PORTLAND POLICE BUREAU
STRATEGIC SERVICES DIVISION

STOPS DATA COLLECTION

2016 ANNUAL REPORT

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TED WHEELER, MAYOR
DANIELLE OUTLAW, CHIEF OF POLICE

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EXECUTIVE SUMMARY

Introduction

- The Portland Police Bureau conducts traffic stops of drivers and pedestrians in Portland of residents, commuters, and visitors. This makes identifying accurate benchmarks that captures the driving population difficult.

- Traffic Division officers enforce traffic laws through the use of driver stops to prevent road injuries and change dangerous driving behaviors. The Injury Collision Benchmark is used for Traffic Division stops as drivers involved in injury collisions are likely representative of the population of drivers stopped.

- Non-Traffic Division officers (patrol, investigations, and other support divisions) use traffic stops to aid in the response to and prevention of crime. These officers spend more time patrolling areas with high call volume and higher reported violent crime. Therefore, individuals driving in these areas are more likely to come into contact with police. To account for this differential exposure, the Crime Victimization Benchmark is used for Non-Traffic Division stops as these victims are likely to representative of individuals living, working, and recreating in the area.

Stops of Drivers

- Portland Police Bureau officers performed 33,311 stops of drivers in 2016. Officers performed the fewest number of stops since data collection began in 2012, declining by 51% over the last five years.

- Traffic Division officers made 19,798 stops of drivers in 2016 and stopped drivers at rates similar to their expected values when compared to the Injury Collision Benchmark.

- Non-Traffic Division officers made 13,513 stops of drivers in 2016. Non-traffic division officers stopped drivers at rates similar to the Crime Victimization Rate.

- The majority of drivers (84.8%) were stopped for Moving Violations. Asian drivers were significantly more likely to be stopped by non-traffic officers for moving violations. No other groups were stopped at significantly different rates.

Searches of Drivers

- The search rate for drivers stopped has declined since 2012. In 2016, 1 in every 25 stops (3.9%) included a discretionary search. Non-traffic division officers performed the majority (90%) of the searches.

- American Indian /Alaskan Native and Black/African American drivers were searched at significantly higher rates when compared to overall stop rates. Asian drivers were searched significantly less than expected when compared to overall stop rates.

- Consent searches continue to be the most common search type used by Non-Traffic Division officers, though the use of this search types has been decreasing since 2012. Traffic Division officers almost exclusively use probable cause searches.

- Black/African American drivers are significantly more likely to be the subject of a consent search and significantly less likely to be the subject of a probable cause search.

- Officers have become significantly better at detecting contraband during searches with a 42.0% hit rate in 2016 compared to a 34.0% hit rate 2012. The perceived race of the driver is not a significant predictor of whether or not contraband will be found.

Driver Stop Outcome

- The majority (58.9%) of driver stops resulted in a citation. Traffic Division officers were significantly more likely to issues a citation than other officers with 86.4% of Traffic Division stops resulting in a citation.

- Non-Traffic Division officers are more significantly more likely to issue a warning, arrest the driver, or end the stop with no enforcement than Traffic Division officers.

- Drivers stopped by non-traffic division officers and found with contraband after a search are twice as likely to be arrested as other drivers. There are no other significant predictors for the outcome of a stop, including race / ethnicity of the driver.

Stops of Pedestrians

- Portland Police Bureau officers performed 256 stops of pedestrians in 2016. Officers performed the fewest number of stops since data collection began in 2012, declining by 78% over the last five years.

- The majority of pedestrian stops occurred within Central Precinct which encompasses many high-trafficked pedestrian-friendly areas. The area is also a focus of enhanced foot patrols in the business and entertainment districts.

- The ratio of stopped Black / African American pedestrians has significantly declined over the past five years, while the ratio of Hispanic pedestrians has significantly increased - despite accounting for only 17 stops in 2015 and 2016.

- Non-Traffic officers stopped significantly more Black / African American pedestrians (25) than Traffic officers (10) in 2016 and significantly fewer White pedestrians (84 vs 105).

- Traffic Division officers are significantly more likely to stop a pedestrian for a moving violation while Non-Traffic Division officers are more likely to stop pedestrians for non-moving violations.

- Pedestrians are significantly more likely to be searched (1 in 6) than drivers (1 in 25) with all but one search conducted by non-traffic division officers. Black / African Americans were searched over three times the expected rate when compared to overall stop rates, even though only 12 individuals were searched.

- Illegal contraband was found on a majority (52.1%) of pedestrians searched. There were no significant differences in hit rate by search type or the hit rates of White and Black / African American pedestrians.

- Compared to drivers, pedestrians are significantly more likely to have no action taken or be arrested and are significantly less likely to be cited. As with driver stops, pedestrians are more likely to receive a citation from Traffic Division officers and a warning or be arrested by non-traffic division officers.

Gang Enforcement Team Appendix

- Stops conducted by the Gang Enforcement Team/Gun Task Force (GET /GTF) have decreased 47% since 2012, with only 745 drivers and pedestrians stopped in 2016.

- Gang enforcement focus patrols in areas with high occurrences of gang and gun violence with 90% of stops occurring within a half mile of a recent gang violent incident. The Gang Crime Victimization Benchmark is used for stops by gang officers because the benchmark is representative of the population gang officers contact as part of the specialized mission of reducing gang and gun violence.

- African American / Black subjects are stopped the most often, but at non-disparate rates when compared to the gang victimization rate. White and Hispanic subjects were stopped at substantially higher-than-expected rates when compared to Gang Crime Victimization Rates and were disparately over-represented in stops enacted by GET / GTF officers.

- GET/GTF officers are significantly more likely to perform a search than officers from other divisions. The majority (87%) of gang enforcement searches are consent searches and all racial groups were searched at rate similar to their overall stop rate. Officers are more likely to request a consent search from Black/African American subjects.

- Contraband is found in about 1 in every 3 searches, a lower hit rate than other divisions, likely due to the reliance on consent searches which are less likely to result in a hit. There were no significant differences in the contraband recovery rate between subjects of different races.

- The majority (86%) of GET/GFT stops result in a warning. The gang enforcement officers also have the highest arrest rate in the Bureau with 11% of all stops resulting in an arrest.

INTRODUCTION

The Portland Police Bureau produces an annual report to increase the transparency of the Bureau's use of stops in contacting members of the community. The data, and subsequent reports, highlight the demographics of people stopped by sworn PPB personnel and how those demographics have changed over time. Additionally, the report examines the discretionary decision making practices of police before, during, and after a stop to identify potential disparities across the bureau and within different operational divisions.

It should be noted that the data contained in this report are not necessarily an accurate proxy to aid in the determination of racial profiling. Instead, these data allow for an examination of disparities in stops between different demographic groups from an empirical standpoint. As such they allow for a more informed community-wide discussion about how best to keep the community safe and how to accomplish this in the most equitable manner possible. 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.

Background

The Portland Police Bureau has been collecting data on traffic and pedestrian stops since 2001 based on recommendations from the Blue Ribbon Panel on Racial Profiling[1]. From the program's outset, officers were required to log their perceptions of driver/pedestrian race, gender, and general age (minor vs. adult); the reason for the stop; whether a search was conducted, the type of search conducted, and results of the search; and the overall outcome of the stop. The Bureau launched its latest version of the collection system, the Stops Data Collection (SDC) system, in 2012 as a web-based form with an automatic connection to the Bureaus' computer-aided-dispatch (CAD) system and electronic citation system (ECITE) to aid in the accountability of mask completion. An example of the current Stops Data Collection system is provided in Appendix A.

[1] https://www.portlandoregon.gov/police/article/32381

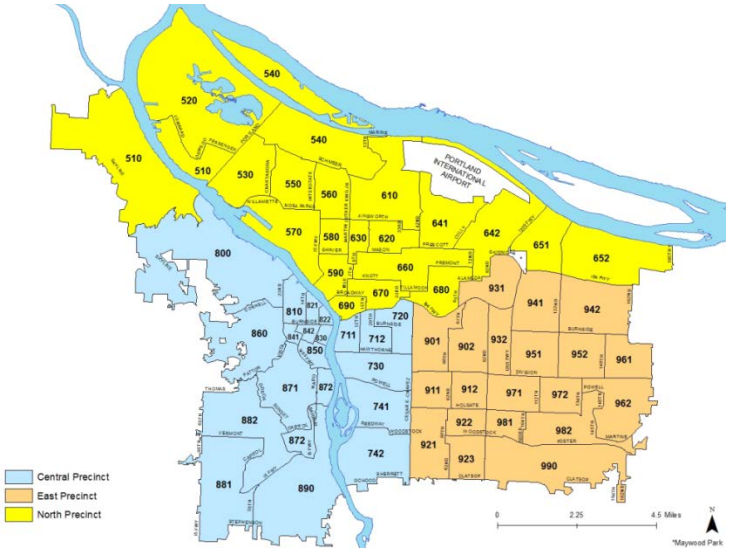
City of Portland Residents

Table 1. City of Portland Racial and Ethnic Demographics from the 2010 U.S. Census

Race/Ethnicity	Citywide		Central Precinct		East Precinct		North Precinct	
	N	%	N	%	N	%	N	%
American Indian/Alaskan	**4,381**	**0.8%**	1,062	0.6%	1,891	0.8%	1,428	0.8%
Asian	**41,335**	**7.1%**	9,435	5.2%	23,757	10.6%	8,140	4.6%
Black/African American	**35,462**	**6.1%**	3,995	2.2%	10,684	4.7%	20,777	11.7%
Hawaiian or Pacific Islander	**2,978**	**0.5%**	354	0.2%	1,409	0.6%	1,215	0.7%
Hispanic or Latino	**54,840**	**9.4%**	8,971	5.0%	26,613	11.8%	19,258	10.8%
White	**421,773**	**72.2%**	150,722	83.2%	151,980	67.5%	119,037	67.0%
Other	**23,007**	**3.9%**	6,616	3.5%	8,690	3.9%	7,699	4.4%
Total	**583,776**	**100.0%**	**181,155**	**100.0%**	**225,024**	**100.0%**	**177,554**	**100.0%**

According to the 2010 U.S. Census, the City of Portland has 583,776 residents[2] split among the three administrative precincts of the Portland Police Bureau. However, since then, Portland has experienced an explosive growth in residents, gaining about 50,000 residents over the last six years with an estimated 2016 population of 627,395[3]. Estimates from the U.S. Census Bureau[4] indicate that resident demographics in Multnomah County[5] have shifted in the past few years, as individuals that identify solely as Asian are the fastest growing racial group, with White alone growing the slowest. All other racial groups have grown at normal rates.

