014, the number of pedestrian searches conducted by traffic and patrol declined from 284 to 209, representing a 26.4 percent decrease. Hit rates for contraband improved from 52.1 percent to 62.7 percent.

Weapon hit rates fell between 2012 and 2014, declining from 7.7 percent to 5.7 percent. While they fell overall, weapon hit rates for African American and Hispanic pedestrians alone showed minor improvements since 2012. Weapon hit rates improved from 6.5 (or 6 hits out of 92 searches) to 8.1 (3 hits out of 37 searches) percent for African American pedestrians and from 13.0 (3 hits out of 23 searches) to 18.2 (2 hits out of 11 searches) percent for Hispanic pedestrians. Weapon hit rate for White pedestrians, however, fell from 8.2 (13 hits out of 158 searches) to 4.6 (7 hits out of 152 searches) percent.

Stop Outcome

Table 45. Enforcement Actions Taken on Pedestrians Stopped By Traffic and Patrol by Race and Ethnicity

	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	4	30.8%	2	15.4%	1	7.7%	0	0.0%	6	46.2%	13	100.0%
Asian	0	0.0%	7	43.8%	1	6.3%	1	6.3%	7	43.8%	16	100.0%
Black/African American	25	18.2%	19	13.9%	11	8.0%	9	6.6%	73	53.3%	137	100.0%
Hispanic	7	14.9%	8	17.0%	7	14.9%	5	10.6%	20	42.6%	47	100.0%
White	123	16.9%	173	23.8%	30	4.1%	70	9.6%	330	45.5%	726	100.0%
Unknown/Other	1	5.0%	11	55.0%	0	0.0%	1	5.0%	7	35.0%	20	100.0%
Total	**160**	**16.7%**	**220**	**22.9%**	**50**	**5.2%**	**86**	**9.0%**	**443**	**46.2%**	**959**	**100.0%**

Stops with no enforcement action were the second least used enforcement action, when compared with other enforcement actions taken after a pedestrian stop. Of the 959 enforcement actions taken after a pedestrian stop, a warning was the most common type of enforcement action at 46.2 percent, followed by a citation at 22.9 percent, arrest at 16.7 percent, no action at 9.0 percent, and cite in lieu at 5.2 percent.

Hispanic pedestrians were slightly overrepresented in stops that resulted in no enforcement action. Based on a chi-square analysis and our calculation of the disparity index, Hispanic pedestrians were overrepresented in stops without any enforcement action at a 1.2 disparity index and African American pedestrians were underrepresented at a 0.7 disparity index. According to our rating scale, PPB should maintain awareness of stops with no enforcement action involving Hispanic pedestrians.

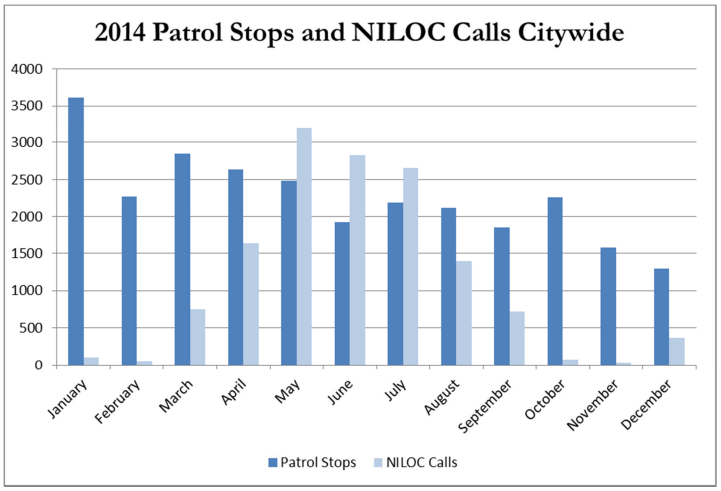
WHY HAVE STOPS DECREASED?

