

PORTLAND POLICE BUREAU
STRATEGIC SERVICES DIVISION

STOPS DATA COLLECTION

2018 ANNUAL REPORT

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EXECUTIVE SUMMARY

Introduction

- The Portland Police Bureau conducts traffic stops in Portland. The drivers and pedestrians stopped are residents, commuters, and visitors. Identifying benchmarks that accurately captures the driver or pedestrian population is 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 be representative of individuals living, working, and recreating in the area.

Stops of Drivers

- Portland Police Bureau officers performed 29,385 stops of drivers in 2018 – a 32 percent increase over the prior year.
- Driver stops have declined by 46% over the last five years.
- The largest number of driver stops occurred in East Precinct (36.4%). The number of stops completed in Central Precinct have significantly declined since 2014.
- Traffic Division officers made 13,173 stops of drivers in 2018 and stopped drivers at rates similar to their expected values when compared to the Injury Collision Benchmark.
- Non-Traffic division officers made 16,212 stops of drivers in 2018. Non-Traffic division officers stopped drivers at rates similar to the Crime Victimization Rate.
- The majority of drivers (77.9%) were stopped for Moving Violations. Asian drivers were significantly more likely to be stopped by Non-Traffic officers for moving violations with Black / African American drivers significantly more likely to be stopped for Moving Violations by Traffic officers. No other groups were stopped at significantly different rates.

Searches of Drivers

- In 2018, 1 in every 16 stops (6.1%) included a discretionary search. Non-Traffic division officers performed the majority (89.8%) of the searches.
- In 2018, Black / African American drivers were searched at significantly higher rates when compared to overall stop rates and at a higher disparate rate from 2017.
- Consent searches continue to be the most common search type used by PPB officers, accounting for 56 percent of all searches. Traffic officers are likely to utilize Plain View (55.2%) or Probable Cause (47.8%) criteria, whereas Non-Traffic officers almost exclusively rely on Consent Searches (60.5%).
- Drivers perceived to be either Black / African American or Native Hawaiian and Other Pacific Islander are asked to consent to a search twice as often as other perceived racial groups.
- Black / African American drivers are significantly more likely to be searched by Non-Traffic officers with consent and significantly less likely to be searched with probable cause.
- Officers discovered contraband on 37 percent of all searches – a slight decrease from 2014 (39.3%). The perceived race of the driver is not a significant predictor of whether or not contraband will be found. Drugs are the most commonly recovered contraband.

Driver Stop Outcome

- Warnings were the most common (50.1%) outcome of driver stops in 2018. Traffic Division officers were significantly more likely to issue a citation than other officers with 80.1% of Traffic Division stops resulting in a citation.
- Non-Traffic Division officers were significantly more likely to issue a warning, arrest the driver, or end the stop with no enforcement than Traffic Division officers.
- Drivers found with contraband after a search are almost 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 580 stops of pedestrians in 2018. Pedestrian stops declined by 37 percent 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 perceived racial demographics of stopped pedestrians has remained stable over the past five years with no group showing a significant increase or decrease. White pedestrians (72.2%) were the most stopped group in 2018.
- 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 (16.4%) than drivers. Probable Cause was the primary search method utilized for pedestrians (53.9%). No racial / ethnic group was disproportionately searched in 2018.
- Illegal contraband was found on a majority (50.5%) 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, receive a warning, be cited-in-lieu of an arrest, or to 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.

Gender Appendix

- The majority of 2018 subjects stopped by Portland Police Bureau officers (69.7% in 2018) were conducted on individuals that were perceived to be male.
- There is no research-supported benchmark for gender demographics in driver stops; therefore, the 2018 Injury Collision Benchmark was used for driver stops made by all Traffic and Non-Traffic officers. Compared to the benchmark, drivers of all perceived genders are stopped similar to expected rates.
- Male subjects were significantly more likely to be searched with Consent (58.3%) than Female subjects (41.1%), with Females significantly more likely to be subjected to a Plain View (48.5%) search. Males were searched significantly more than females, but not disproportionately so. Males were also significantly more likely to be discovered with illegal contraband.
- Male subjects were significantly more likely to be arrested in 2018, while Female subjects were significantly more likely to receive a citation at the end of the stop.

Age Appendix

- Since 2014, the vast majority (79.2%) of subject stops have been of individuals perceived to be 25 or Over.

- The 2018 Injury Accident Benchmark was used for all driver stops conducted by all Bureau officers since there is no research-supported benchmark that solely focuses on the perceived age of the driver. Compared to the benchmark, drivers are stopped similar to expected rates.
- Subjects perceived to be 16 to 24 were searching significantly more (7.0%) with 25 or Over individuals significantly less likely to be search (6.2%); however, no group was search substantially outside their expected search rates. Consent searches were the most common search type utilized for all groups.
- Subjects aged 25 or Over were significantly more likely to receive no enforcement action, a warning, or be arrested whereas subjects perceived to be between the ages of 16 to 24 were significantly more likely to receive a citation.

Mental Health Status Appendix

- The Portland Police Bureau began collecting officers' perceptions on the stopped subject's mental health status in October 1, 2014. Since that date, less than 1 percent of all subjects stopped by PPB officers were perceived to have a mental health issue.
- Non-Traffic officers were significantly more likely to indicate in 2018 that they stopped a subject with a perceived mental health issue when compared to Traffic Officers.
- Subjects that were perceived to have a mental health issue were not searched significantly differently than people that were not perceived to have a mental health issue.
- There were no significant differences in the stop outcomes between people perceived to have a mental health issue and those perceived not to have one.

Strategies and Next Steps

- Research national best practices for stops data collection to identify additional data points or changes to current data collection that can provide further context to PPB stop activities as it relates to searches and stop reasons
- Identify needs for additional training to improve consistency and quality of stops data collection
- The fiscal year 2018-19 budget set aside funding for PPB to work with an academic consultant. The funds were carried over into fiscal year 2019-20 to allow PPB to adjust to the newly launched Stops app and the new stops data collection requirements outlined in ORS 131.935. The Bureau will work with the consultant to improve the use of stops data to inform training, policy, and practice.
- A supplemental report summarizing the stop activities of the Gun Violence Reduction Team (GVRT) will be published at a later date.

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 Profiling¹. 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's stops application automatically connects to the Bureau's computer-aided-dispatch (CAD) and electronic citation (eCite) systems to aid in the accountability of Stops report completion. The newest version of the stops data collection system launched on June 27, 2018. An example of the current Stops application system is provided in Appendix B.

¹ <https://www.portlandoregon.gov/police/article/32381>

BENCHMARKING METHODS

A fundamental component of any analysis that seeks to determine the relationship between the perceived race and ethnicity of a driver and stopping and searching behavior by police is to understand how those stopped may or may not differ from those in the community. This comparison group, or “benchmark”, should reasonably describe the population that could be contacted, assuming no bias. A benchmark’s value depends on the extent to which it can help explain alternative reasons why stop rates might be different among different groups of people, including driving frequency, driving quality, and the location of driving². Academic researchers have developed and utilized different types of benchmarks for use in various situations and jurisdictions, balancing the availability of data with the strengths and limitations of each method³. Subject matter experts emphasize that there is no perfect benchmark and recommend using a variety of methods to assess the role that bias may play in police-initiated stops⁴.

Population counts and estimates from the United State Census Bureau are routinely used as benchmarks for police stops as the data is inexpensive, quick to obtain, and readily available⁵. However, Census data is not a research-supported best practice due to several known limitations that are difficult to overcome, including the age, accuracy, and relevancy of the data. These limitations are described in more detail below.

CENSUS LIMITATION #1: AGE AND ACCURACY OF DATA

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%

The City of Portland has seen a dramatic increase in the number of residents since the last Census in 2010. Over the past 8 years, Portland’s overall population has increased by 11.1% to 648,070

² Fridell, L.A. (2005). *Understanding race data from vehicle stops: A stakeholder’s guide*. Washington, DC: Police Executive Research Forum.

³ Renauer, B.C., Henning, K., & Covelli, E. (2009). *Benchmarking Portland Police Bureau traffic stop and search data: Technical assistance report*. Portland, Ore.: Criminal Justice Policy Research Institute.

⁴ Engel, R.S. & Calnon, J.M. (2004). Comparing benchmark methodologies for police-citizen contacts: Traffic stop data collection for the Pennsylvania State Police. *Police Quarterly*, 7, 97 – 125.

⁵ Ridgeway, G. & MacDonald, J. (2010). Methods for assessing racially biased policing. In S. Rice & M. White (Eds.), *2010, Race, ethnicity, and policing: New and essential readings* (pp. 180-204). New York: New York University Press.

individuals⁶ – becoming the nation’s 25th most populous city in the process (up from 28th in 2010)⁷. Most of Portland’s population growth of about 300 new residents per month can be attributed to migration from outside of the region – primarily 20- and 30- somethings⁸ – as the overall number of births decline across the State⁹. Migration trends are also increasing diversity within Multnomah County¹⁰, with 2018 estimates indicating Asian (35.2%), Native Hawaiian and Other Pacific Islander (30.7%), Two or More Races (24.8%), Hispanics (19.0%), and Black or African Americans (14.7%) all growing at a faster rate than White individuals (5.8%)¹¹.