Figure 1. Portland Precincts and Patrol Districts



Residents of Portland are not the only population subjects in traffic stops, as the laws apply to all road users, including visitors and commuters,

[2] The official decennial census number is used as five-year estimates for smaller geographic areas, such as a city, have a higher margin of error.
[3] Population Research Center. (2016). Certified Populations Estimate 2016. Population Research Center, Portland State University.
[4] U.S. Census Bureau. (2016). Annual Estimates of the Resident Population by Sex, Race, and Hispanic Origin for the United States, States, and Counties: April 1, 2010 to July 1, 2015. U.S. Census Bureau, Population Division.
[5] County is the smallest geographic area in which the U.S. Census Bureau produces mid-decade population estimates. Given the City of Portland makes up about 79 percent of the County's population and about 31 percent of the County's land area, the County estimate is a good proxy for general population trends.

regardless of their residency. About 250,000 people commute into Portland for work[6], swelling the daytime population of the city to more than 860,000 people. White individuals make-up the largest share of the population with full-time jobs in Portland (86.8%) and are also more likely to drive alone to work, with all other racial / ethnic groups utilizing higher levels of carpooling or public transportation[7]. In addition to commuters, 9.1 million people visited the region in 2016, staying for an average of 3.2 nights, boosting the daily population by another 76,000 individuals[8] to a total of about 936,000 people.

Disparity Benchmarks

Identifying the appropriate benchmarks for an accurate and reliable assessment is one of the biggest challenges in identifying potential bias and disparities in policing. Census data are the most common benchmark used to identify the existence or lack of racially-biased policing – mainly due to its accessibility and availability. However, Census data is not a good indicator of the driving population or their driving patterns within the city. A more accurate and effective measurement of the driving population for the area is the demographics of drivers involved in injury collisions as it provides an indication of both driving frequency and behavior. The 2016 Injury Collision Benchmark summarizes the identified race / ethnicity of involved drivers in injury collisions investigated by Portland Police Bureau officers

Table 2. 2016 Injury Collision Statistics, by Race of Drivers

	2016	
Race/Ethnicity	**Count**	**Percent**
American Indian/Alaskan	9	0.6%
Asian	106	6.9%
Black/African American	144	9.4%
Hispanic	138	9.0%
White	1,096	71.6%
Unknown/Other	38	2.5%
Total	**1,531**	**100.0%**

When assessing potential officer bias, it is also important to assess how differential exposure to police can affect overall stop patterns. The Portland Police Bureau designates patrol areas and districts based on the number of received calls of service and the number of reported violent crimes in the area; if these measures coincide with areas where subjects live, drive, work, or visit, they may be more likely to be stopped or searched by law enforcement personnel. Crime victimization rates by the race / ethnicity of the victim provides a rough estimate of the demographics of areas exposed to violent crime, and therefore, areas where individuals may be more likely to come in contact with police. Victimization data is preferred to arrest data because it is less vulnerable to police bias as it represents those who call police as opposed to those who are apprehended by police for a given offense. The 2016 Crime Victimization Benchmark summarizes the profiles of victims of FBI Indexed Crimes – Homicides, Forcible Sex Offenses, Robberies and Aggravated Assaults – that occurred in the City of Portland.

Table 3. 2016 Crime Victimization Benchmark, by Race of Victim

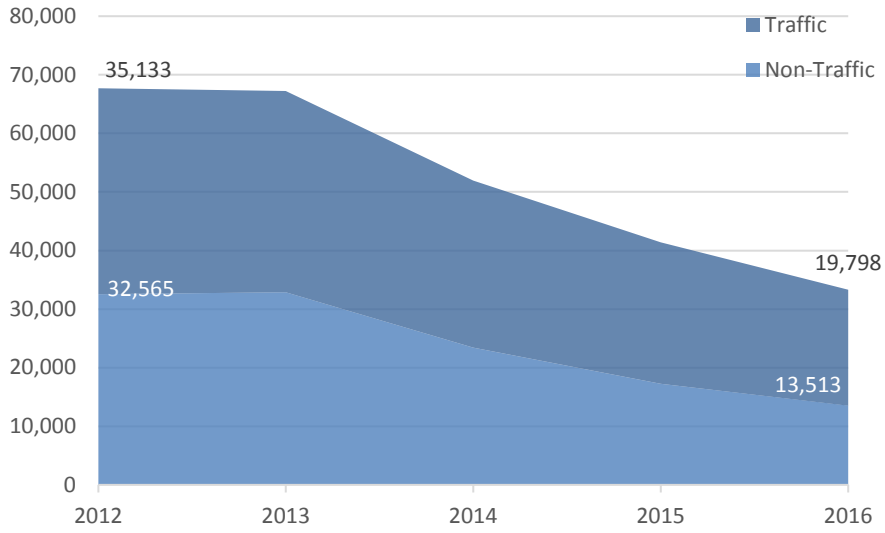
	2016	
Race/Ethnicity	**Count**	**Percent**
American Indian/Alaskan	34	1.1%
Asian	139	4.3%
Black/African American	609	18.9%
Hispanic	273	8.5%
White	2,096	65.0%
Unknown/Other	75	2.3%
Total	**3,226**	**100.0%**

[6] U.S. Census Bureau. (2016). LEHD Origin-Destination Employment Statistics Data (2002 – 2015). U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program.
[7] U.S. Census Bureau. (2016). 2011 – 2015 American Community Survey 5-Year Estimates. Table S0804: Means of Transportation to Work by Selected Characteristics for Workplace Geography. U.S. Census Bureau, American Community Survey.
[8] Dean Runyan Associates. (2017). *Economic Impacts of Travel, 2016: Portland, Oregon.* https://www.travelportland.com/wp-content/uploads/2017/09/DeanRunyan_2016Impacts.pdf

BUREAU-WIDE STOPS OF DRIVERS

Portland Police Bureau officers have significantly reduced the amount of self-initiated activity, including traffic stops, over the past five years. In 2016, Portland Police Bureau officers performed 33,311 stops of drivers across the city – a 51 percent decrease since data collection began in 2012. Stops from officers assigned to Patrol, investigations, and other support divisions saw the greatest decline over the time period, at 59 percent, while Traffic officers saw a more modest decline of 44 percent. The decline can primarily be attributed to reduced staffing levels over the past five years, coupled with an increase in calls for service due to sustained growth in the City of Portland. Stops for future years, without additional personnel, are projected to decline at similar rates, especially since Traffic Division officers now commit about 25 percent of their work hours detached to the Patrol Division.

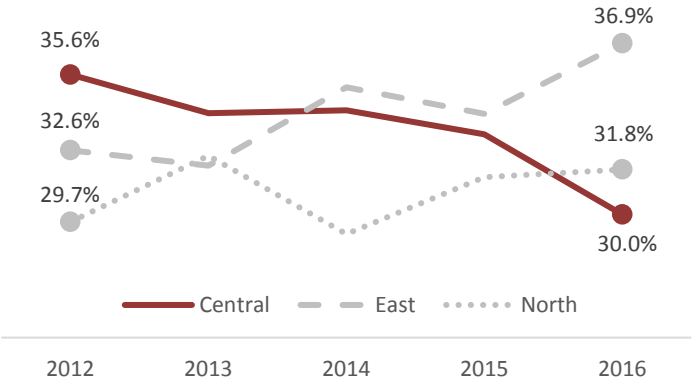
Figure 2. Traffic Division officers conducted more driver stops in 2012 than all units conducted in 2016 combined.



Stop Locations

Portland Police Bureau officers typically focus on a distinct geographic area during the shift (such as Patrol officers work a particular patrol district or Traffic officers monitoring a High Crash Corridor), but may respond to incidents and initiate stops anywhere in the state. Of the stops with a valid location[9], the largest plurality of driver and pedestrian stops in 2016 occurred in East Precinct, followed by North Precinct and Central Precinct. The number of stops initiated in Central

Figure 3. Officers are stopping fewer drivers in Central Precinct than in 2012



[9] About 11 percent of calls each year cannot have their location verified by the system due to non-standard location entries, such as landmarks or highway ramps, or typographical errors. These stops are excluded from location analyses.

Precinct have significantly declined[10] over the last five years, while both East and North Precincts have seen slight, but non-significant[11], increases in stop rates. Officers have also significantly decreased[12] the number of stops initiated outside of Portland (2.2% in 2012 vs. 1.4% in 2016).

Stopped Drivers Demographics

Traffic and Non-Traffic officers execute traffic stops of drivers in support of different missions in an overall effort to improve the safety and livability for residents and visitors in Portland. These diverse missions lead officers to concentrate their efforts in different areas of the City, often encountering diverse communities and people during their missions. The differences in missions and the populations encountered make using a single benchmark to discern any potential bias as a Bureau-wide measure difficult; rather different benchmark analyses are used for the broad operation groups of the Portland Police Bureau (Traffic vs. Non-Traffic).

Table 4. Racial Demographics of Stopped Drivers, since 2012

		2012		2013		2014		2015		2016	
	Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	American Indian/Alaskan	38	0.1%	28	0.1%	32	0.1%	25	0.1%	25	0.1%
	Asian	1,593	4.5%	1,618	4.7%	1,365	4.8%	1,173	4.9%	1,045	5.3%
	Black/African American	2,811	8.0%	2,676	7.8%	2,332	8.2%	2,148	8.9%	1,745	8.8%
	Hispanic	1,906	5.4%	2,125	6.2%	1,886	6.6%	1,733	7.2%	1,443	7.3%
	White	27,882	79.4%	27,080	78.8%	22,057	77.5%	18,184	75.3%	14,433	72.9%
	Unknown/Other	903	2.6%	835	2.4%	803	2.8%	875	3.6%	1,107	5.6%
	Traffic Total	**35,133**	**100%**	**34,362**	**100%**	**28,475**	**100%**	**24,138**	**100%**	**19,798**	**100%**
		2012		**2013**		**2014**		**2015**		**2016**	
	Race/Ethnicity	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**
Non-Traffic	American Indian/Alaskan	122	0.4%	113	0.3%	75	0.3%	87	0.5%	80	0.6%
	Asian	1,460	4.5%	1,602	4.9%	1,027	4.4%	764	4.4%	635	4.7%
	Black/African American	6,011	18.5%	5,897	17.9%	4,156	17.7%	3,312	19.2%	2,726	20.2%
	Hispanic	2,805	8.6%	2,728	8.3%	1,980	8.4%	1,422	8.3%	1,281	9.5%
	White	20,691	63.5%	21,128	64.3%	15,156	64.6%	10,677	62.0%	8,255	61.1%
	Unknown/Other	1,476	4.5%	1,411	4.3%	1,055	4.5%	971	5.6%	536	4.0%
	Non-Traffic Total	**32,565**	**100%**	**32,879**	**100%**	**23,449**	**100%**	**17,233**	**100%**	**13,513**	**100%**

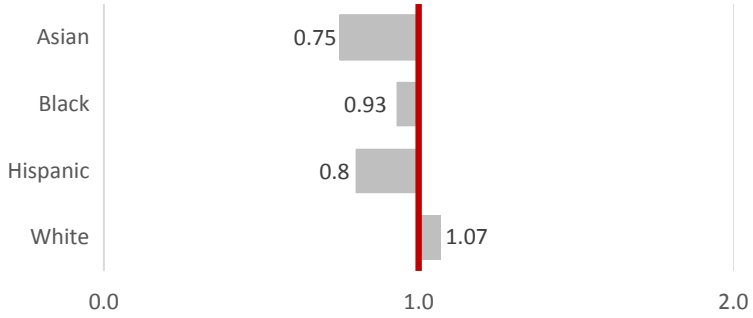
TRAFFIC DIVISION

Officers from the Traffic Division are the primary traffic enforcement arm of the Portland Police Bureau. Officers routinely patrol the High Crash Network[13], Portland's most dangerous streets and intersections for road and sidewalk users, to help prevent road injuries and change user behavior. Traffic officers, in conjunction with the Portland Bureau of Transportation, also perform enforcement missions to support the City's Vision Zero Action Plan, whose goal is to eliminate deaths and serious injuries on Portland streets by 2025. Given the intense focus by Traffic officers on driving behavior, the Injury Collision Benchmark (see Table 2) is the best indicator to assess potential biases of officers enforcing traffic laws.