In 2014, PPB conducted approximately 13,500 fewer pedestrian and traffic stops than in 2012. We identified a few factors that may have contributed to this decline. These factors include (1) the implementation of a new community policing initiative that emphasizes community engagement, (2) an increase in dispatched calls coupled with limited growth of police staff, and (3) de-policing.

Neighborhood Involvement Locations Project

In March 2013, PPB implemented a community policing initiative called the Neighborhood Involvement Locations Project (Ni-LOC), where police officers prioritized community engagement over patrol stops in areas with higher concentrations of crime and gang activity. Under the program, police officers spent more time building relationships with community residents and local businesses by taking short patrol walks so they could interact with the public on a more personal level. It is expected that increasing the level of community engagement and police visibility may contribute to reductions in crime and calls for service.

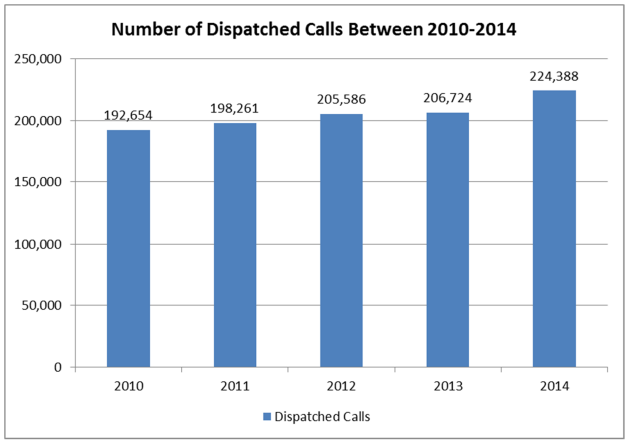
In 2014, PPB patrol officers conducted 13,798 Ni-LOC calls and 27,058 stops of pedestrians and drivers. We compared the number of Ni-LOC calls to the number of stops by month to determine what effect, if any, Ni-LOC calls had on patrol stops. We found that during the most active Ni-LOC months, patrol stops decreased as shown in the graph below. The greater focus on community policing through initiatives like Ni-LOC may have contributed to the decline in patrol stops. PSU is conducting a more thorough evaluation of the impact of the Ni-LOC Program on crime rates and calls for service.

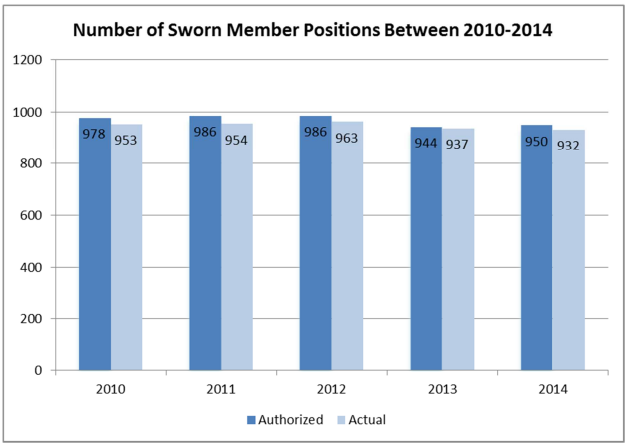


Increased Workload and Limited Staff

The decline in the number of stops may also be attributed in part to the increase in workload and reductions in the actual number of sworn members. Since last year, property crimes increased by 9 percent from 29,762 to 32,362, while the number of violent crimes fell by 2 percent from 2,923 to 2,856. The number of dispatched calls increased by 8.5 percent from 206,724 (2013) to 224,388 (2014). At the same time, the actual number of sworn officers fell slightly from 937 to 932 between December 1, 2013 and 2014. As of October 28, 2015, the gap between the actual number of sworn

officers and the authorized staffing levels has grown to 37 unfilled sworn officer positions and the number of patrol officers in the precincts was at the lowest in a decade.[13] In short, higher priority dispatch calls have stretched limited staff resources, resulting in less time for officers to make both traffic and patrol stops. PPB anticipates that the number of stops will continue to decline over the next several years as it struggles to balance the demand for police services against the challenges of retaining and recruiting sworn officers.