Table 2. Multnomah County Population, 2010 - 2018

Race / Ethnicity	2010 Census		2018 Estimate		Growth Rate
	Count	Percent	Count	Percent	
American Indian and Alaska Native	5576	0.8%	5892	0.7%	+ 5.7%
Asian	47844	6.5%	64695	8.0%	+ 35.2%
Black or African American	40167	5.5%	46078	5.7%	+ 14.7%
Hispanic	80138	10.9%	95358	11.7%	+ 19.0%
Native Hawaiian and Other Pacific Islander	3976	0.5%	5197	0.6%	+ 30.7%
Two or More	25711	3.5%	32097	4.0%	+ 24.8%
White	531922	72.3%	562536	69.3%	+ 5.8%

Even though the U.S. Census Bureau produces annual estimates of the resident population, they should be taken with caution. Analyses indicate that the average error rate for the overall population for counties similar to Multnomah County (in size and growth) is $\pm 1.61\%$ - the best performing estimate for the Census Bureau¹². The American Community Survey – the only other Census product that produces race/ethnicity demographic estimates for local jurisdictions was rated as the least accurate, with overall margin of error ranging from $\pm 9.61\%$ for five-year estimates to $\pm 12.1\%$ for one-year estimates. A literature review did not yield any research on the estimation accuracy of county subpopulations, including race and ethnicity, for Census Bureau products; however, general statistical methodology dictates that higher margin of errors should exist for Hispanic, Black or African American, Asian or other non-White populations in the area due to their smaller frequency in the population. Additionally, those groups are also likely undercounted in all measures, as

⁶ Population Research Center. (2018). Certified Populations Estimate 2018. Population Research Center, Portland State University. Retrieved from <https://www.pdx.edu/prc/population-reports-estimates>

⁷ U.S. Census Bureau. (2019). Annual Estimates for Incorporated Places of 50,000 or More, Ranked by July 1, 2019 Populations: April 1, 2010 to July 1, 2018. U.S. Census Bureau, Population Division. Retrieved from <https://factfinder.census.gov/bkmk/table/1.0/en/PEP/2018/PEPANNRSIP.US12A>

⁸ Lehner, J. (2019, July 11). Migration to Oregon, an update. Retrieved from <https://oregoneconomicanalysis.com/2019/07/11/migration-to-oregon-an-update/>

⁹ Lehner, J. (2019, May 21). Oregon births and deaths, part 1. Retrieved from <https://oregoneconomicanalysis.com/2019/05/21/oregon-births-and-deaths-part-1/>

¹⁰ County is the smallest geographic area in which the U.S. Census Bureau produces annual population estimates and is a good proxy for general population trends. The City of Portland represents about 79 percent of the County’s population and about 31 percent of the County’s land area.

¹¹ U.S. Census Bureau. (2018). 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, 2017. U.S. Census Bureau, Population Division. Retrieved from <https://factfinder.census.gov/bkmk/table/1.0/en/PEP/2018/PEPSR6H/0500000US41051>

¹² Yowell, T. & Devine, J. (2013). *Evaluating current and alternative methods to produce 2010 county population estimates*, (U.S. Census Bureau Working Paper No. 100). Washington, DC: U.S. Census Bureau Population Division.

Hispanics, Black or African Americans, and Asians have significantly worse response rates for the Census¹³ and American Community Survey¹⁴.

CENSUS LIMITATION #2: ONLY INCLUDES RESIDENT POPULATION

Census products, including the decennial census, population estimates, and the American Community Survey, are explicitly focused on the residential population in the observed jurisdictions. However, Portland residents are not the only population subjected to traffic stops, as the rules of the road apply equally to all road users, including visitors and commuters, regardless of their residency. As the economic center for the region, about 250,000 commuters enter Portland daily¹⁵, swelling the daily commuter-adjusted population estimate¹⁶ to about 900,000. Most commuters (72.5%) report operating a car or motorcycle to drive alone to work¹⁷, adding 181,000 motor vehicles to the road per day (excluding carpoolers). In addition to commuters, the region is a vibrant tourist destination, as a total of 8.69 million people visited the area in 2018 and stayed an average of 3.1 nights¹⁸, boosting the daily population by another 73,000 individuals. About 85 percent of visitors reported operating a motor vehicle – including a personal vehicle or rental car – during their visit, further increasing the number of individuals on Portland roadways¹⁹.

Table 3. Racial and Ethnic Demographics of Neighboring Jurisdictions from the 2010 U.S. Census

Race / Ethnicity	Vancouver		Gresham		Beaverton		Tigard		Lake Oswego	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian and Alaska Native	1,252	0.8%	808	0.8%	387	0.4%	251	0.5%	127	0.3%
Asian	8,039	5.0%	4,446	4.2%	9,368	10.4%	3,416	7.1%	2,039	5.6%
Black or African American	4,525	2.8%	3,530	3.3%	2,219	2.5%	772	1.6%	252	0.7%
Hispanic	16,756	10.4%	19,984	18.9%	14,628	16.3%	6,106	12.7%	1,356	3.7%
Native Hawaiian and Other Pacific Islander	1,527	0.9%	698	0.7%	395	0.4%	411	0.9%	64	0.2%
White	123,347	76.2%	72,549	68.7%	59,559	66.3%	35,460	73.8%	31,815	86.9%
Other / Two or More	6,345	3.9%	3,579	3.4%	3,247	3.6%	1,619	3.4%	966	2.6%

¹³ Mule, T. (2012). *Census coverage measurement estimation report: Summary of estimates of coverage for persons in the United States*, (DSSD 2010 Census Coverage Measurement Memorandum Series #2010-G-01). Washington, DC: U.S. Census Bureau, Decennial Statistical Studies Division.

¹⁴ Griffin, D.H. (2002). *Measuring survey nonresponse by race and ethnicity*, (Working Paper). Washington, DC: U.S. Census Bureau.

¹⁵ U.S. Census Bureau. (2017). LEHD Origin-Destination Employment Statistics Data (2002 – 2015). U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program.

¹⁶ Total Resident Population + Total Workers Working In Area – Total Workers Living in Area. Equation retrieved from <https://www.census.gov/topics/employment/commuting/guidance/calculations.html>

¹⁷ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table B08601: Means of Transportation to Work for Workplace Geography. U.S. Census Bureau, American Community Survey. Retrieved from

https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/B08601/1600000US4159000

¹⁸ Dean Runyan Associates. (2019). *Oregon Travel Impacts: Statewide Estimates, 1992 – 2018p*. Portland, Ore: Oregon Tourism Commission. Retrieved from <https://industry.traveloregon.com/resources/research/oregon-travel-impacts-1991-2011-dean-runyan-associates/>

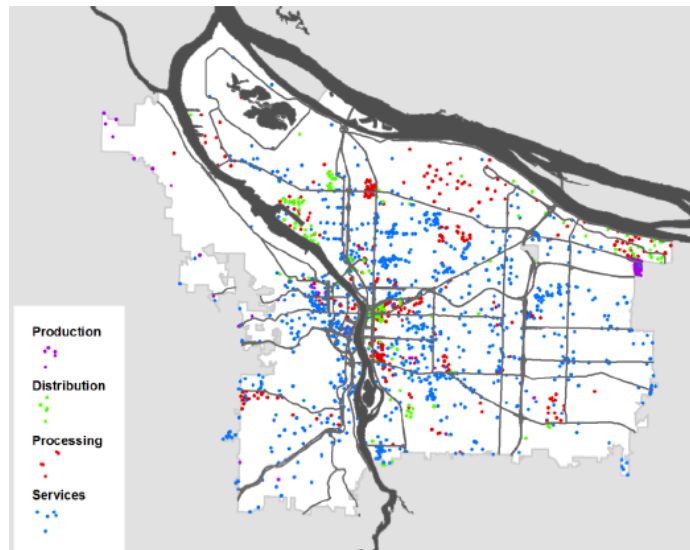
¹⁹ Longwoods International (2018). *Oregon 2017 Regional Visitor Report: Portland Region*.

<http://industry.traveloregon.com/research/archive/portland-region-overnight-travel-study-2017-longwoods-international/>

Commuters and tourists are not the only groups that add to Portland's population, as a vibrant entertainment scene invites temporary visitors from neighboring jurisdictions. The City of Portland has more food service employees per capita than any other city in the region with large numbers of restaurants in the Downtown core and along transportation routes²⁰. These food services, along with nightlife venues, festivals, and other entertainment options, are destinations for locals and non-locals alike, increasing the number of road users on nights and weekends. The demographics of neighboring municipalities closely resemble Portland's demographics, with White as the largest group (above 66%) in every jurisdiction²¹.

Most suburbs have a higher Hispanic or Latino population and smaller Black or African-American population than Portland as a whole. Most transit usage occurs during the peak hours of 7 a.m. to 9 a.m. and 4 p.m. to 6 p.m. on weekdays²², indicating that most people temporarily visiting Portland for entertainment purposes are likely driving or carpooling to the locale.

Figure 1. Food employment density in the City of Portland (Green, Schrock, & Liu, 2012)



The dramatic changes in the city's population each day makes it especially difficult to understand the demographics of who may be utilizing the City's public roadways. Portland ranks in the bottom half of all large cities nationwide in Black or African American employment – but in the upper half for White, Hispanic, and Asian employment²³ – highlighting the racial disparities that exist in the City. Black or African American individuals that live in Portland have the lowest labor force participation rate for any racial group, whereas White and Hispanic or Latinos (of any race) have the highest in the City²⁴. Nationally, Black or African American individuals are also more likely to be employed part-time (15.9%) than White individuals (17.8%)²⁵, which means that group may be more likely to

²⁰ Green, J., Schrock, G., & Liu, J. (2015). *Portland's Food Economy: Trends and Contributions*. Portland, Ore: City of Portland Bureau of Planning and Sustainability. Retrieved from <https://www.portlandoregon.gov/bps/article/548390>

²¹ U.S. Census Bureau. (2010). 2010 Census. Table DP-1: Profile of General Population and Housing Characteristics: 2010. U.S. Census Bureau, Census.