[10] $p < .03$, $r^2 = .81$
[11] $p < .07$, $r^2 = .73$; $p < .53$, $r^2 = .15$
[12] $p < .04$, $r^2 = .81$
[13] https://www.portlandoregon.gov/transportation/54892

The racial demographics of drivers stopped by PPB Traffic officers has significantly changed over the past five years, with officers stopping significantly fewer White drivers (79.4% vs. 72.9%)[14] and significantly more Asian (4.5% vs. 5.3%)[15] and Hispanic (5.3% vs. 7.3%)[16] drivers. This trend mirrors the overall demographic patterns in the area, with communities of color growing at a faster rate than White residents. Even with the changes in stop rates since 2012, Traffic officers essentially stopped drivers at rates similar to their expected values when compared to the 2016 Injury Collision Benchmark[17], with no group over- or under-represented in the dataset[18].

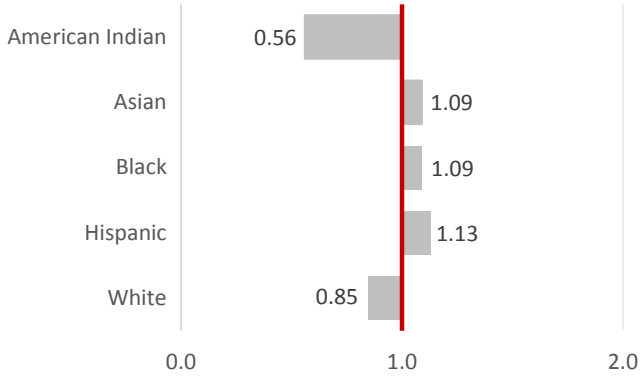
Figure 4. No racial group was significantly over-represented in stops by Traffic officers in 2016.



NON-TRAFFIC DIVISIONS

Officers from Non-Traffic divisions – namely, Patrol, investigations, and other support divisions – focus on preventing and responding to criminal activity in the city. By focusing on crime interdiction, officers are likely to spend more time in communities with higher preponderances of violent crime. The Crime Victimization Benchmark[19] (see Table 3) is used as a proxy measure to account for the individuals that are transiting in the area with vehicles, whether they are residents, commuters, or visitors to the community.

Figure 5. Non-Traffic officers stopped drivers in-line with the Crime Victimization Benchmark in 2016



In contrast to the Traffic Division, stops completed by officers from Patrol, investigations, and other support divisions have remained essentially unchanged over the prior five years – no racial group has seen a significant increase or decrease in their representation of stops. Additionally, Non-Traffic officers complete stops at a rate similar to crime victimization rates

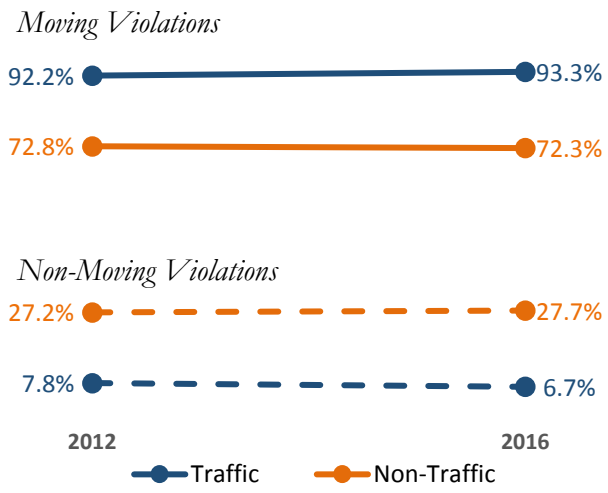
[14] $p < .006$, $r^2 = .94$
[15] $p < .02$, $r^2 = .88$
[16] $p < .005$, $r^2 = .95$
[17] The Disparity Index compares the proportion of stopped drivers to a benchmark for each racial group. Races with a disparity index greater than 2.0 would indicate a meaningful overrepresentation, while a value below 0.5 would indicate a meaningful underrepresentation of the stopped group.
[18] American Indian / Alaskan Native drivers were excluded from all analyses for Traffic officers as only 25 individuals were stopped in 2016.
[19] The benchmark includes all Portland victims of the FBI Indexed Crimes of Homicide, Forcible Sex Offenses, Robbery, and Aggravated Assault.

in 2016, with no group meaningfully over- or under-represented in stops. The results hold true when stops are analyzed within each precinct, as no racial groups fall outside the expected range in any locale.

Driver Stop Reasons

Differential stop patterns based on the intersection between the driver's perceived race and the severity of the alleged infraction can highlight biased police behavior; specifically, non-White drivers being stopped at a higher rate for more minor infractions can be an indicator of biased policing. In previous years, the Portland Police Bureau analyzed the differences between Major Moving Violations[20] and all other violations, including Minor Moving Violations and Non-Moving Violations such as Equipment and City Code Violations. Since 2015, the Portland Police Bureau has been a partner in the City of Portland's Vision Zero, a goal to eliminate traffic deaths and serious injuries on Portland roadways by 2025. A key action of Vision Zero centers on curbing dangerous behaviors that contribute to fatal and serious injury crashes (including speed, impairment, and other dangerous behaviors) through traffic enforcement. Since driving behaviors associated with Major and Minor Moving Violations can contribute to fatal and serious injury crashes, Non-Moving Violations represent a greater portion of an officer's discretionary judgement on whether to initiate a traffic stop.

Figure 6. Traffic Officers are more likely to stop a driver for a Moving Violation than other units



The overwhelming majority of driver stops (84.8%) initiated by Portland Police Bureau officers are for Moving Violations on Portland roadways. Personnel from Non-Traffic units were significantly more likely[21] to stop a driver for Non-Moving Violations than Traffic personnel; however, they still stopped a majority of drivers for Moving Violations. There were few differences between the stop reasons for different perceived racial groups, as Asian drivers stopped by Non-Traffic officers were the only group stopped significantly more for Moving Violations than drivers of other races. No other racial group was stopped significantly more, or less, for Non-Moving Violations in 2016.

Search Rates

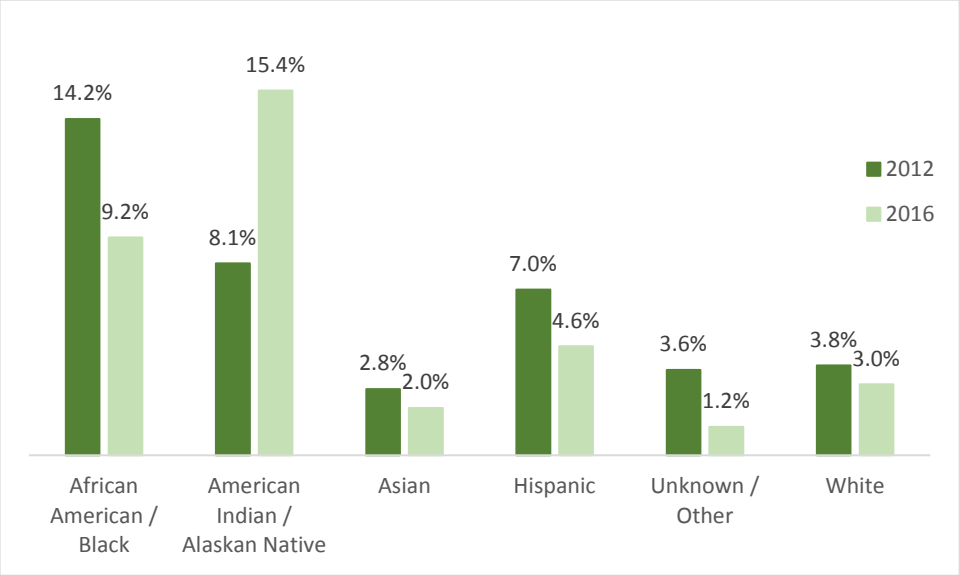
A common measure for examining bias policing is to examine racial disparities in searches. Police can exercise their discretion in one of two ways during a search—low discretion or high discretion search. In low discretion searches, policy or training dictates the likelihood of a search occurring. For example, if police stop an individual and take custody of them to administer a breathalyzer test, policy would require that the subject be searched for weapons prior to being transported. In high

[20] Minor Moving Violations involve all Class C or D violations. Major Moving Violations include all crimes (felony or misdemeanor) and Class A or B violations. Most moving violations are outlined in ORS 811.005 – 811.812.

[21] $x^2 = 2728.872, p < .001$

discretion searches, such as consent searches, police officers exercise more judgment in their decision to search. Racial profiling experts maintain that if police overuse high discretion searches on people of color, especially when combined with a lower rate of recovering contraband it could suggest that police are engaged in bias policing.

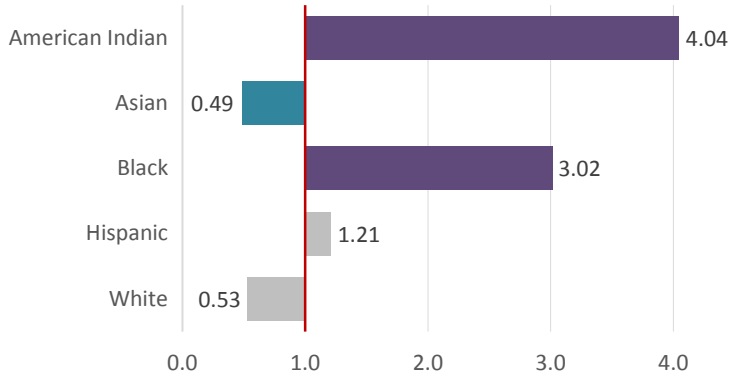
Figure 7. Search rates have declined for virtually all racial groups since 2012



In 2016, approximately 1 out of every 25 stops (3.9% of all stops) performed by Portland Police Bureau on drivers included a discretionary search. Non-Traffic officers perform the bulk of searches associated with driver stops in the Bureau, accounting for about 90 percent of all searches for every year since data collection began in 2012. Overall, the ratio of searches have declined since 2012 – significantly[22] so for officers from Patrol, investigations, and other support divisions. Non-Traffic units patrolling North Precinct were the most likely to conduct a search in 2016 (10.0%), followed by East (8.9%) and Central Precincts (4.1%). Search rates have remained roughly consistent across the different precincts, except for East Precinct where searches have significantly declined[23] by approximately 25 percent since 2012.