De-Policing

Reductions in traffic and patrol stops may also be due in part to de-policing. Under de-policing, police personnel consciously reduce police activity in response to increased scrutiny. The adverse effect of this practice could result in the decline in arrests (and stops) and the rise in crime for some cities. Under the current political landscape, police organizations have come under heavy scrutiny for their actions by the public. As a result, some police personnel across the United States may have engaged in de-policing. We cannot rule out the possibility that this practice may be occurring at some level at PPB.

[13]Source: The Chief's Office.

POLICE INITIATIVES ADDRESSING BIASED-BASED POLICING AND RACIAL PROFILING

Our 2014 Stops Collection Report is just one of many integrated initiatives that PPB has underway to understand and address racial equity issues. Below are examples of some recent and noteworthy initiatives to proactively address the concern of biased policing, racial profiling, and equity in hiring.

Equity and Diversity Program Manager

In February 2015, PPB hired an Equity and Diversity Program Manager. The Program Manager reports directly to the Chief's Office and is responsible for implementing policies, procedures, and training to further diversity initiatives at PPB. In this capacity, she will be preparing a strategic plan to address racial profiling. She will provide to all PPB sworn and non-sworn staff training on equity and racial profiling to address implicit bias. She will work closely with PPB's Personnel Division to help diversify PPB's workforce and leadership ranks through recruitment and promotion so that PPB's workforce is representative of the community it serves. She will also provide advice and consultation on PPB directives and training needs concerning biased-based policing. Finally, this position will help direct efforts to address issues around equity, including working with command to find methods aimed at addressing public safety while minimizing the use of tactics which could lead to disparate outcomes.

Directive Prohibiting Bias-Based Policing and Racial Profiling

A revised version of Directive 344.05, Bias-Based Policing/Racial Profiling Prohibited went into effect on November 19, 2014 (Appendix B). The Directive provides a definition of biased-based policing, racial profiling, and protected classes; guidance for conducting police activity in a fair and equitable manner; and responsibilities of management to ensure compliance with the policy. The Directive is currently undergoing its six-month review in accordance with the review schedule set via the Department of Justice and City of Portland Settlement Agreement. Any revision to the Directive will reflect changes in law, best practice as determined by the City of Portland's Equity Program, community and member feedback, and management philosophy.

Survey Assessing Community Perceptions about Biased-Based Policing

In the summer of 2013 the Strategic Services Division and PSU administered a public opinion survey regarding perceptions of PPB. As part of this survey, PSU collected baseline data on five areas: (1) legitimacy and trust, (2) evaluation of PPB's performance over the past year, (3) perceptions on the use of force, (4) perceptions of safety, and (5) police contact experiences.[14] The results of the preliminary survey informed a current survey by the City of Portland and the Community Oversight Advisory Board (COAB) in accordance with the Department of Justice and City of Portland Settlement Agreement. The survey focuses on the participant's experiences with and perceptions of PPB's community outreach and police accountability. Final results of the survey will help the City and COAB develop their community engagement and outreach plan.

[14]Portland Police Bureau 2013 Annual Report.

Training

PPB has taken numerous steps to address biased policing by offering a number of courses that raised internal awareness and communication about race equity issues. In 2007 and 2008, command staff and supervisors participated in the *Tools for Tolerance* program at the Simon Wiesenthal Center in Los Angeles. At this course, police officers gained insight about race and ethical decision-making. Between 2012 and 2013, PPB command staff and sergeants attended a full day of equity training developed by the Community and Police Relations Committee (CPRC). This training incorporated elements on the history of race relations in Portland. Officers also attended Diversity and Profiling in Contemporary Policing, offered by the Criminal Justice Policy and Research Institute at PSU. This course addressed the history of race on both a local and national level. In 2012, line officers, as opposed to management, initiated an intergroup dialogue around race, where officers freely discussed issues around race. At in-service training in 2015, the City Attorney's Office led a course on mere conversation, emphasizing the importance of articulating reasonable suspicion before requesting a consent search.