²² TriMet Code 19.05(A)(D)

²³ Ross, M. & Holmes, N. (2017, Feb. 27). Employment by race and place: Snapshots of America. Retrieved from <https://www.brookings.edu/blog/the-avenue/2017/02/27/employment-by-race-and-place-snapshots-of-america/>

²⁴ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table S2301: Employment Status. U.S. Census Bureau, American Community Survey. Retrieved from https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/S2301/1600000US4159000

²⁵ Bureau of Labor Statistics, US Department of Labor (2019). Household data: Annual averages: 12. Employed persons by sex, occupation, class of worker, full- or part-time status, and race. Bureau of Labor Statistics, Current Population Survey. Retrieved from <https://www.bls.gov/cps/cpsaat12.htm>

commute outside of the traditional “rush hours”, further complicating any benchmark of who may be using the public roadways at any particular hour.

The differential commute patterns for individuals that either live, work, or visit Portland further complicate efforts to benchmark Stops data. White individuals that live (58.2%)²⁶ or work (63.7%)²⁷ in Portland are more likely to drive alone to work than Black individuals that live (57.9%)²⁸ or work (58.2%)²⁹ in the City, with Black individuals more likely to utilize shared transportation methods such as carpooling (9.0%, 10.0%) or mass transit (19.8%, 20.7%)^{28,29} than White individuals (carpool: 8.0%, 8.7% ; mass transit: 11.5%, 11.4%)^{26,27}. These differences in commute methods, combined with the variation in employment levels, likely means there are more cars on the road operated by White individuals than Black individuals, especially during business hours. Racial and ethnic demographics also vary substantially for tourists and visitors – who primarily drive – to the area, as the majority of visitors identify themselves as White (83%) with only 3 percent self-identifying as African-American³⁰.

By only focusing on the resident population of Portland – which the U.S. Census does – it excludes a significant portion of people that could be using the City’s roadways. Employment and commute pattern demographics indicate that is reasonable to expect an increase in the number of White individuals on Portland roadways. However, much of this growth is primarily during the standard work week. Black or African American individuals are more likely to be unemployed or work part-time, making their roadway usage unpredictable by traditional measures. Available statistics also don’t highlight where certain demographics may be driving, as the purpose of your trip may influence where and when you use City roadways.

CENSUS LIMITATION #3: DOES NOT ACCOUNT FOR DIFFERENTIAL EXPOSURE

The readily available data from the U.S. Census fails to accurately identify the demographic breakdown of who might be using the City’s public roadways in 2018. However, even if it sufficiently described the entire driving population, it would still fail to account for the reality that

²⁶ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table B08105A: Means of Transportation to Work (White Alone). U.S. Census Bureau, American Community Survey. Retrieved from

https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/B08105A/1600000US4159000

²⁷ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table B08105A: Means of Transportation to Work for Workplace Geography (White Alone). U.S. Census Bureau, American Community Survey. Retrieved from

https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/B08505A/1600000US4159000

²⁸ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table B08105A: Means of Transportation to Work (Black or African American Alone). U.S. Census Bureau, American Community Survey. Retrieved from

https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/B08105B/1600000US4159000

²⁹ U.S. Census Bureau. (2018). 2013 – 2017 American Community Survey 5-Year Estimates. Table B08105A: Means of Transportation to Work for Workplace Geography (Black or African American Alone). U.S. Census Bureau, American Community Survey. Retrieved from

https://factfinder.census.gov/bkmk/table/1.0/en/ACS/17_5YR/B08505B/1600000US4159000

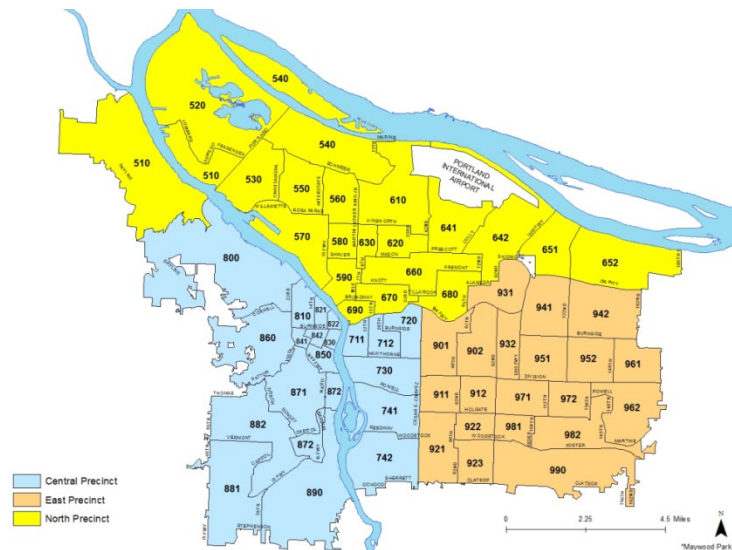
³⁰ Longwoods International (2018). *Oregon 2017 Regional Visitor Report: Portland Region*.

<http://industry.traveloregon.com/research/archive/portland-region-overnight-travel-study-2017-longwoods-international/>

not all drivers are equally likely to be stopped by police. As described by Tillyer, Engel, and Cherkauskas (2009)³¹, the best benchmarks “reflect the drivers’ *risk* of being stopped, assuming no bias” on the part of police. There are numerous legitimate and legal reasons why an individual would have the potential for differential exposure to law enforcement officers, and the best benchmarks attempt to account for those.

The area in which the subject is driving is a significant factor in how likely an individual is to be contacted by police. The City of Portland is divided into 3 different administrative areas, called precincts, which form the basis of police patrol activity. Each precinct is further divided into 20 subunits, called patrol districts, that were sized and balanced in 2009 to account for variations in 9-1-1 calls and other calls for police service. The relative size of the district impacts whether a person is more or less likely to encounter an officer on patrol – for instance, driving in District 822 in the Old Town / Chinatown area of Portland (with 7.9 miles of roadways) a subject is more likely to encounter an officer on patrol than in District 882 in Southwest Portland (with 89.4 miles of roadways).

Figure 2. Portland Precincts and Patrol Districts



However, due to staffing shortages across the Bureau, not every precinct and district is staffed evenly; in 2018, not a single precinct had a staffing minimum of 20 officers for every shift³² to ensure each patrol district had at least one officer assigned for all hours of the day. Multiple officers may also be assigned to the same unit, further reducing the overall coverage within a precinct. Without a full complement of officers available, staffing supervisors prioritize district assignment and special patrols based, in part, on reducing violent crime (see Figure 4) and responding to calls for service (see Figure 3), including 9-1-1 calls, from community members. Where an officer patrols can also have significant impact on their policing strategy and discretionary activity, as officers are more likely to take reports and make arrests in areas that are perceived to be high crime, even for more minor offenses that may be handled less formally in other areas of the jurisdiction³³.

³¹ Tillyer, R., Engel, R.S., & Cherkauskas, J.C. (2009). Best practices in vehicle stop data collection and analysis. *Policing: An International Journal of Police Strategies & Management*, 33, 69 – 92.

³² Central and North Precincts have 3 shifts: A-Shift (Day) from 7 a.m. to 5 p.m.; C-Shift (Afternoon) from 4 p.m. to 2 a.m.; E-Shift (Night) from 10 p.m. to 8 a.m. East Precinct has an additional shift, B-Shift, scheduled from 10 a.m. to 8 p.m.

³³ Lum, C. (2009). *Does the “race of places” influence police officer decision making?*, Final report, W.E.B. DuBois Fellowship (Award #2007-IF-CX-0032), National Institute of Justice. Washington, DC: U.S. National Institute of Justice. Retrieved from <https://www.ncjrs.gov/pdffiles1/nij/grants/231931.pdf>