Portland Police Bureau officers display differential search rates based on Race / Ethnicity when compared to overall stop patterns. American Indian / Alaskan Native and Black / African American drivers are searched a significantly higher rates than expected, while Asian drivers are searched significantly less than expected. Traffic Division officers account for much of the disparity for Black / African American drivers, searching drivers at more than

Figure 8. American Indian / Alaskan Native and Black / African American drivers were searched disproportionately when compared to overall stop rates



[22] $p < .04$, $r^2 = .82$
[23] $p < .001$, $r^2 = .99$

twice their stop rate[24]. Non-Traffic officers searched Black / African American drivers significantly more than expected[25] – but not disparately so.

Consent search has been the most commonly utilized search type[26] used across the Bureau for the last five years (49.9% of all searches and 4.6% of all driver stops in 2016), even though it has seen a meaningful, but non-significant, decline since 2012. Plain View Searches have seen the largest, but non-significant, increase during that time period, although it still remains as the third most utilized search reason behind Probable Cause searches. Traffic officers stand out from the rest of the Bureau, as they conduct fewer overall searches but almost exclusively use Probable Cause as the reason for conducting a search. Search reasons are largely similar between the different racial groups, except Black / African American drivers are significantly more likely to be the subject of a Consent Search and significantly less likely to be the subject of a Probable Cause search than other racial groups[27].

Contraband Hit Rates

Even though the percentage of drivers searched by PPB officers has declined since 2012, personnel have become significantly better[28] at detecting and uncovering contraband. In 2016, 42.0 percent of all searches ended with a PPB detecting prohibited material, including alcohol, drugs, stolen property, weapons, and other illegal contraband – up from 34.0 percent in 2012. Neither Traffic units nor Non-Traffic units are significantly better at recovering contraband in searches and both operation groups have seen similar increases in successful search rates of the past five years. Probable Cause searches are significantly more likely[29] to discover Contraband, while Plain View and Weapon Pat searches are the least likely to be successful. Consent searches were significantly more likely to be successful than Plain View searches and significantly less likely to uncover contraband than Probable Cause searches.

Table 5. Probable Cause searches are significantly more likely to discover contraband than other search reasons.

	Total Searches	Found Contraband	
Search Type	**Count**	**Count**	**Percent**
Plain View	224	62	27.7%
Consent	633	262	41.4%
Probable Cause	368	199	54.1%
Weapon Pat	44	10	22.7%
Total	**1,269**	**533**	**42.0%**

Table 6. Illicit drugs are the most commonly uncovered item during driver searches.

	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
Race/Ethnicity	**Count**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**
American Indian/Alaskan	16	8	50.0%	2	12.5%	4	25.0%	2	12.5%	0	0.0%	1	6.3%
Asian	32	15	46.9%	5	15.6%	4	12.5%	3	9.4%	1	3.1%	3	9.4%
Black/African American	405	154	38.0%	36	8.9%	78	19.3%	41	10.1%	7	1.7%	25	6.2%
Hispanic	123	57	46.3%	18	14.6%	30	24.4%	11	8.9%	4	3.3%	7	5.7%
White	673	292	43.4%	56	8.3%	170	25.3%	39	5.8%	40	5.9%	38	5.6%
Unknown/Other	20	7	35.0%	2	10.0%	4	20.0%	1	5.0%	1	5.0%	2	10.0%
Total	**1,269**	**533**	**42.0%**	**119**	**9.4%**	**290**	**22.9%**	**97**	**7.6%**	**53**	**4.2%**	**76**	**6.0%**

[24] Traffic Division officers only searched 2 American Indian / Alaskan Native drivers in 2016 (out of 25 drivers), while Non-Traffic officers only searched 14 (out of 80) American Indian / Alaskan Native drivers. The small search and stop rates for this population make it difficult to discern statistical patterns.

[25] $x^2 = 125.316, p < .001$

[26] For a description of search types utilized by Portland Police Bureau officers, refer to Appendix B.

[27] $x^2 = 71.123, p < .001$

[28] $p < .005, r^2 = .95$

[29] $x^2 = 47.696, p < .001$

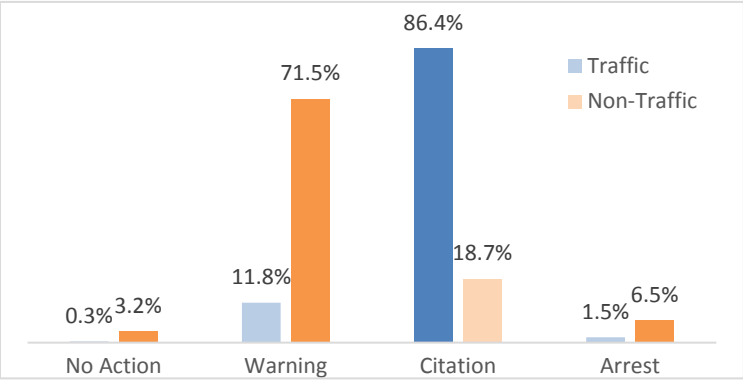
Each racial group saw a general increase in successful search rates for drivers over the last five years. White drivers, African American / Black drivers, and Hispanic drivers all saw a significant increase[30] in the percentage of searches that produced contraband in the period, with other racial groups showing more modest increases. In general, the perceived race of the driver is not a significant predictor whether or not contraband will be found; for the most recent year, there were no significant differences between the different groups for contraband hit rates[31]. There is also no correlation between a group's overall search rate and hit rate within any given year[32].

Stop Outcomes

Stop disposition, or the outcome of the stop, is a common method to assess disparities among stops made by law enforcement personnel on different groups of people in a community. More locally, Portland community members have cited equitable stop outcomes as an important goal. In the 2009 plan to address racial profiling, community members raised concerns that traffic stops that result in no enforcement action – meaning drivers received no warning, citation, or were not arrested – can feel like harassment, especially to people of color. Large differences between racial and ethnic groups may imply an unequal impact on a particular race.

The majority (58.9%) of driver stops performed by PPB sworn personnel in 2016 resulted in a citation issued to the vehicle operator. Citations have always been the most common enforcement action and, with the exception of 2015, have always represented a majority of the enforcement actions[33]. Traffic officers were significantly more likely[34] to issue a citation than other unit divisions, while Patrol, investigations, and other support divisions were significantly more likely to issue a warning, arrest the driver, or end the stop with no enforcement action.

Figure 9. Traffic officers end most of their interactions with a citation, while Non-Traffic officers mainly issue warnings.



The progressive nature of a stop, and the multiple decision points within the interaction, make it difficult to discern what role, if any, implicit or explicit racial bias plays in stop disposition. Multiple logistic regressions were conducted to statistically determine which predictors were statistically significant to the stop outcome and their relative importance to other factors. There are no significant predictors for how Traffic Division officers decide to take no action[35],

[30] White: $p = .96$, $r^2 < .003$; Black: $p = .84$, $r^2 < .03$; White: $p = .90$, $r^2 = .02$
[31] $x^2 = 5.246$, $p = .387$
[32] $p = .996$, $r^2 < .001$
[33] This exception is most likely due to data collection errors from the second half of 2015 that prevented the recording of Stops Data from Traffic Division officers.
[34] $x^2 = 767.880$, $p < .001$
[35] Omnibus Test: $x^2 = 2.297$, $p = .999$

issue citations,[36] or arrest[37] drivers, nor when Non-Traffic officers decide to take action versus ending the interaction without any action[38] or when officers issue a citation[39]. However, significant differences do emerge for drivers arrested by Non-Traffic officers[40]; drivers that are found to have contraband during the stop due to a search are more than twice as likely to be arrested when compared to drivers searched but not carrying any contraband[41], even when accounting for race and stop reason.

Table 7. Non-Traffic officers showed higher arrest and none enforcement rates for nearly all driver racial groups in the last year when compared to Traffic officers.

		Total Stops		Enforcement Action							
				None		Warning		Citation		Arrested	
	Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	American Indian/Alaskan	25	0.1%	1	4.0%	3	12.0%	17	68.0%	4	16.0%
	Asian	1,045	5.3%	5	0.5%	151	14.4%	877	83.9%	12	1.1%
	Black/African American	1,745	8.8%	3	0.2%	244	14.0%	1,442	82.6%	56	3.2%
	Hispanic	1,443	7.3%	6	0.4%	132	9.1%	1,268	87.9%	37	2.6%
	White	14,433	72.9%	43	0.3%	1,724	11.9%	12,483	86.5%	183	1.3%
	Unknown/Other	1,107	5.6%	6	0.5%	75	6.8%	1,013	91.5%	13	1.2%
	Total	**19,798**	**100.0%**	**64**	**0.3%**	**2,329**	**11.8%**	**17,100**	**86.4%**	**305**	**1.5%**

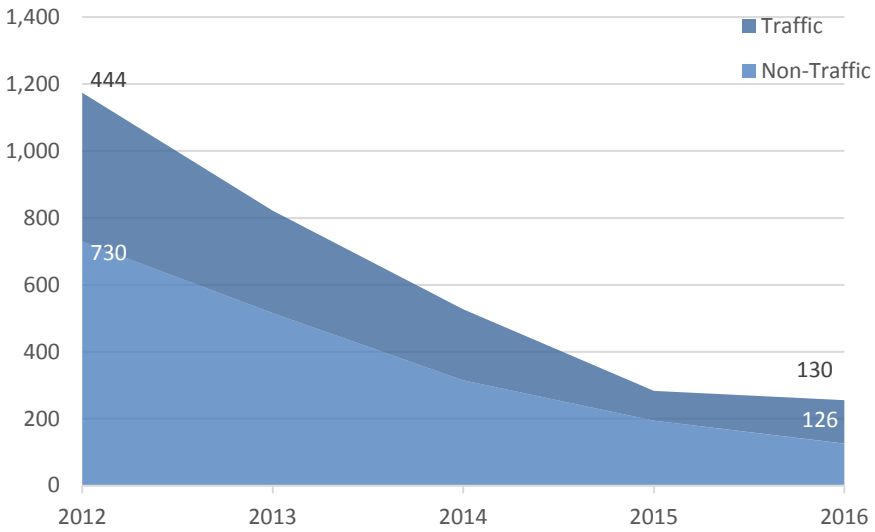
		Total Stops		Enforcement Action							
				None		Warning		Citation		Arrested	
	Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Non-Traffic	American Indian/Alaskan	80	0.6%	2	2.5%	50	62.5%	20	25.0%	8	10.0%
	Asian	635	4.7%	15	2.4%	481	75.7%	120	18.9%	19	3.0%
	Black/African American	2,726	20.2%	64	2.3%	1,996	73.2%	460	16.9%	206	7.6%
	Hispanic	1,281	9.5%	39	3.0%	863	67.4%	295	23.0%	84	6.6%
	White	8,255	61.1%	267	3.2%	5,898	71.4%	1,537	18.6%	553	6.7%
	Unknown/Other	536	4.0%	50	9.3%	379	70.7%	97	18.1%	10	1.9%
	Total	**13,513**	**100.0%**	**437**	**3.2%**	**9,667**	**71.5%**	**2,529**	**18.7%**	**880**	**6.5%**

[36] Omnibus Test: $x^2 = 6.959$, $p = .325$
[37] Omnibus Test: $x^2 = 13.979$, $p = .730$
[38] Omnibus Test: $x^2 = 24.296$, $p = .388$
[39] Omnibus Test: $x^2 = 25.672$, $p = .219$
[40] Omnibus Test: $x^2 = 123.102$, $p < .001$
[41] $b = .911$, $p < .003$

BUREAU-WIDE STOPS OF PEDESTRIANS

Similar to driver stops, Portland Police Bureau stopped substantially fewer pedestrians over the last five years. In 2016, officers stopped 256 pedestrians – a decline of 78 percent from 2012 (1,174). Both operational divisions have seen steep declines in the number of pedestrian stops conducted, with Non-Traffic officers experiencing the biggest decline (83.7%), followed closely by Traffic officers (70.7%). Last year was the first year where Traffic officers stopped more pedestrian than Non-Traffic officers, reflecting the overall decline in self-initiated activity among officers. In total, pedestrians accounted for 0.8 percent of all stops in 2016, the lowest rate in the last five years.