CONCLUSION

PPB is committed to fair and equitable policing in all of Portland's communities. As we put this commitment into practice, we must understand where we stand in relation to a multitude of actions and interactions. Understanding the relationships between race and ethnicity and our stops and searches is central to evaluating our current practice and changes over time.

We recognize that we do not operate in a vacuum, but within a society with a specific and troubling history with regards to African Americans, in particular, but also other racial and ethnic and minority groups. Because of these histories and the power vested in police, we are rightly held to a high standard in our interactions. Unfortunately, those histories mark the terrain in which we function. Police operate in a country still struggling with how race impacts all of our major institutions including education, employment, housing, healthcare, and all facets of the criminal justice system.

Minority communities face a number of barriers, which can exacerbate their proportion of police stops compared to their representation in the population. Some of those barriers include access to housing, support services, and education, as well as racial bias or cultural misunderstandings.

Bates et al. (2014) documents multiple disparities in Multnomah County. Disparities in access to housing have driven and deepened the wealth divide between African Americans and others. The displacement of minority communities to areas with fewer services limits their access to healthcare, education, and a myriad of goods and services available to those not affected by histories of racism and other biases.

Unemployment and poverty were also markedly higher for African Americans and other communities of color. Those with limited access to private legal services, counseling services, and other social amenities relied more heavily on police in their communities and at the same time were more vulnerable to policing in their communities. With the guidance of the community of Portland, PPB seeks to balance these realities in such a way that every community in need is served, yet none bears an undue burden of our presence and activities.

It has been widely reported (Stavenjord, 2012, Graham, 2013, Burke et al., 2014) that African American children were more likely to be suspended from school than White children. A June 30, 2014 report by the Multnomah County Local Public Safety Coordinating Council found that in Multnomah County, African American students were 3.2 times more likely than White students to be expelled from school. When looking at Portland alone, African American students were 4.4 times more likely to be expelled from school than White students (Multnomah County Comprehensive Gang Assessment, 2014).

Of particular concern in the Multnomah County Local Public Safety Coordinating Council (2014) report was the relationship between school expulsions and gang involvement. Of the persons interviewed in the report who were gang-involved, 83 percent reported having been suspended or expelled from school (Multnomah County Comprehensive Gang Assessment, 2014). Yet, adults and youth interviewed for the report agreed that "quality education and educational opportunities as important in preventing gang activity." (Multnomah County Comprehensive Gang Assessment, 2014) These are troubling contradictions. The education necessary to escape gang involvement is often withheld from vulnerable youth.

It is within this context that PPB meets communities of color. We fear that our data may reflect the realities presented above. Police focus their attention where they are needed the most. Neighborhoods with high rates of violent crime and calls for service will draw more attention which may result in more stops in those areas. We intend to focus on these questions in a supplemental report. For now, our analyses point to specific areas in need of attention. We need to provide that attention, in consultation with the communities, particularly the most affected communities and with an understanding of the context in which we operate.

It is our sincere hope and expectation that by working together we will come to better understand the needs of the community and our place in meeting those needs. PPB policy prohibits racial profiling and other discriminatory practices. Though we cannot establish with these data whether this policy has been violated, we can assure the community that we are examining our outcomes within the context of our goals and objectives and will continue to do so with the community's support and guidance.

NEXT STEPS

We identified a number of topics and issues worthy of exploration and analysis over the next year. By actively working together with community residents through the CPRC, PPB hopes to find beneficial solutions that will reduce crime, increase public confidence, and ease tensions between police and the community.

(1) Examine the Overrepresentation in Stops. PPB will respond to the overrepresentation in patrol stops, consent searches, and stops with no enforcement action, using the identified actions outlined in the Table 46. For patrol stops of drivers at North Precinct, specifically, PPB will conduct a more in-depth analysis examining how violent crime impacts disparities in stops among some minority groups.