Figure 3. Dispatched calls-for-service in the City of Portland, 2018

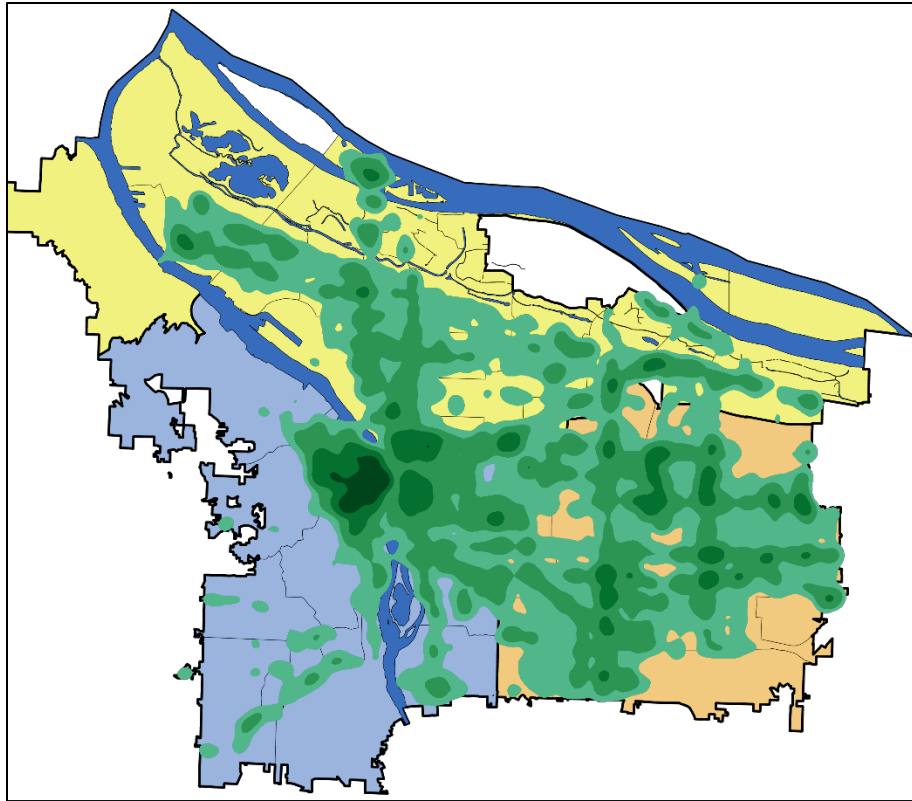
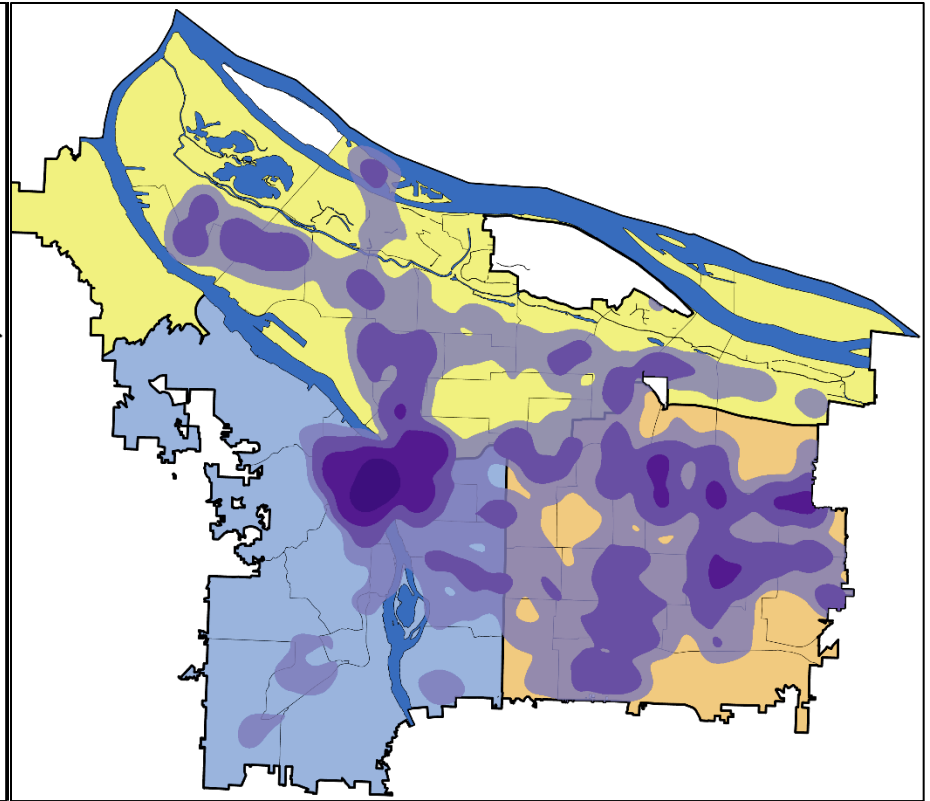
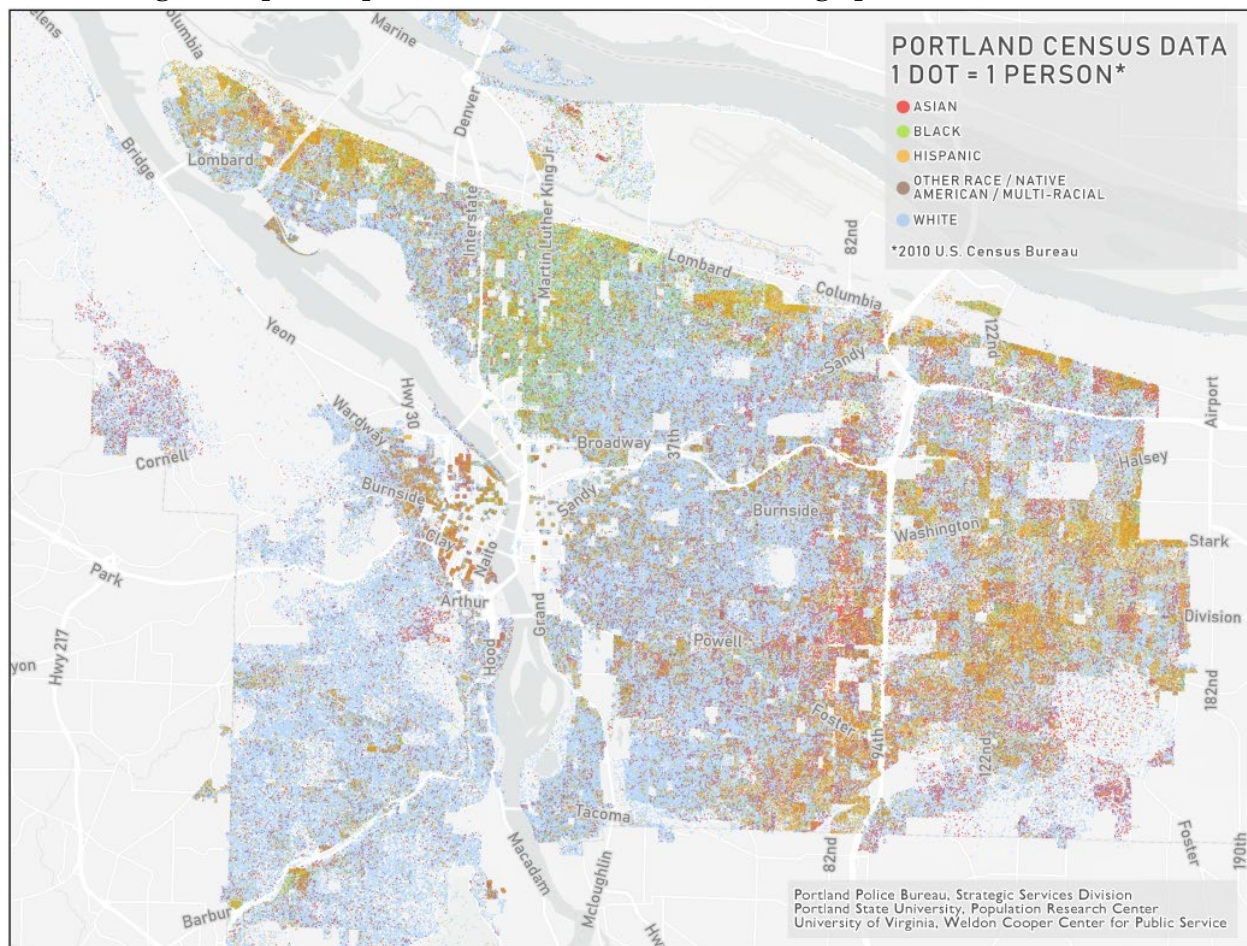


Figure 4. Reported homicides, assaults, sexual offenses, and robberies in the City of Portland, 2018



The intersection between the common patrol areas for Portland police officers and where a subject lives, works, visits, or transits through is a key component of understanding a subject's risk of being stopped when engaging in dangerous or illegal driving behavior. About 72 percent of Portland's population self-identified as "White" on the 2010 U.S. Census; however, this does not mean that ratio is true for every neighborhood in the City. Traditional measures of segregation show that Portland is relatively well-integrated, ranking in the top 25% for the largest metro areas³⁴ and cities³⁵. However, this is partly due to methodological challenges, as the city's overall lack of racial diversity limits the usefulness of these measures for Portland. Graphical analyses of Portland racial demographics (see Figure 5) show that Black, Hispanic, and Asian populations cluster in distinct pockets around the City – but these are small enough that a Census tract-based analysis would have difficulty differentiating.

Figure 5. Spatial representation of Portland racial demographics, 2010 US Census



Comparing the residences of Portland's population with the top locations for 9-1-1 calls and violent crime helps explain the differential exposure to law enforcement in Portland across different racial

³⁴ Michigan Population Studies Center, Institute for Social Research, University of Michigan. (n.d.). New racial segregation measures for large metropolitan areas: Analysis of the 1990-2010 decennial censuses. Retrieved from <https://www.psc.isr.umich.edu/dis/census/segregation2010.html>

³⁵ Silver, N. (2015, May 1). The most diverse cities are often the most segregated. Retrieved from <https://fivethirtyeight.com/features/the-most-diverse-cities-are-often-the-most-segregated/>

groups. East Precinct – especially along NE/SE 82nd Avenue, NE/SE 122nd Avenue, and E. Stark Street – receive large proportions of the calls for service and violent crime in the City. These areas also coincide with some of the least-White portions of Portland, increasing the likelihood that Hispanic- and Asian-identifying Portlanders encounter a law enforcement officer in the area. Inner Northeast and North Portland also see elevated levels of crime and activity, increasing the likelihood that Black-identifying Portlanders may be contacted by Portland police officers doing patrol work. Conversely, the neighborhoods with the highest proportion of White residents – namely Southwest Portland, the Sellwood-Westmoreland/Eastmore neighborhoods in Southeast, and Alameda/Beaumont-Wilshire neighborhoods in Northeast have some of the lowest activity in the City, decreasing the likelihood that residents of those areas would encounter a Portland police officer in their neighborhood.

Conversely, the analysis also highlights the drawback of using U.S. Census residential data to benchmark traffic stops and police activity. Portland's city center – namely Downtown, Old Town/Chinatown, the Pearl District, Central Eastside Industrial District, and the Lloyd District – are the most active spots in Portland for reported violent crimes and calls for service. However, large portions of these areas were reported to have no official residents as they are primarily places of commerce and business. These areas also have the largest population of houseless and unsheltered populations in the City³⁶, which are notoriously hard to locate and count for the decennial censuses³⁷. Vehicles were reported as the second-most common sleeping area, indicating these people may be mobile at various times of the day. Unsheltered people of color disproportionately reported sleeping in the Downtown area compared to other areas in town³⁸, further increasing their risk of being contacted by law enforcement officials in the busiest part of town.