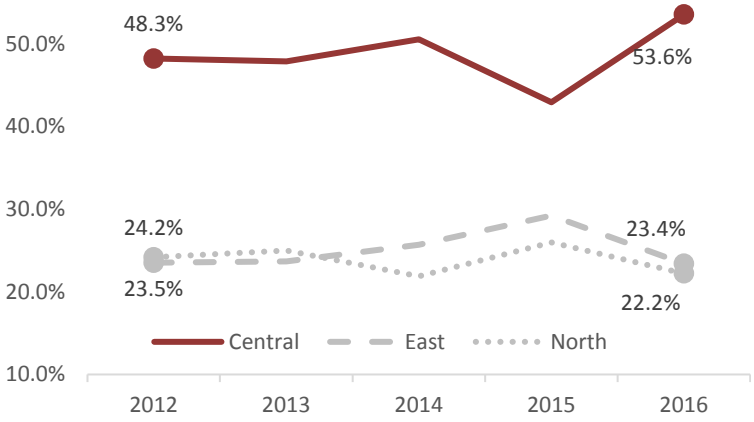
Figure 10. Pedestrian stops have declined by 78 percent since the five-year high in 2012.



Stop Locations

The broad location of where pedestrians are being stopped has remained consistent since data collection began in 2012. Central Precinct has always been the dominant location for pedestrian stops; however, 2016 was the first time it accounted for a majority of the stops. The precinct encompasses a number of highly-trafficked pedestrian-friendly areas, including Downtown, SE Hawthorne Blvd., and NW 23rd St., where sworn personnel are more likely to encounter people walking in the area. Additionally, Central Precinct is the primary operating location of two units, the Entertainment Detail and the Portland Patrol detail, that contact a high number of pedestrians in the district.

Figure 11. Central Precinct has been the primary location for pedestrian stops since 2012



Stopped Pedestrian Demographics

Portland Police Bureau officers contact pedestrians in support of the broad operational mission for their divisions, namely road safety for Traffic officers and crime response and prevention for Non-Traffic officers. However, it is more difficult to determine the appropriate benchmark for comparison to stop demographic statistics as there is no commonly utilized measure in academic literature. Population demographics from the decennial Census and associated products (such as the American Community Survey) do not account for visitors, commuters, and houseless individuals in the area, which can be especially problematic since people of color are more likely to utilize public transportation or walk to commute to work. The Crime Victimization Benchmark, which was used in prior Stops Data Collection reports, also proves problematic as 2016 was the first year Traffic officers stopped more pedestrians than Non-Traffic officers, meaning officers were more likely to focus on traffic safety as opposed to crime prevention. The small number of pedestrian stops proves problematic as the stopped individuals are not likely to be a random sampling across a city or precinct and be heavily weighted by officers that patrol more pedestrian-friendly districts. Due to these methodological challenges, no disparity analysis was conducted on pedestrian stops.

Table 8. Non-Traffic officers showed higher arrest and none enforcement rates for nearly all driver racial groups in the last year when compared to Traffic officers

		2012		2013		2014		2015		2016	
	Race/Ethnicity	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**
Traffic	American Indian/Alaskan	2	0.5%	1	0.3%	0	0.0%	1	1.1%	0	0.0%
	Asian	10	2.3%	14	4.6%	7	3.3%	1	1.1%	2	1.5%
	Black/African American	33	7.4%	21	6.9%	11	5.2%	11	12.4%	10	7.7%
	Hispanic	13	2.9%	16	5.2%	10	4.7%	4	4.5%	8	6.2%
	White	376	84.7%	246	80.4%	176	83.0%	69	77.5%	105	80.8%
	Unknown/Other	10	2.3%	8	2.6%	8	3.8%	3	3.4%	5	3.8%
	Traffic Total	**444**	**100%**	**306**	**100%**	**212**	**100%**	**89**	**100%**	**130**	**100%**
		2012		**2013**		**2014**		**2015**		**2016**	
	Race/Ethnicity	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**
Non-Traffic	American Indian/Alaskan	9	1.2%	7	1.4%	5	1.6%	6	3.1%	0	0.0%
	Asian	9	1.2%	11	2.1%	5	1.6%	1	0.5%	4	3.2%
	Black/African American	185	25.3%	120	23.3%	64	20.3%	30	15.5%	25	19.8%
	Hispanic	44	6.0%	32	6.2%	20	6.3%	13	6.7%	9	7.1%
	White	462	63.3%	336	65.1%	216	68.6%	134	69.1%	84	66.7%
	Unknown/Other	21	2.9%	10	1.9%	5	1.6%	10	5.2%	4	3.2%
	Non-Traffic Total	**730**	**100%**	**516**	**100%**	**315**	**100%**	**194**	**100%**	**126**	**100%**

Across all divisions, there have been subtle changes in the stop demographics of pedestrians. The ratio of stopped Black / African American pedestrians has significantly declined over the past five years[42], while the ratio of Hispanic pedestrians has significantly increased[43] despite only accounting for 17 stops in 2015 and 2016. White pedestrians have shown a slight, but non-significant[44], increase over the period while other racial groups have remained more constant. Non-Traffic officers stopped significantly more[45] Black / African American pedestrians than Traffic officers in 2016 and

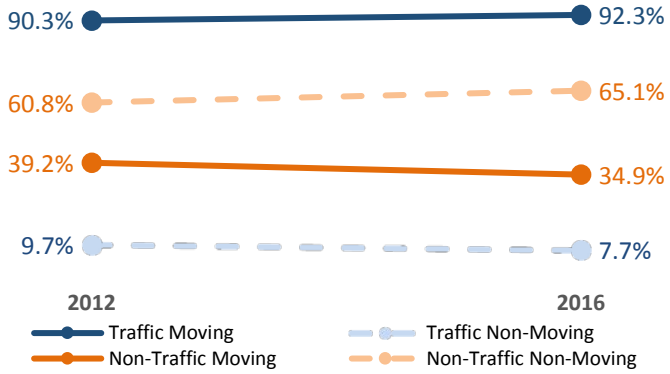
[42] $p < .03$, $r^2 = .86$
[43] $p < .03$, $r^2 = .84$
[44] $p = .31$, $r^2 = .34$
[45] $x^2 = 8.721$, $p < .02$

significantly fewer White pedestrians. There were no other statistical differences between the two operation groupings for stop demographic patterns[46].

Pedestrian Stop Reasons

The identified reason for stopping a pedestrian is highly dependent on the stopping officers' assigned division and mission. Traffic officers are significantly more likely[47] to stop a pedestrian for a Moving Violation, highlighting the division's commitment to Vision Zero enforcement missions. The inverse is true for officers from Patrol, investigations, and other support divisions, who are primarily concerned with crime reduction, and mainly stop pedestrians for Non-Moving Violations. There have been no significant changes for either division over the past five years, even with the overall decline in total pedestrian stops. There are also no significant differences in the stop patterns between the different racial groups[48], with both divisions[49] stopping drivers of different races for the same reasons.

Figure 12. A majority of pedestrians stopped by Non-Traffic officers are for Non-Moving Violations

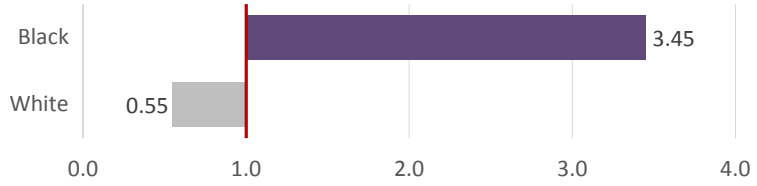


Search Rates

Pedestrians stopped by PPB officers are significantly more likely[50] to be searched than their driver counterparts, as about 1-in-6 (16.0%) of all pedestrian stops ended in a search in 2016. Total pedestrian searches has seen a non-significant downward trend[51] since 2012 when nearly 25 percent of all stops ended in a search. Nearly all searches are conducted by Non-Traffic officers; Traffic officers only searched one pedestrian in 2016 while officers from other divisions searched 40 pedestrians. Individuals were most commonly searched with Probable Cause (56.1%), followed by a Weapon "Pat" (17.1%), Consent (14.6%), and Plain View (12.2%).

Search rates for all racial groups have declined non-significantly since 2012. Black / African American pedestrians stopped by PPB officers were searched significantly more than White pedestrians[52]. Overall, Black /

Figure 13. Black / African American pedestrians were searched disproportionately last year when compared to stop rates



[46] For all pedestrian analyses involving race, American Indian / Native Alaskan, Asian, and Unknown / Other pedestrians are excluded from the analyses due to sample size issues.
[47] $x^2 = 91.527, p < .001$
[48] $x^2 = 5.148, p = .076$
[49] Traffic: $x^2 = 1.866, p = .393$; Non-Traffic: $x^2 = 2.194, p = .334$
[50] $x^2 = 101.060, p < .001$
[51] $p < .10, r^2 = .65$
[52] $x^2 = 9.299, p < .01$; Hispanic pedestrians were not included in the analysis as only 2 were searched in 2016

African Americans were searched more than three times than expected when compared to overall pedestrian stop rate – however, only 12 Black / African American pedestrians were searched during the entire year. There were no significant differences[53] in the types of searches performed on White and Black / African American pedestrians, although overall sample size concerns limit the power of the analysis.

Contraband Hit Rates

Illegal contraband was found on a majority of pedestrians searched by PPB personnel in 2016. Successful search rates have increased at a slight, but non-significant[54], rate since 2012 (53.7%). There are no significant differences[55] in the hit rates of different search types as the Weapon Pat is the only search method with a hit rate below 50 percent. Additionally, there are no significant differences[56] between the hit rates of White and Black / African American pedestrians.

Table 9. The majority of pedestrian searches result in contraband being found.