(2) Conduct Analysis Examining Violent Crime and Its Impact on the Disparities in Stops. At the request of the CPRC, PPB will conduct a more in-depth analysis of violent crime and disparities in stops and searches. Specifically, we will explore the extent to which proactive policing of violent crime associated with gang activity has contributed to the overrepresentation of stops and consent searches among minority drivers.

(3) Identify and Implement Alternative Crime Prevention Practices. PPB hopes to work with the CPRC and community to identify innovative ways to reduce racial disparities in stops and searches while balancing public safety concerns. Questions of concern include what alternatives or strategies should PPB consider implementing that will maintain public safety without adversely impacting community residents?

(4) Identify Goals and Performance Measures for Tracking Progress. PPB hopes to work with the CPRC and community to identify achievable goals and performance measures for improving the effectiveness of traffic and pedestrian stops, while limiting the adverse impact of police stops on minority communities. PPB's 2013 racial profiling study outlined two measures that involved reducing the number of searches while increasing the hit rates and reducing the number of stops with no enforcement action. While these are important measures, more measures should be articulated to help monitor and improve the effectiveness in policing activities and the delivery of services to the community.

Table 46. Areas with Overrepresentation and PPB Recommended Response

Race/Ethnicity	Traffic or Patrol	Driver or Pedestrian	Category	Disparity Index
African American	North Patrol	driver	stops	2.2
African American	Central Patrol	driver	stops	2.0
African American	Patrol	driver	consent search	1.9
African American	East Patrol	driver	stops	1.5
African American	Central Patrol	pedestrian	stops	1.4
Hispanic	East Patrol	driver	stops	1.4
Hispanic	North Patrol	driver	stops	1.4
Hispanic	Traffic/Patrol	pedestrian	no enforcement	1.2

Disparity Index Response Scale

Range	Level of Overrepresentation	Response
1.1-1.5	minimal	Maintain awareness of overrepresented group.
1.6-2.0	moderate	Monitor the stops data on a quarterly basis.
2.1+	strong	Further action may be required by PPB. Examples may include: Collaboration with the community Detailed study Coordination with Equity and Diversity Program Manager Additional Training