The rapid growth and change in Portland's neighborhoods is also likely increasing the risk certain communities face in encountering a police officer while driving. Portland has one of the highest rates of gentrification and displacement in the county³⁹ with the displacement most prominently affecting traditionally Black communities in North and Northeast Portland⁴⁰. Even though residents are being displaced, it doesn't necessarily mean their whole community has moved – displaced residents are still traveling to their former communities to shop, worship, work, and visit

³⁶ Krishnan, U., & Elliott, D. (2017). *2017 Point-in-Time Count of Homelessness in Portland/Gresham/Multnomah County, Oregon*. Portland, Ore: Portland State University. Retrieved from <https://multco.us/housing-and-homelessness/point-time-counts>

³⁷ U.S. Government Accountability Office. (2018, July). *2020 Census: Actions Needed to Address Challenges to Enumerating Hard-to-Count Groups*. (Publication No. GAO-18-599). Retrieved from <https://www.gao.gov/assets/700/693450.pdf>

³⁸ Kristina Smock Consulting. (2015, June). *2015 Point-in-Time Count of Homelessness in Portland/Gresham/Multnomah County, Oregon*. Portland, Ore. Retrieved from <https://multco.us/housing-and-homelessness/point-time-counts>

³⁹ Richardson, J., Mitchell, B., & Franco, J. (2019). *Shifting neighborhoods: Gentrification and cultural displacement in American cities*. Washington, DC: National Community Reinvestment Coalition. Retrieved from <https://ncrc.org/gentrification/>

⁴⁰ Bureau of Planning and Sustainability, City of Portland. (2018). *2018 gentrification and displacement neighborhood typology assessment: Key findings and methodology report*. Retrieved from <https://www.portlandoregon.gov/bps/62635>

friends/family. Displaced residents are forced to move further from public transportation hubs⁴¹, which can increase the total number of miles based on land use policies and the transportation network⁴². The increased travel time, and miles, that displaced residents of color face increases the likelihood they encounter a Portland police officer on patrol, especially as they commute through high police-activity areas on main arterials.

Portland Police Bureau Disparity Benchmarks

Most discussion on the relative merits of different type of benchmarking strategies, including U.S. Census data, focus on their ability to accurately describe the racial and ethnic characteristics of the population in areas where law enforcement personnel operate. There are other reasons stop patterns may differ in the absence of bias, including the operational mission of officers⁴³. Where a unit operates, and who they may come in contact with, can be heavily influenced by their operational goals and objectives. To account for this differential, and how it may affect who is exposed to police activity, the Portland Police Bureau utilizes two different research-supported benchmarks for the different personnel divisions that initiate traffic stops.

TRAFFIC DIVISION BENCHMARK

Academic researchers have identified the demographics of drivers involved in injury collisions as a best-practice for benchmarking traffic stops⁴⁴. Collision statistics are a reasonable proxy of road users because it describes the frequency that drivers are operating a vehicle, increasing their risk of being involved in a collision or being stopped by law enforcement personnel. Injury collision statistics also act as a proxy for driving location, as the most dangerous locations are over-represented in the statistics. The data can also describe the type of driving behavior that might warrant the attention of police – especially when at-fault drivers are included⁴⁵. Finally, the data is an unbiased benchmark because police are required to respond to injury collisions, making it independent of any discretionary behavior that could intentionally, or unintentionally, alter the subject demographics.

The Traffic Division is the primary traffic enforcement arm of the Portland Police Bureau. The number one priority of Traffic officers is to address behaviors of road

Table 4. 2018 Injury Collision Statistics, by Race of Drivers

Race/Ethnicity	2018	
	Count	Percent
American Indian/Alaskan	5	0.3%
Asian	88	6.0%
Black/African American	190	13.0%
Hispanic	116	7.9%
Native Hawaiian	4	0.3%
White	1,064	72.5%
Total	1,467	100.0%

⁴¹ Sourourian, M. (2012). *Community development research brief: Suburbanization of poverty in the Bay Area*. San Francisco: Federal Reserve Bank of San Francisco. Retrieved from <https://www.frbsf.org/community-development/files/Suburbanization-of-Poverty-in-the-Bay-Area2.pdf>

⁴² Chatman, D.G., Xu, R., Park, J. & Spevack, A. (2017). Chapter 4: The effects on auto use of household displacement from rail station areas. In K. Chapple, P. Waddell, D. Chatman, A. Loukaitou-Sideris, & P. Ong. *Developing a new methodology for analyzing potential displacement* (pp. 156 – 180). Berkeley, Calif.: University of California, Berkeley.

⁴³ Withrow, B.L., Dailey, J.D., & Jackson, H. (2009). The utility of an internal benchmark strategy in racial profiling surveillance. *Justice Research and Policy*, 19, 19 – 47.

⁴⁴ Alpert, G. P., Smith, M.R., Dunham, R.G. (2004). Toward a better benchmark: Assessing the utility of not-at-fault traffic crash data in racial profiling research. *Justice Research and Policy*, 6, 43 – 69.

⁴⁵ Withrow, B.L. & Williams, H. (2015). Proposing a benchmark based on vehicle collision data in racial profiling research. *Criminal Justice Review*, 40, 449 – 469.

users, including drivers, bicycle riders, and pedestrians, that might lead to a collision. Officers from the Traffic Division spend the majority of their time patrolling⁴⁶ the City's High Crash Network where more than half of the City's deadly crashes occur⁴⁷. Many miles of the High Crash Network overlap low-income neighborhoods and communities of color⁴⁸, increasing the likelihood that members of those groups could be involved in an injury collision or to be contacted by police. The 2018 Injury Collision Benchmark⁴⁹ summarizes the identified race / ethnicity of involved drivers⁵⁰ in injury collisions investigated by Portland Police Bureau officers⁵¹. Based on research-identified best-practices, the Injury Collision Benchmark is used for all stop analyses involving traffic officers.

NON-TRAFFIC DIVISIONS BENCHMARK

The mission of officers from other Non-Traffic divisions in the Portland Police Bureau, including patrol officers, Neighborhood Response Teams, and other specialty units, primarily relates to the reduction and prevention of violent crime in the City. The average patrol officer does not initiate traffic stops solely based on risky or dangerous driving behavior; rather, they use discretionary traffic stops to contact potential subjects of interest and investigate crimes in addition to reducing injury collisions. As described above, Non-Traffic officers primarily operate in parts of Portland that generate a high volume of 9-1-1 calls (and other calls for service) and have higher levels of violent crime. Utilizing an injury collision benchmark is not appropriate for Non-Traffic officers as it does not adequately describe their mission and population they are serving.

Discerning a race-based benchmark, predicated on crime involvement, is a tricky proposition. Some jurisdictions and researchers⁵² have utilized arrest demographics as an internal benchmark for comparison with stopped subject demographics. However, analyses of this sort often fall short as they fail to discern biased behavior when the agency or jurisdiction as a whole is acting in a biased way in all aspects of police work⁵³. National⁵⁴ and local⁵⁵ statistics highlight long standing disparities

⁴⁶ The Bureau produces an interactive dashboard to describe where traffic officers patrol and their enforcement actions. You can visit the dashboard at

<https://www.portlandoregon.gov/police/tableau/traffic/>

⁴⁷ <https://www.portlandoregon.gov/transportation/54892>

⁴⁸ Portland Bureau of Transportation. (2016). *Vision Zero action plan*. Retrieved from <https://www.portlandoregon.gov/transportation/71730>

⁴⁹ The PPB's records management system, RegJIN, does not include "Middle Eastern" as possible racial / ethnic category so the group cannot be included in any benchmark analyses.

⁵⁰ RegJIN does not include an indicator if involved drivers were "at-fault", so all drivers are included in the analysis.

⁵¹ An additional 29 drivers involved in injury collisions were classified as "Unknown" in RegJIN. These were excluded from all benchmark totals.

⁵² Gelman, A., Kiss, A., & Fagan, J. (2005). *An analysis of the NYPD's stop-and-frisk policy in the context of claims of racial bias*. (Columbia Public Law Research Paper No. 05-95). New York: Columbia University. Retrieved from https://scholarship.law.columbia.edu/faculty_scholarship/1390

⁵³ Walker, S. (2001). Searching for the denominator: Problems with police traffic stop data and an early warning system solution. *Justice Research and Policy*, 3, 63 – 95.

⁵⁴ Puzzanchera, C. (2018). *Juvenile Arrests, 2016*. (Office of Juvenile Justice and Delinquency Prevention National Report Series Bulletin NCJ 251861). Washington, DC: U.S. Department of Justice.

⁵⁵ Ferguson, J. (2016). *Racial and ethnic disparities and the relative rate index (RRI): Summary of data in Multnomah County*. Retrieved from http://media.oregonlive.com/portland_impact/other/RRI%20Report%20Final-1.pdf.

in the criminal justice system for people of color, particularly African American individuals. Researchers have utilized reports from community members of individuals involved in suspicious activity to benchmark⁵⁶; however, this can also be a biased measure because it incorporates biased behavior from community in regards to race⁵⁷.

Given suspect demographic reporting is unable to escape broader societal trends of bias, agencies and researchers have investigated using victims as a proxy to benchmark the population⁵⁸. Victim demographics are a reasonable description of general area characteristics, including the personal characteristics of individuals in the area⁵⁹. Not all crime is reported equally – the National Crime Victimization Survey⁶⁰ routinely shows that many crimes go unreported each year, however almost all serious violent crimes are reported to law enforcement. Reported victimization can also vary significantly by race (in combination with other factors)⁶¹, however, the seriousness of the crime is consistently found as the strongest predictor of reporting⁶². The 2018 Crime Victimization Benchmark⁶³ summarizes the profiles of victims of FBI Indexed Crimes – Homicides, Forcible Sex Offenses, Robberies and Aggravated Assaults that occurred in the City of Portland⁶⁴ and is used for all stop analyses involving PPB Non-Traffic officers.