	Total Searches	Found Contraband	
Search Type	Count	Count	Percent
Plain View	5	4	80.0%
Consent	6	4	66.7%
Probable Cause	23	13	56.5%
Weapon Pat	7	1	14.3%
Total	**41**	**22**	**53.7%**

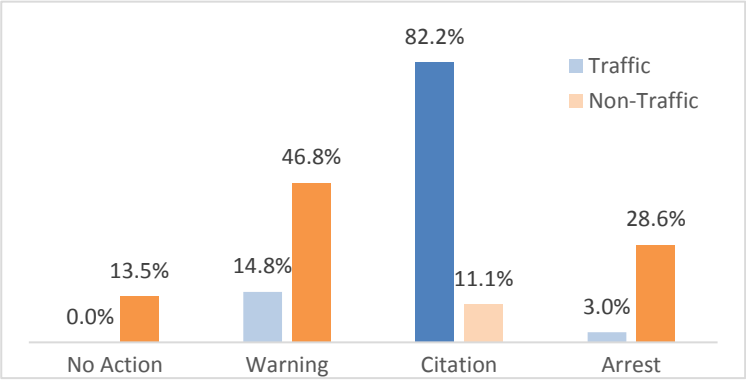
Table 10. Drugs are the most commonly recovered contraband in pedestrian searches

	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
Race/Ethnicity	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	--	--	--	--	--	--	--	--	--	--	--	--
Asian	1	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Black/African American	12	7	58.3%	1	8.3%	5	41.7%	1	8.3%	1	8.3%	0	0.0%
Hispanic	2	1	50.0%	0	0.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%
White	26	14	53.8%	3	11.5%	9	34.6%	1	3.8%	2	7.7%	1	3.8%
Unknown/Other	0	--	--	--	--	--	--	--	--	--	--	--	--
Total	**41**	**22**	**53.7%**	**4**	**9.8%**	**15**	**36.6%**	**2**	**4.9%**	**3**	**7.3%**	**1**	**2.4%**

Stop Outcomes

Portland Police Bureau officers end pedestrian stops with significantly different outcomes[57] than driver stops. Pedestrians are significantly more likely to have no action taken[58] or be arrested[59] while being significantly less likely to be cited for their actions[60]. Last year was the first year where citation was the dominant outcome for pedestrian stops – this reflects the increased number of

Figure 14. Pedestrians stopped by Non-Traffic officers are significantly more likely to be arrested or warned than cited.



[53] $x^2 = 5.768, p = .12$
[54] $p < .54, r^2 = .14$
[55] $x^2 = 6.489, p = .09$
[56] $x^2 = 0.067, p = .796$
[57] $x^2 = 148.918, p < .001$
[58] $x^2 = 42.728, p < .001$
[59] $x^2 = 99.724, p < .001$
[60] $x^2 = 12.936, p < .001$

pedestrian stops initiated by Traffic officers, and the decrease in pedestrian stops from Non-Traffic officers, as Traffic officers are significantly more likely to issue citations[61] at the expense of warnings[62]. Officers from Patrol, investigations, and other support divisions are also significantly more likely to arrest pedestrians[63], which highlights their heightened involvement in crime reduction and prevention missions.

A full statistical analysis cannot be conducted on Traffic officer pedestrian stops due to the lack of reported searches on stopped pedestrians; however, a model strictly examining the race of the stopped pedestrian reveals no significant differences[64]. A full logistic regression revealed no significant predictors[65] for the arrest[66] of pedestrians, including race, reason for stop, and search outcomes[67]. A proportional analysis also revealed no significant difference[68] in the outcomes of stopped individuals as it relates to race.

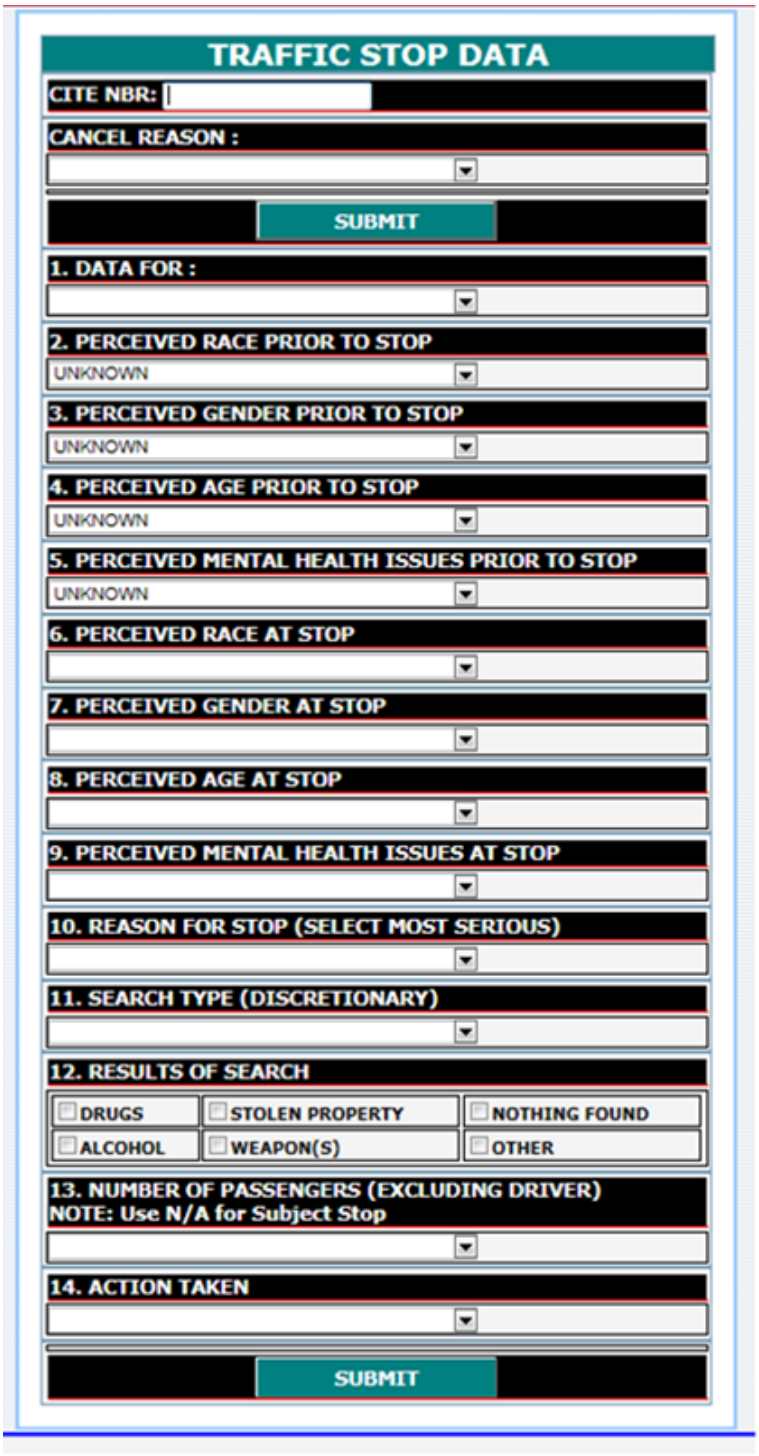
Table 11. Traffic and Non-Traffic officers display no significant differences in pedestrian stop resolution as it relates to race of the stopped subject.

		Total Stops		Enforcement Action							
				None		Warning		Citation		Arrested	
	Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	American Indian/Alaskan	0	--	0	--	0	--	0	--	0	--
	Asian	10	7.7%	0	0.0%	1	10.0%	9	90.0%	0	0.0%
	Black/African American	2	1.5%	0	0.0%	2	100.0%	0	0.0%	0	0.0%
	Hispanic	8	6.2%	0	0.0%	2	25.0%	6	75.0%	0	0.0%
	White	105	80.8%	0	0.0%	15	14.3%	86	81.9%	4	3.8%
	Unknown/Other	5	3.8%	0	0.0%	0	0.0%	5	100.0%	0	0.0%
	Total	**130**	**100.0%**	**0**	**0.0%**	**20**	**15.4%**	**106**	**81.5%**	**4**	**3.1%**

		Total Stops		Enforcement Action							
				None		Warning		Citation		Arrested	
	Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Non-Traffic	American Indian/Alaskan	0	--	0	--	0	--	0	--	0	--
	Asian	4	3.2%	0	0.0%	2	50.0%	0	0.0%	2	50.0%
	Black/African American	25	19.8%	3	12.0%	11	44.0%	3	12.0%	8	32.0%
	Hispanic	9	7.1%	1	11.1%	3	33.3%	2	22.2%	3	33.3%
	White	84	66.7%	11	13.1%	42	50.0%	9	10.7%	22	26.2%
	Unknown/Other	4	3.2%	2	50.0%	1	25.0%	0	0.0%	1	25.0%
	Total	**126**	**100.0%**	**17**	**13.5%**	**59**	**46.8%**	**14**	**11.1%**	**36**	**28.6%**

[61] $x^2 = 131.517, p < .001$
[62] $x^2 = 31.509, p < .001$
[63] $x^2 = 32.730, p < .001$
[64] $x^2 = 1.554, p = .817$
[65] $x^2 = 5.778, p = .216$
[66] Lack of stop outcome variability prevented analyses on no enforcement action and citation outcomes
[67] The overall analysis has relatively low power due to small sample sizes
[68] $x^2 = 1.834, p = .934$

APPENDIX A: STOPS DATA COLLECTION MASK



APPENDIX B: TYPES OF SEARCHES

Police officers may initiate one of four types of discretionary searches on drivers or 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.

- 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.

- 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.

APPENDIX C: DATA AND METHODOLOGY

Data Source

The Stops Data Collection (SDC) system is an automated auditing and tracking tool that flags interactions that require a completed "mask", or survey. Interactions are flagged for completion when (1) Traffic officers issue an electronic Warning or Citation through their handheld devices or (2) Non-Traffic officers notify dispatch they are making a formal stop of a driver or pedestrian (using the call codes of "TRASTP" or "77", respectively) when probable cause has been established for a violation or criminal act. The flagged records appear on a list of to-do items for the officer to complete on their Bureau-issued computer and remain there until the officer completes the mask, ideally immediately following the conclusion of the stop or at the end of their shift for motorcycle- or bicycle-based officers. Supervisors throughout the Bureau receive a weekly email highlighting SDC surveys that are outstanding to ensure complete data collection.

Since the launch of the Stops Data Collection system in 2012, law enforcement personnel have completed 294,179 masks related to the contact of a community member. The majority of masks (86.6%) represented completed driver or pedestrian stops, with a smaller number of interactions that were flagged by the system as a formal stop when it was actually another type of interaction (12.7%), including a flag down, mere conversation, or welfare check. Completed stops flagged as passenger stops or stops initiated by officers from other law enforcement agencies were also excluded from all analyses.

Table 12. About 85 percent of flagged interactions are verified as legitimate stops.