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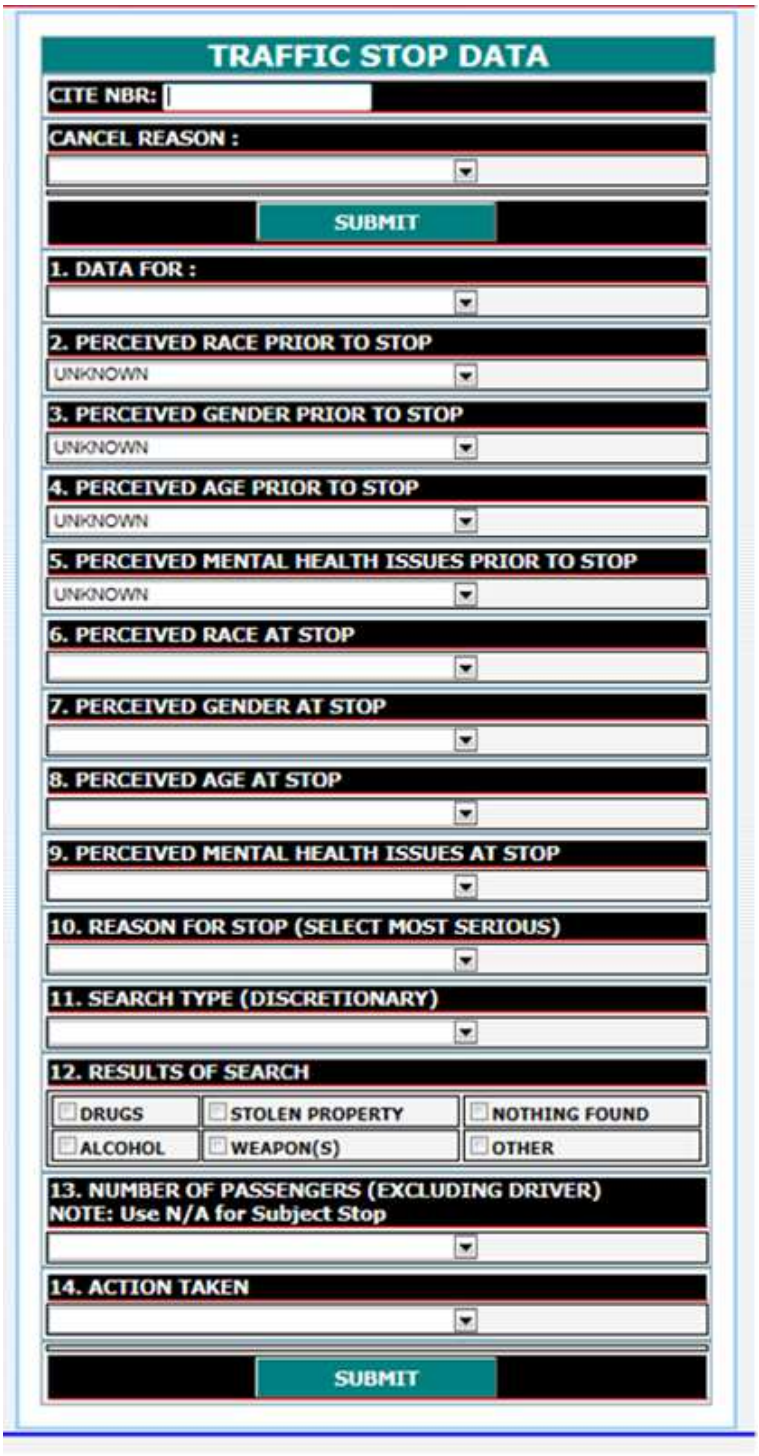

TRAFFIC STOP DATA

CITE NBR:

CANCEL REASON :

SUBMIT

1. DATA FOR :

2. PERCEIVED RACE PRIOR TO STOP
UNKNOWN

3. PERCEIVED GENDER PRIOR TO STOP
UNKNOWN

4. PERCEIVED AGE PRIOR TO STOP
UNKNOWN

5. PERCEIVED MENTAL HEALTH ISSUES PRIOR TO STOP
UNKNOWN

6. PERCEIVED RACE AT STOP

7. PERCEIVED GENDER AT STOP

8. PERCEIVED AGE AT STOP

9. PERCEIVED MENTAL HEALTH ISSUES AT STOP

10. REASON FOR STOP (SELECT MOST SERIOUS)

11. SEARCH TYPE (DISCRETIONARY)

12. RESULTS OF SEARCH

DRUGS	STOLEN PROPERTY	NOTHING FOUND
ALCOHOL	WEAPON(S)	OTHER

13. NUMBER OF PASSENGERS (EXCLUDING DRIVER)
NOTE: Use N/A for Subject Stop

14. ACTION TAKEN

SUBMIT

CITY OF PORTLAND, OREGON

Bureau of Police
Charlie Hales, Mayor
Michael Reese, Chief of Police
1111 S.W. 2nd Avenue • Portland, OR 97204 • Phone: 503-823-0000 • Fax: 503-823-0342

Integrity • Compassion • Accountability • Respect • Excellence • Service

EXECUTIVE ORDER

DATE: **November 19, 2014**

TO: **All Bureau Members**

RE: **Directive 344.05, Bias-Based Policing/Racial Profiling Prohibited (Name Change)**

ACTION: **Revision of 344.05, effective November 19, 2014**

344.05, Bias-Based Policing/Racial Profiling Prohibited

Refer:
• Directive 310.20, Retaliation Prohibited
• Directive 344.00, Compliance with Human Resources Administrative Rules

Definitions:
- Bias-Based Policing: The differential treatment of any person by Bureau members motivated solely by any characteristic of protected classification under city, state, and federal laws, or by other discernable, personal characteristics of an individual.