Table 5. 2018 Crime Victimization Benchmark, by Race of Victim

Race/Ethnicity	2018	
	Count	Percent
American Indian/Alaskan	37	1.1%
Asian	125	3.7%
Black/African American	626	18.4%
Hispanic	306	9.0%
Native Hawaiian	15	0.4%
White	2,294	67.4%
Total	3,403	100.0%

Benchmarking Conclusion

Determining the proper population benchmark is a complicated, but key, step to conduct an analysis of PPB's traffic stops. Using U.S. Census data is generally not advisable due to it being primarily focused on the residential population of an area. Additionally, the data does not account for differential exposure with police while being outdated in a city growing as rapidly as Portland. To account for the differing missions of the PPB, two different benchmarks are utilized: Injury Collision Statistics for Traffic Division officers and Crime Victimization Rates for Non-Traffic officers. Both measures provide a more accurate, less-biased measure of the individuals living, working, commuting, and visiting in areas that officers operate.

⁵⁶ Ridgeway, G. (2007). *Analysis of racial disparities in the New York Police Department's stop, question, and frisk practices*. Technical Report TR-534-NYCPF, RAND Corporation.

⁵⁷ Beckett, K. (2012). Race, drugs, and law enforcement: Toward equitable policing. *Criminology & Public Policy*, 11, 641 – 653.

⁵⁸ Gaines, L.K. (2006). An analysis of traffic stop data in Riverside, California. *Police Quarterly*, 9, 210 – 233.

⁵⁹ Tseloni, A. & Pease, K. (2014). Area and individual differences in personal crime victimization incidence: The role of individual, lifestyle/routine activities and contextual predictors. *International Review of Victimology*, 21, 3 – 29.

⁶⁰ Morgan, R. E. & Truman, J.L. (2018). *Criminal Victimization, 2017* (NCJ 252472). Washington, DC: Bureau of Justice Statistics. Retrieved from <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=6466>

⁶¹ Powers, R., Khachatryan, N., & Socia, K. (2018). Reporting victimization to the police: The role of racial dyad and bias motivation. *Policing & Society*, 1 – 17.

⁶² Bosick, S.J., Rennison, C.M., Gover, A.R., & Dodge, M.

⁶³ The PPB's records management system, RegJIN, does not include "Middle Eastern" as possible racial / ethnic category so the group cannot be included in any benchmark analyses.

⁶⁴ An additional 81 victims were classified as "Unknown" in RegJIN. These were excluded from all benchmark totals.

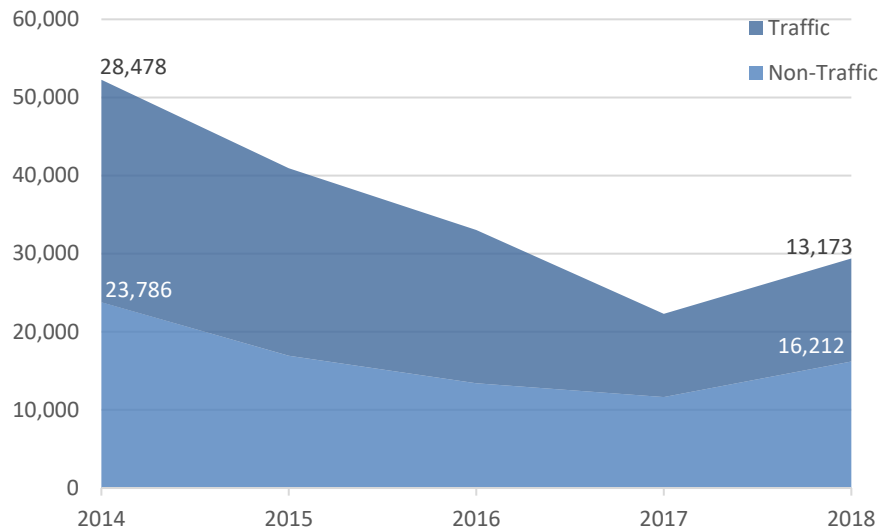
BUREAU-WIDE STOPS OF DRIVERS

For the first time in six years, Portland Police Bureau officers reported performing more stops than the prior years. In 2018, officers performed 29,385 stops of drivers across the city – a 32 percent increase over the prior year. For the second consecutive year, Non-Traffic officers stopped more drivers than Traffic

officers, increasing their number of stops by 39 percent and accounting for 55 percent of all stops in 2018. Traffic Division officers also reported an increase, albeit at a smaller rate (24%). Despite the increase in 2018, PPB officers still stopped significantly fewer⁶⁵ drivers than they did five years ago with overall stop reports decreasing about 46 percent since 2014. Traffic officers have seen the largest

decline over the last five years, stopping 54 percent fewer⁶⁶ drivers than they did in 2014. Non-Traffic officers showed a more modest, and non-significant⁶⁷, decline of 32 percent over the same time period. The decline can primarily be attributed to reduced staffing levels over the past seven years, coupled with an increase in calls for service due to sustained growth in the City of Portland. Traffic Division officers also spend approximately 25 percent of their time detached to the Patrol Division to provide rotational support, contributing to the decline in stops from that division. The overall number of stops are projected to remain at similar rates through 2021 due to a slow pace of hiring to replace anticipated retirements across the Bureau⁶⁸.

Figure 6. Non-Traffic officers stopped more drivers than Traffic Officers for the second consecutive year.



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

⁶⁵ $p < .05$, $r^2 = .78$

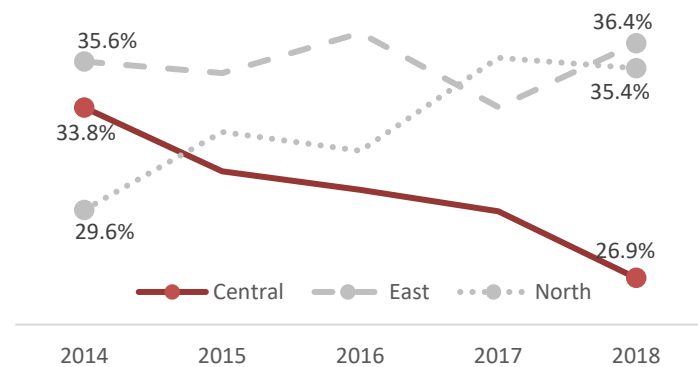
⁶⁶ $p < .02$, $r^2 = .88$

⁶⁷ $p < .20$, $r^2 = .48$

⁶⁸ City Budget Office, City of Portland (2019). *Police Bureau Budget Review: Fiscal Year 2019 – 20*. <https://www.portlandoregon.gov/cbo/article/714559>

location⁶⁹, the largest plurality of driver and pedestrian stops in 2018 occurred in East Precinct, followed by North Precinct and Central Precinct. The number of stops initiated in Central Precinct have significantly declined⁷⁰ over the last five years, while North has seen a significant increase in stop rates⁷¹. Except for a slight dip in 2017, East Precinct has been statistically steady⁷² in stop rates since 2014. Officers have also remained steady⁷³ in the number of stops initiated outside of Portland (1.0% in 2014 vs. 1.4% in 2018).

Figure 7. Central Precinct has seen the largest decline in the number of stops performed since 2014.



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).

On June 27, 2018, the PPB transitioned to a new data collection application for Stops data to meet new State reporting requirements outlined in ORS 131.935⁷⁴. The State of Oregon Criminal Justice Commission (CJC) mandated several changes to PPB's collection of the perceived race and ethnicity of stopped subjects. Two new race/ethnicity categories were added in June 2018: "Middle Eastern" and "Native Hawaiian or Other Pacific Islander"⁷⁵. The mid-year addition, coupled with small sample sizes during those six months, make any statistical comparisons involving those perceived groups problematic for 2018 and, as such, will be excluded from all quantitative and benchmark comparisons.

The State also mandated that officers assign a named category for each stopped subject, eliminating the use of the "Other" and "Unknown" categories after June 2018. The PPB has not traditionally included this group in quantitative and benchmark comparisons due to low sample sizes and

⁶⁹ About 11 percent of calls since 2012 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.

⁷⁰ $p < .006$, $r^2 = .95$

⁷¹ $p < .04$, $r^2 = .82$

⁷² $p < .99$, $r^2 = .00$

⁷³ $p < .35$, $r^2 = .29$

⁷⁴ https://www.oregonlegislature.gov/bills_laws/ors/ors131.html

⁷⁵ Shortened to "Native Hawaiian" in all tables and charts.

interpretation problems and will not do so in 2018. Additionally, the removal of these groups, along with the addition of two other racial groups, complicate the analysis of long-term trends for all racial groups⁷⁶. Without a systematic way to account for these changes, and acknowledging the utility of long-term trend analysis, the best method is to approach interpretation of results with caution until the new perceived classification system has been active for several years.

Table 6. Racial Demographics of Stopped Drivers, since 2014.