	2012		2013		2014		2015		2016	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Completed Stops	68,872	89.4%	68,063	89.1%	52,451	85.8%	31,804	79.7%	33,567	84.5%
Passenger Stops	448	0.6%	363	0.5%	308	0.5%	244	0.6%	300	0.8%
Non-PPB Initiated Stops	139	0.2%	52	0.1%	64	0.1%	123	0.3%	22	0.1%
Canceled Stops	7,598	9.9%	7,923	10.4%	8,309	13.6%	7,712	19.3%	5,817	14.7%
Total	**77,057**	**100%**	**76,401**	**100%**	**61,132**	**100%**	**39,883**	**100%**	**39,706**	**100%**

In June 2015, PPB made upgrades to the SDC which inadvertently impacted the use of a desktop computer to complete the form. This created an incomplete set of stop records, mainly from Traffic Division officers, between July and December 2015. Therefore, two separate databases were used to extract data from 2015. The SDC system was used to retrieve data conducted by all Non-Traffic units for January 2015 through December 2015 and stops conducted by Traffic Officers from January 2015 through June 2015. The eCite system was used to retrieve missing data on stop location and stop demographics for the second-half of 2015; however, the eCite system does not capture data on stop reasons, searches, search outcomes, and stop disposition at all or in a way that can be translated to the SDC format. These stops were excluded from post-stop statistical analyses, including stop reasons, search rates, hit rates, and stop outcomes.

Data Considerations

The race / ethnicity questions on the Stops mask are based on officer perceptions of the stopped individual. As with any perception-based field, there is an inherent amount of variance that is expected and creates a nominal degree of error among racial counts and proportions. Community members have also identified the potential for misclassification based on officer experience and

perceptions, such as Native Americans / Alaskan Natives being misclassified as Hispanic or Asian. Finally, there is no uniformity of racial classification options between different PPB systems and databases, leading to potential confusion on the part of PPB officers on how to classify community members. These potential data inconsistencies may artificially inflate the proportion of some racial groups while underestimating for others. To date, the PPB has been unable to identify a way to confirm the race of the stopped individual without asking potentially invasive questions at the time of the stop.

Analysis Methodology

A variety of descriptive and inferential statistical analysis methodologies were used to investigate the changes of stops over time and potential racial and ethnic disparities throughout stop interactions. All omnibus or overall statistical analyses utilized a standard significance level of .05 to describe trends. The overall number of driver stops in the last five years make any statistical analysis highly sensitive to even small differences or trends, potentially overinflating the meaningfulness of the change. The converse problem happens with pedestrian stops, as the small number of overall stops can obscure even meaningful trends. When appropriate, effect size measures are included for all analysis to aid in the interpretation of analyses. All coefficients and effect sizes are included in the footnotes of each page to enhance the transparency of conclusions and aid additional interpretations or analyses.

Simple linear regressions were utilized to describe overall changes over time in stop behaviors. In instances where there were no identified stops of a specified race / ethnicity or subcategory, the overall trend was not described.

Several different analyses were conducted to investigate differences in operational division behavior and to identify potential racial and ethnic disparities in stops. Initial differences were investigated with Chi-Square Tests for Independence. On tests utilizing race / ethnicity as a category, Unknown / Other individuals were excluded due to methodological, data collection, and interpretation concerns about the category. In cases where the expected count of most cells in a particular subcategory of classification was less than 5, the entire classification was removed to preserve the power of the analysis. This lead to Native American / Alaskan Native entries to be excluded from most driver analyses and Asian, Hispanic, and Native American / Alaskan Native entries to be excluded from most pedestrian analyses. In cases the omnibus test met overall significance, pairwise comparisons were examined with a Bonferroni correction to tease out specific differences. If the omnibus level was non-significant, additional analyses were not conducted.

The second analysis conducted to examine potential racial and ethnic disparities in stops and searches is a relative risk ratio, or Disparity Index. Stop rates for each racial / ethnic group were compared to their population benchmark (see Tables 2 and 3) to determine relative over- or under-representation in stop demographics. For search rates, stop rates for each racial group were used as the comparison benchmark. A Disparity Index value of greater than 1.0 indicates general over-representation while a value of less than 1.0 indicates general under-representation in the group; however, values between 0.75 and 1.5 are considered "benign" due to general error rates in data collection and analysis. Based on prior Bureau practices and research best practices, we focused on values above 2.0 as significant over-representation and values below 0.5 as significant under-representation. Disparity analyses were only conducted when the corresponding Chi-Square Test and pairwise comparisons revealed significant differences.

A series of binary logistic regressions were also performed to determine what factors, including perceived race / ethnicity, may significantly contribute to stop outcomes. Three separate simplified outcomes were analyzed: enforcement action (defined as receiving a warning, citation, or arrest) vs. no enforcement action, citation vs. warning, and arrest vs. non-arrest (warning or citation). The main effects of race, stop reason, and search results were the primary hypothesized predictors, however all possible two-way and three-way interaction effects were also included in the model as co-variates to increase the overall power of the analysis. Individual predictors for stop outcome were only considered with the overall model was statistically significant.

Results Limitations

All analyses and statistical tests were selected to help identify differences and disparities between racial and ethnic groups in driver and pedestrian stops; however, they should not be used as definitive proof of police bias. The analyses do not account for all legitimate factors that may influence the reason for a stop, search, or disposition of the event, including the circumstances that led to the stop, the location of the stop, and severity of the offense. Additionally, data collection challenges could obscure the reality of interactions with community members and is not capturing all actions associated with a stop. The Portland Police Bureau is committed to improving our analysis and data collection methodologies to accurately assess and understand how bias may or may not affect stops.

APPENDIX D: BIBLIOGRAPHY

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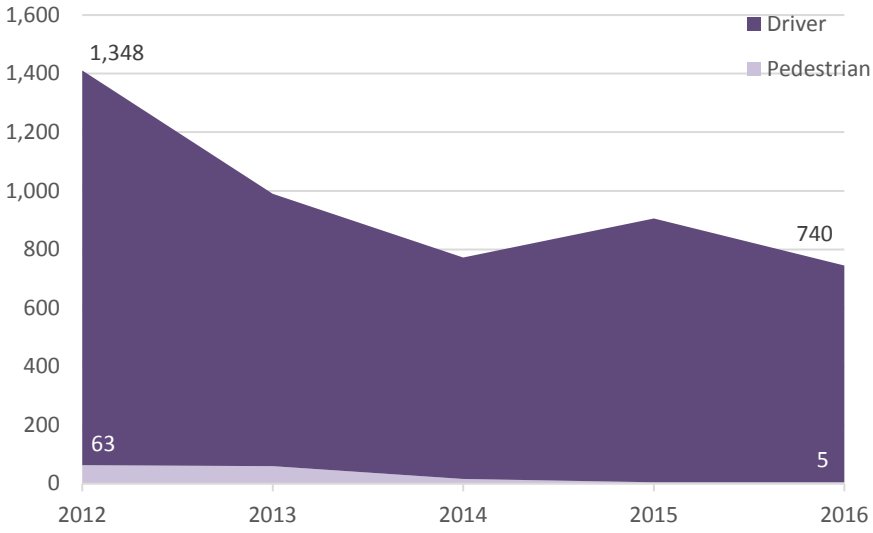
APPENDIX E: GANG ENFORCEMENT TEAM ANALYSIS

The Gang Enforcement Team / Gun Task Force (GET / GTF) is an investigatory team tasked with responding, reducing, and preventing criminal activity related to street gang violence. In 2016, there were 157 shooting incidents related to gang activity, with 52 individuals shot and two fatalities – a slight decrease from 185 shootings, 73 individuals shot, and 15 fatalities in 2015. The GET / GTF routinely patrol areas with high amounts of gang activity to actively prevent future incidents of gang violence, arrest individuals wanted for other crimes, and seize illegal or prohibited weapons. The team had 28 sworn members in 2016 and were occasionally supplemented by officers from other units and precincts during violence reduction missions.

In 2016, the Gang Enforcement Team / Gun Task Force stopped 745 drivers and pedestrians[69]. Total stops by the unit have decreased 47 percent since 2012. Pedestrian stops account for the steepest decline, as GET / GTF officers stopped about 10 percent as many pedestrians as they did five years ago. Stops by Gang team officers have historically represented about two percent of all stops in the Bureau.

Figure 15. Stops initiated by GET / GTF officers have declined 47 percent in five years

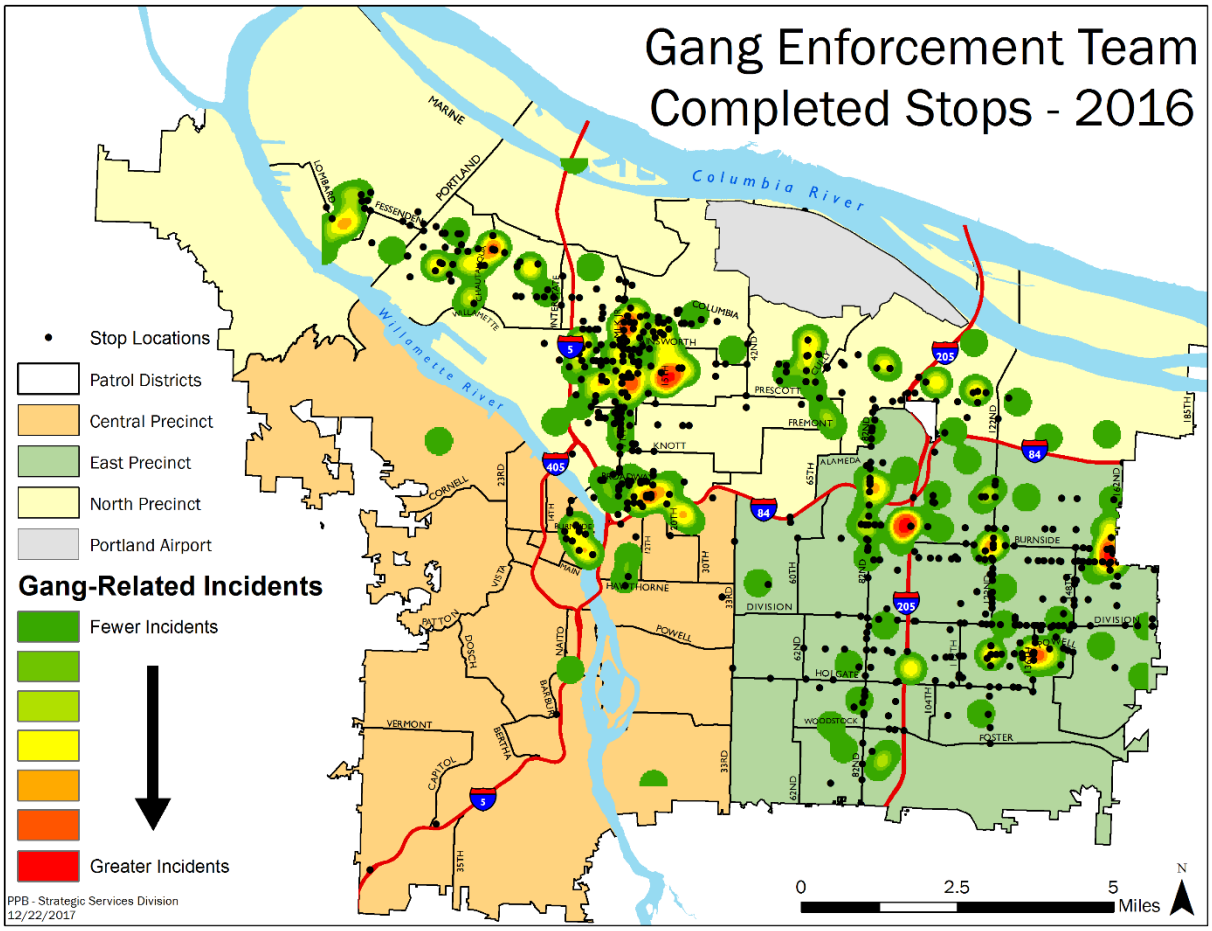


Stop Locations

Gang Enforcement Team officers do not randomly patrol certain area, districts or neighborhoods – rather, they spend the majority of their time in areas where prior Gang violence has occurred and areas with a high potential for additional gang violence based on intelligence and investigations. On average, officers stopped individuals approximately a quarter-of-a-mile from recent gang violence incidents. About 90 percent of all Gang Enforcement Team stops were within a half mile of a gang violence incident (see Figure 16). Almost all stops, about 95 percent, occurred in East and North Precincts.