- Racial Profiling: A form of bias-based policing, wherein inappropriate reliance is placed on race as a factor in deciding to stop and/or search an individual.

- Protected classifications and discernable, personal characteristics include, but are not limited to,
  the following:
  - Race or color,
  - National origin or ethnicity,
  - Religion,
  - Gender or gender identity,
  - Age,
  - Marital or familial status,
  - Sexual orientation,

- Mental or physical disability,
- Mental illness,
- Economic status,
- Political ideology, or
- Veteran status.

Policy:

1. Members are prohibited from taking or not taking any police-action motivated by bias or racial profiling. Members must be able to articulate specific facts, circumstances or conclusions that support reasonable suspicion or probable cause for any stop, search, or seizure.

2. The Bureau is committed to providing services and enforcing laws in a professional, nondiscriminatory, fair and equitable manner, so as to build mutual trust and respect with Portland's diverse groups and communities.

3. Police services will be provided to all individuals without regard to characteristics of protected classifications or discernable personal characteristics of an individual.

4. Characteristics of a protected classification or discernable personal characteristic may be taken into account for purposes of identifying or reporting the identification of an individual. Individualized personal information such as skin color, height, weight, hair color, or eye color may also be taken into account for any other legitimate law enforcement purpose that is not based on bias.

5. Managers and supervisors shall ensure compliance with this Directive. Any manager who becomes aware of conduct that could constitute bias based policing shall take immediate action to stop or prevent the conduct and shall immediately report the conduct to his or her supervisor.

History:

• Originating Directive Effective: 04/12/02
• First Revision Effective: 08/01/05
• Second Revision Effective:11/19/14
• Next Review Date: 5/19/15
• Review By: Professional Standards Division

Sincerely,

Chief of Police

APPENDIX C

The following tables show changes in the racial and ethnic distribution of traffic and patrol stops of pedestrians over the last three years. These charts were excluded from the report for two reasons. Analyses of pedestrian stops by traffic were not highlighted in the report because they occurred less frequently than other types of stops. Of the 55,451 stops, traffic stops of pedestrians represent 0.4 percent (222) of all stops. Analyses on pedestrian stops by patrol were replaced with more specific analyses that examined pedestrian stops by patrol at the precinct level. We included the summarized charts of pedestrian stops for report completeness.

Table 47. Race of Pedestrians Stopped by Traffic for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	2	0.5%	1	0.3%	0	0.0%	-2	-100.0%
Asian	10	2.3%	14	4.6%	8	3.6%	-2	-20.0%
Black/African American	32	7.4%	21	6.9%	11	5.0%	-21	-65.6%
Hispanic	12	2.8%	15	5.0%	8	3.6%	-4	-33.3%
White	367	84.8%	245	80.9%	187	84.2%	-180	-49.0%
Unknown/Other	10	2.3%	7	2.3%	8	3.6%	-2	-20.0%
Total	**433**	**100.0%**	**303**	**100.0%**	**222**	**100.0%**	**-211**	**-48.7%**

Table 48. Race of Pedestrians Stopped by Patrol for Calendar Years 2012, 2013, and 2014

Race/Ethnicity	2012		2013		2014		Change 2012-2014	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	9	1.2%	7	1.3%	13	1.8%	4	44.4%
Asian	10	1.3%	11	2.1%	8	1.1%	-2	-20.0%
Black/African American	187	25.2%	120	22.9%	126	17.1%	-61	-32.6%
Hispanic	45	6.1%	33	6.3%	39	5.3%	-6	-13.3%
White	471	63.4%	341	65.1%	539	73.1%	68	14.4%
Unknown/Other	21	2.8%	12	2.3%	12	1.6%	-9	-42.9%
Total	**743**	**100.0%**	**524**	**100.0%**	**737**	**100.0%**	**-6**	**-0.8%**