	Race/Ethnicity	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	American Indian/Alaskan	32	0.1%	23	0.1%	25	0.1%	10	0.1%	17	0.1%
	Asian	1,365	4.8%	1,168	4.9%	1,037	5.3%	526	4.9%	703	5.3%
	Black/African American	2,332	8.2%	2,140	8.9%	1,732	8.8%	1,163	10.9%	1,386	10.5%
	Hispanic or Latino	1,886	6.6%	1,725	7.2%	1,427	7.3%	793	7.4%	1,134	8.6%
	Middle Eastern*	--	--	--	--	--	--	--	--	104	0.8%
	Native Hawaiian*	--	--	--	--	--	--	--	--	49	0.4%
	White	22,060	77.5%	18,102	75.3%	14,326	72.9%	7,642	71.8%	9,397	71.3%
	Unknown/Other^	803	2.8%	870	3.6%	1,099	5.6%	511	4.8%	383	2.9%
	Traffic Total	28,478	100%	24,028	100%	19,646	100%	10,645	100%	13,173	100%
	Race/Ethnicity	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Non-Traffic	American Indian/Alaskan	75	0.3%	86	0.5%	80	0.6%	67	0.6%	115	0.7%
	Asian	1,038	4.4%	757	4.5%	633	4.7%	475	4.1%	752	4.6%
	Black/African American	4,202	17.7%	3,261	19.3%	2,687	20.1%	2,528	21.7%	3,790	23.4%
	Hispanic or Latino	1,992	8.4%	1,402	8.3%	1,276	9.5%	1,052	9.0%	1,603	9.9%
	Middle Eastern*	--	--	--	--	--	--	--	--	120	0.7%
	Native Hawaiian*	--	--	--	--	--	--	--	--	62	0.4%
	White	15,379	64.7%	10,494	62.0%	8,183	61.1%	7,088	60.9%	9,470	58.4%
	Unknown/Other^	1,100	4.6%	921	5.4%	534	4.0%	432	3.7%	300	1.9%
	Non-Traffic Total	23,786	100%	16,921	100%	13,393	100%	11,642	100%	16,212	100%

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^ Unknown / Other options were removed as an available option on June 27, 2018.

TRAFFIC DIVISION

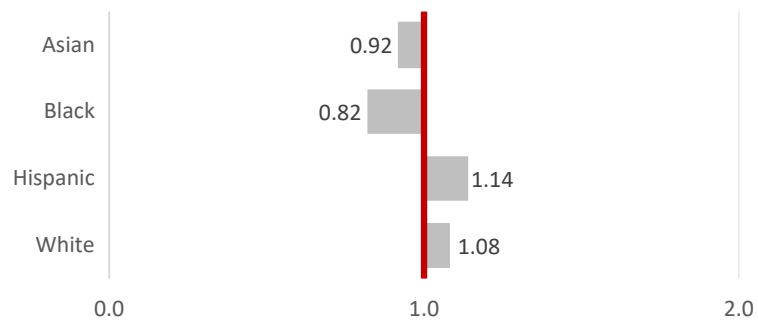
Officers from the Traffic Division are the primary traffic enforcement arm of the Portland Police Bureau. Officers routinely patrol the High Crash Network⁷⁷, Portland's most dangerous streets and intersections for road and sidewalk users, to help prevent road injuries and change user behavior. Traffic 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.

⁷⁶ As an example, did a particular perceived racial / ethnic group increase due to a greater number of stops of that population or because people previously categorized as "Unknown" or "Other" were predominantly reclassified as that group?

⁷⁷ <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 more Hispanic (6.6% vs. 8.6%)⁷⁸ and Black / African American (8.2% vs. 10.5%)⁷⁹ drivers while stopping significantly fewer White drivers (77.5% vs. 71.3%)⁸⁰. 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 2014, Traffic officers essentially stopped drivers at rates similar to their expected values when compared to the 2018 Injury Collision Benchmark⁸¹, with no group over- or under-represented in the dataset⁸².

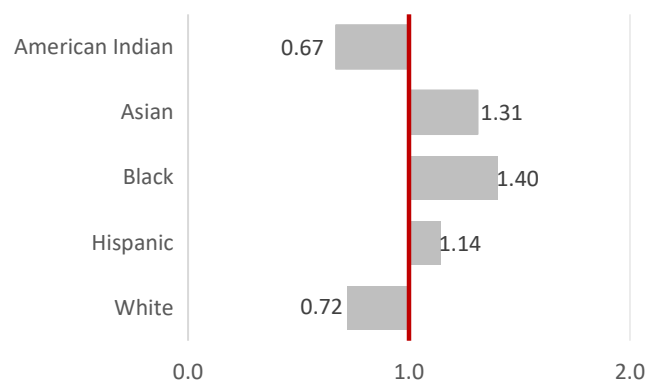
Figure 8. No racial group was significantly over-represented in stops by Traffic officers in 2018.



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 a high preponderance of violent crime. The Crime Victimization Benchmark⁸³ (see Table 3) is used as a proxy measure for drivers in these areas, regardless if they are residents, commuters, or visitors to the community.

Figure 9. Non-Traffic officers stopped drivers in-line with the Crime Victimization Benchmark in 2018.



⁷⁸ $p < .03$, $r^2 = .84$

⁷⁹ $p < .05$, $r^2 = .80$

⁸⁰ $p < .007$, $r^2 = .94$

⁸¹ 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.

⁸² American Indian / Alaskan Native drivers were excluded from all analyses for Traffic officers as only 17 individuals were stopped in 2018.

⁸³ The benchmark includes all Portland victims of the FBI Indexed Crimes of Homicide, Forcible Sex Offenses, Robbery, and Aggravated Assault.

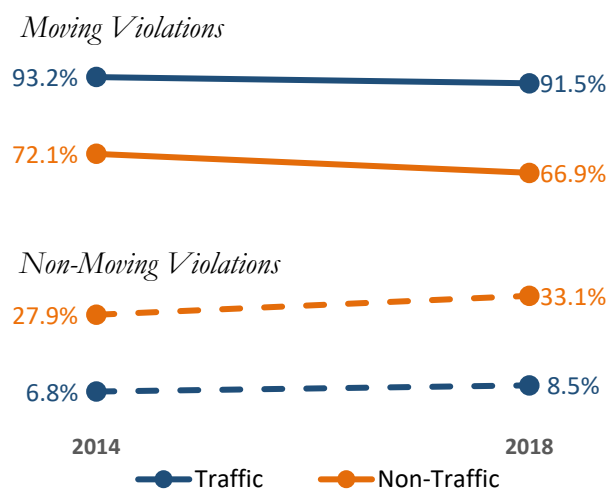
Non-Traffic divisions have seen changes in demographic stop rates similar to the Traffic Division. Significantly fewer White drivers⁸⁴ (64.7% vs. 58.4%) were stopped in 2018 compared to 2014 while Black / African American drivers were stopped significantly more⁸⁵ (17.7% vs. 23.4%). Hispanic drivers have also been stopped more frequently over the last five years (8.4% vs. 9.9%) – but at a non-significant rate⁸⁶. Despite the significant changes, no perceived racial or ethnic group was meaningfully over- or under-represented in stops when compared to 2018 Crime Victimization Rates.

The significant changes cannot be solely attributed to demographic trends, as White and Black individuals are growing at slower rates in the region when compared to other demographic groups. The changes may be more easily explained by changes in patrol patterns, as East and North Precincts now make up the greatest share of stop locations in the Bureau while accounting for the largest number of African American and Hispanic / Latino and smallest number of White residents in the Bureau. Central Precinct, which has the largest percentage of White individuals and the smallest percentage of African American and Hispanic / Latino residents, now accounts for the lowest amount of stops in the City.

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

Figure 10. Traffic Officers are more likely to stop a driver for a Moving Violation than other units



being stopped at a higher rate for more minor infractions can be an indicator of biased policing. 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 Violations⁸⁷ 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 stop⁸⁸.

The overwhelming majority of 2018 driver stops (77.9%) initiated by Portland Police Bureau officers are for Moving Violations on Portland

⁸⁴ $p < .02$, $r^2 = .92$

⁸⁵ $p < .002$, $r^2 = .99$

⁸⁶ $p < .07$, $r^2 = .73$

⁸⁷ Minor Moving Violations involve all Class C or D violations. Major Moving Violations include all traffic-related crimes (felony or misdemeanor) and Class A or B violations. Most moving violations are outlined in ORS 811.005 – 811.812.

⁸⁸ Since June 27, 2018, officers are required to cite the exact statutory reason for the stop, by ORS, Portland City Code, Federal Statute, or other ordinance. Analyses conducted in future years will include more detailed analyses for stop reasons.

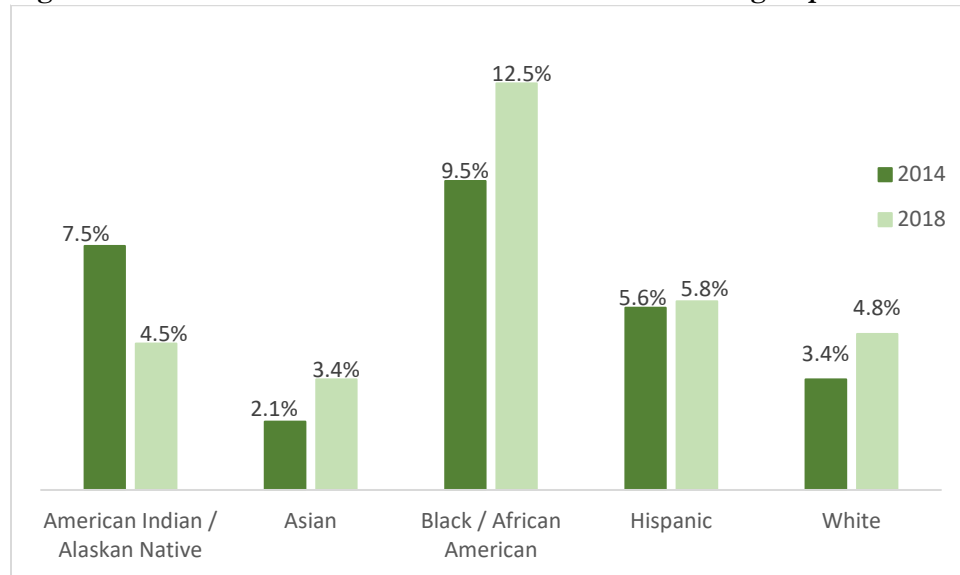
roadways. Personnel from Non-Traffic units were significantly more likely⁸⁹ to stop a driver for Non-Moving Violations than Traffic personnel; however, they still stopped a majority of drivers for Moving Violations. There were minor stop pattern differences within each operational group, as Non-Traffic officers were significantly more likely to stop Asian drivers for Non-Moving Violations⁹⁰ and Traffic officers significantly more likely to stop Black / African American drivers for Moving Violations.⁹¹

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 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.