[69] GET / GTF officers had an additional 637 encounters in 2016 that were not official stops. These encounters were mischaracterized as stops in the Stops Data Collection system due to inaccurate coding in the Computer Aided Dispatch (CAD) system.

Figure 16. About 90 percent of GET / GTF stops occurred within a half-mile of a gang incident



Stopped Subjects Demographics

The specialized mission of the Gang Enforcement Team / Gun Task Force makes it even more challenging to select an appropriate benchmark. As discussed previously, Injury Accidents are not an appropriate benchmark as Gang officers are not primarily concerned with traffic enforcement and meeting the City's Vision Zero objectives. The Crime Victimization Rate is similarly broad in that while Gang officers are trying to reduce violent crime, the profiles and characteristics of gang violence is likely to vary from indexed crime as a whole. Gang violence can also be incredibly localized, making any broad-level measurements of residency at the city, precinct, or even neighborhood level misleading. The Victimization Rate for Gang Violence Incidents indicate the subjects that are living, working, or recreating in areas where gang violence has occurred and may be contacted if police are patrolling the area.

Table 13. 2016 Gang Crime Victimization Rate, by Race

	2016	
Race/Ethnicity	**Count**	**Percent**
American Indian/Alaskan	1	0.4%
Asian	9	3.4%
Black/African American	187	70.6%
Hispanic	7	2.6%
White	26	9.8%
Unknown/Other	35	13.2%
Total	**265**	**100.0%**

Officers from the Gang Enforcement Team / Gun Task Force have seen little change in overall stop demographics since 2012. No perceived racial group has seen a significant increase, or decrease, in stop rates since data collection began. African American / Black subjects have always been the most commonly stopped group – however at non-disparate rates when compared to Gang Victimization Rates. White and Hispanic subjects were stopped at substantially higher-than-expected rates and were disparately over-represented in stops enacted by GET / GTF officers.

Figure 17. White and Hispanic subjects were stopped disparately higher than Gang Victimization Rates

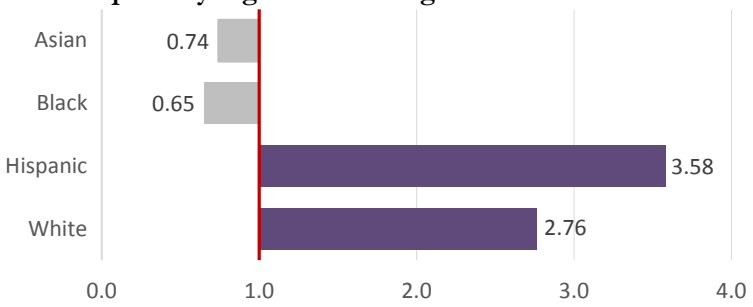


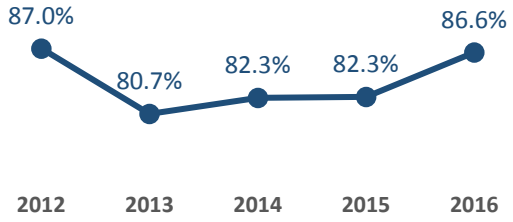
Table 14. The majority of subjects stopped by GET / GTF officers were Black / African American.

	2012		2013		2014		2015		2016	
Race/Ethnicity	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**	**Count**	**Percent**
American Indian/Alaskan	9	0.6%	11	1.1%	1	0.1%	3	0.3%	11	1.5%
Asian	33	2.3%	36	3.6%	18	2.3%	22	2.4%	19	2.6%
Black/African American	906	64.2%	568	57.4%	455	58.9%	570	62.9%	453	60.8%
Hispanic	109	7.7%	107	10.8%	74	9.6%	76	8.4%	66	8.9%
White	306	21.7%	236	23.8%	204	26.4%	209	23.1%	172	23.1%
Unknown/Other	48	3.4%	32	3.2%	20	2.6%	26	2.9%	24	3.2%
Traffic Total	**1,411**	**100%**	**990**	**100%**	**772**	**100%**	**906**	**100%**	**745**	**100%**

Subject Stop Reasons

Gang Enforcement Team / Gun Task Force personnel stop reason patterns largely mirror overall Bureau trends. The majority of subjects since 2012 (84.0%) were stopped for Moving Violations on city roadways, sidewalks, and paths. There has been no significant change in the last five years, with at least 80 percent of any year's subjects stopped for Moving Violations. There are no significant differences[70] in stop patterns among the different racial groups, as at least 80 percent of the subjects for every racial group are stopped for Moving Violations by GET / GTF officers.

Figure 18. Subjects are primarily stopped for Moving Violations by GET / GTF officers



Search Rates

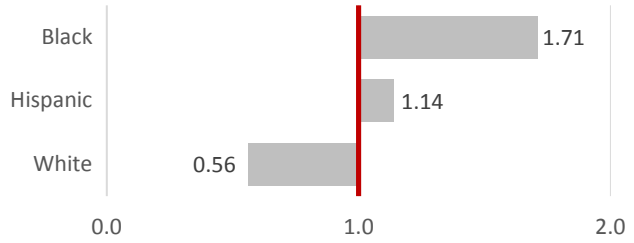
Officers from the Bureau's Gang Enforcement Team are significantly more likely[71] to perform a discretionary search on stopped subjects than officers from other divisions. Stopped subjects are almost 10 times more likely to be searched when stopped by a GET / GTF officer than if they were

[70] $x^2 = 4.704, p = .453$
[71] $x^2 = 1521.236, p < .001$

stopped by an officer from another unit or division. Gang Enforcement Team officers have gradually reduced the rate of discretionary searches they are conducting, but at a non-significant rate.[72] Consent searches account for the vast majority of completed discretionary searches over the last five years, representing more than 87 percent of the searches conducted by GET / GTF officers.

Gang Enforcement Team / Gun Task Force officers did not display differential search patterns based on the Race / Ethnicity of the stopped individual in 2016. Black / African American (36.9% search rate) subjects are searched significantly more[73] than White subjects (19.2%), but not at a disparate rate. All other racial groups were searched at rates similar to their overall stop rate[74]. Gang officers are significantly more likely[75] to request a consent search from stopped Black / African American individuals, while relying more on probable cause with White subjects, even though Consent searches made up the majority of searches for both groups (Black / African American: 88.6%; White 69.7%).

Figure 19. Black / African American subjects were searched more than expected, but not at disparate rates



Contraband Hit Rates

Despite a higher search rate than other operation divisions within the Portland Police Bureau, the Gang Enforcement Team / Gun Task Force recover contraband at a lower rate. Since 2012, the hit rate for GET / GTF has remained constant, with about 1-out-of-3 searches (32.7%) discovering contraband. A contributing factor to the unit's lower hit rate is the reliance on Consent searches; searches where the officer sought consent (28.1% hit rate in 2016) from the stopped individual are significantly less likely[76] to result in the seizure of alcohol, drugs, weapons, or other contraband compared to probable cause searches (59.3% hit rate in 2016). There were no significant differences in the contraband recovery rate between subjects of different races.

Table 15. Consent searches by Gang Enforcement Team / Gun Task Force personnel result in significantly fewer hits.

	Total Searches	Found Contraband	
Search Type	Count	Count	Percent
Plain View	3	3	100.0%
Consent	196	55	28.1%
Probable Cause	27	16	59.3%
Weapon Pat	4	3	75.0%
Total	**230**	**77**	**33.5%**

[72] $p = .18$, $r^2 = .50$
[73] $x^2 = 125.316$, $p < .001$
[74] The search patterns of American Indian / Alaskan Native (3 total searches) and Asian (2 total searches) individuals were not analyzed due to a limited number of searches.
[75] $x^2 = 11.298$, $p < .005$
[76] $x^2 = 10.643$, $p < .002$

Table 16. Weapons were recovered from 11 percent of all searches conducted by GET officers

	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
Race/Ethnicity	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	3	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Asian	2	1	50.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%
Black/African American	167	58	34.7%	14	8.4%	24	14.4%	25	15.0%	0	0.0%	8	4.8%
Hispanic	23	9	39.1%	2	8.7%	6	26.1%	0	0.0%	0	0.0%	1	4.3%
White	33	9	27.3%	1	3.0%	7	21.2%	0	0.0%	1	3.0%	2	6.1%
Unknown/Other	2	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	**230**	**77**	**33.5%**	**17**	**7.4%**	**37**	**16.1%**	**25**	**10.9%**	**1**	**0.4%**	**12**	**5.2%**

Stop Outcomes

In 2016, 86 percent of all stops initiated by Gang Enforcement Team / Gun Task Force ended with a warning, written or verbal, at the end of the interaction – the highest in the Bureau. GET / GTF officers also have the highest arrest rate in the Bureau, ending 11 percent of 2016 stops with an arrest. The most recent reporting year was also the highest arrest rate since data collection began in 2012 and the first year above 10 percent of all stops; however, rates for all stop dispositions have remained steady over time. Limited variation and small sample sizes make it impossible to run a more robust statistical analysis on the outcomes of GET / GTF initiated-stops; initial analyses indicate that there are no significant differences between subjects of different racial groups, with White, Black, and Hispanic subjects all equally likely to be arrested.

Table 17. Most stops initiated by GET / GTF ended with a warning

	Total Stops		Enforcement Action							
			None		Warning		Citation		Arrested	
Race/Ethnicity	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	11	1.5%	1	9.1%	9	81.8%	1	9.1%	0	0.0%
Asian	19	2.6%	0	0.0%	18	94.7%	1	5.3%	0	0.0%
Black/African American	453	60.8%	4	0.9%	390	86.1%	7	1.5%	52	11.5%
Hispanic	66	8.9%	2	3.0%	57	86.4%	2	3.0%	5	7.6%
White	172	23.1%	2	1.2%	146	84.9%	3	1.7%	21	12.2%
Unknown/Other	24	3.2%	1	4.2%	23	95.8%	0	0.0%	0	0.0%
Total	**745**	**100.0%**	**10**	**1.3%**	**643**	**86.3%**	**14**	**1.9%**	**78**	**10.5%**