In 2018, approximately 1 out of every 16 stops (6.1% of all stops) performed by Portland Police

Figure 11. Search rates have remained stable for most racial groups since 2014



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. Bureau members are searching roughly the same percentage of drivers they did five

years ago, with no significant change for either Traffic⁹² or Non-Traffic⁹³ divisions. Drivers stopped in Central Precinct (3.7% searched in 2018) are significantly less likely⁹⁴ to be searched than those stopped in East or North Precinct (6.8%), while drivers in East Precinct (8.1%) are significantly

⁸⁹ $\chi^2 = 2560.411, p < .001, df = 1$

⁹⁰ $\chi^2 = 22.419, p < .001, df = 3$

⁹¹ $\chi^2 = 16.163, p < .001, df = 1$

⁹² $p < .09, r^2 = .68$

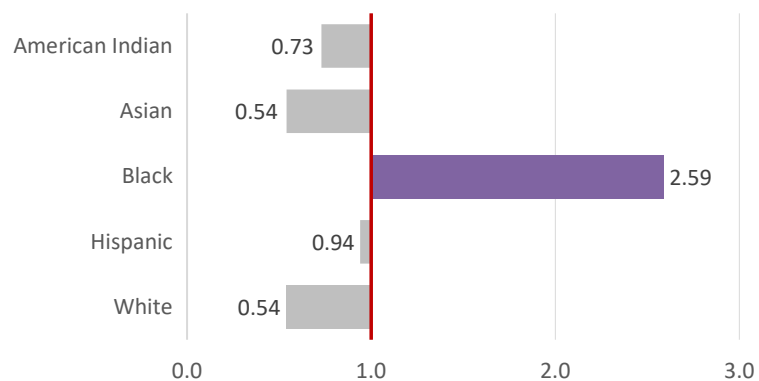
⁹³ $p < .16, r^2 = .54$

⁹⁴ $\chi^2 = 116.334, p < .001, df = 1$

more likely⁹⁵ to be searched. Search rates have significantly increased in Central Precinct over the last five years (1.5% in 2014)⁹⁶, with non-significant growth at the other two precincts⁹⁷.

Portland Police Bureau officers display differential search rates based on Race / Ethnicity when compared to overall stop patterns. For the last three years (2016, 2017, and 2018) Black / African American⁹⁸ drivers were searched at significantly higher rates than expected, with the group searched at a higher disparate rate than in 2017. Non-Traffic Division officers account for most of the disparity for Black / African American drivers, searching drivers more than twice as often as expected⁹⁹ when compared to their stop rates. No other perceived racial / ethnic group from either operational division was searched at significantly disparate rates.

Figure 12. Black / African American drivers were searched disproportionately when compared to overall stop rates



Due to new data collection and reporting requirements outlined in ORS 131.935, PPB officers are now required to indicate when they request a consent-based search of the stopped subject – regardless if one was completed. For the second half of 2018¹⁰⁰, about 4 percent of all drivers were asked to consent to a voluntary search; however, not all racial / ethnic groups were asked at the same frequency¹⁰¹. Drivers perceived to be either Black / African American or Native Hawaiian and Other Pacific Islander drivers were asked at twice the rate of any other perceived racial group. Drivers from almost all¹⁰² perceived racial / ethnic groups assented to a search more than 90 percent of the time.

Table 7. Black / African American drivers receive more search requests than other groups.

Race/Ethnicity	Consent Search	
	Requests	Rate
American Indian/Alaskan	1	1.6%
Asian	17	2.3%
Black/African American	257	10.1%
Hispanic or Latino	55	3.8%
Middle Eastern	4	1.8%
Native Hawaiian	9	8.1%
White	272	2.8%
Total	615	4.2%

⁹⁵ $\chi^2 = 67.002, p < .001, df = 1$

⁹⁶ $p < .03, r^2 = .85$;

⁹⁷ East: $p < .64, r^2 = .08$; North: $p < .09, r^2 = .68$

⁹⁸ $\chi^2 = 403.731, p < .001, df = 1$

⁹⁹ $\chi^2 = 190.139, p < .001, df = 1$

¹⁰⁰ Since data collection began for this metric on June 27, 2018, this information was not collected for subjects identified with an “Unknown” or “Other” perceived race.

¹⁰¹ $\chi^2 = 284.296, p < .001, df = 6$

¹⁰² 3 out of 4 drivers perceived to be Middle Eastern consented to a search.

Search type¹⁰³ trends have been consistent over the past five years of data collection practices¹⁰⁴. Consent search has been the most commonly utilized search type across the Bureau for the last five years (55.9% of all searches and 3.4% of all driver stops in 2018), even though it has seen a slight, but non-significant¹⁰⁵, decline since 2014. Probable Cause and Plain View¹⁰⁶ searches have seen steady, but non-significant, increases over the same time period. Searches conducted by Traffic Officers are likely to be using Plain View (55.2%) or Probable Cause (47.8%) criteria, whereas Non-Traffic Officers almost exclusively rely on Consent Searches (60.5%). Non-Traffic officers are significantly more likely to execute a consent search¹⁰⁷ on Black / African American subjects while being significantly less likely to utilize a probable cause search¹⁰⁸. Traffic officers did not display any differential search patterns by perceived race¹⁰⁹.

Table 8. Probable Cause is the most commonly cited search reason behind Consent Searches.

Traffic	Total Subjects Searched			Search Type									
	Race/Ethnicity	Searches	Rate	Plain View*		Consent		Probable Cause		Reasonable Suspicion*		Weapon Patdown	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	--	--	--	--	--	--	--	--	--	--	--
Asian	3	0.4%	1	100.0%	1	33.3%	1	33.3%	0	0.0%	1	33.3%	
Black/African American	25	1.8%	6	37.5%	6	24.0%	13	52.0%	0	0.0%	0	0.0%	
Hispanic or Latino	15	1.3%	2	25.0%	2	13.3%	10	66.7%	0	0.0%	1	6.7%	
Middle Eastern*	0	0.0%	--	--	--	--	--	--	--	--	--	--	
Native Hawaiian*	1	2.0%	--	--	1	100.0%	0	0.0%	0	0.0%	0	0.0%	
White	135	1.4%	52	60.5%	18	13.3%	62	45.9%	0	0.0%	5	3.7%	
Unknown/Other^	5	1.3%	3	60.0%	0	0.0%	2	40.0%	0	0.0%	0	0.0%	
Total	184	1.4%	64	55.2%	28	15.2%	88	47.8%	0	0.0%	7	3.8%	

Non-Traffic	Total Subjects Searched			Search Type									
	Race/Ethnicity	Searches	Rate	Plain View		Consent		Probable Cause		Reasonable Suspicion		Weapon Patdown	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	5.2%	2	40.0%	3	50.0%	1	16.7%	0	0.0%	0	0.0%	
Asian	47	6.3%	14	48.3%	23	48.9%	9	19.1%	0	0.0%	1	2.1%	
Black/African American	620	16.4%	68	18.9%	449	72.4%	87	14.0%	8	3.1%	19	3.1%	
Hispanic or Latino	145	9.0%	25	30.9%	81	55.9%	35	24.1%	3	4.7%	7	4.8%	
Middle Eastern*	4	3.3%	--	--	3	75.0%	1	25.0%	0	0.0%	0	0.0%	
Native Hawaiian*	7	11.3%	--	--	6	85.7%	1	14.3%	0	0.0%	0	0.0%	
White	768	8.1%	164	34.7%	404	52.6%	192	25.0%	9	3.1%	23	3.0%	
Unknown/Other^	16	10.7%	7	43.8%	7	43.8%	1	6.3%	0	0.0%	1	6.3%	
Total	1,613	10.0%	280	29.0%	976	60.5%	327	20.3%	20	3.1%	51	3.2%	

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^ Unknown / Other options were removed as an available option on June 27, 2018.

* Plain View was removed as an available search type option on June 27, 2018.

* "Reasonable Search" was added as an available search type on June 27, 2018.

¹⁰³ For a description of search types utilized by Portland Police Bureau officers, refer to Appendix B.

¹⁰⁴ Beginning on June 27, 2018, officers could select more than one search type per search. Over the long term, this is likely to increase frequencies for all search types as officers often have multiple criteria present for legally conducting a search.

¹⁰⁵ $p < .72$, $r^2 = .05$

¹⁰⁶ Removed as a search type option on June 27, 2018.

¹⁰⁷ $\chi^2 = 60.864$, $p < .001$, $df = 3$

¹⁰⁸ $\chi^2 = 26.739$, $p < .001$, $df = 3$

¹⁰⁹ Consent: $\chi^2 = 1.882$, $p < .18$, $df = 1$; Probable Cause: $\chi^2 = 2.462$, $p < .30$, $df = 2$

Contraband Hit Rates

Over the past five years, Portland Police Bureau personnel have become marginally less-effective¹¹⁰ at uncovering contraband during searches. In 2018, 37.3 percent of all searches ended with a PPB officer detecting prohibited material, including alcohol, drugs, stolen property, weapons, and other illegal contraband – down from 39.3 percent in 2014. There are no significant differences in the hit rate between the two operation divisions¹¹¹, with both operational groups declining at similar rates over the past five years¹¹². Reasonable Suspicion and Probable Cause searches are the most likely to discover contraband, while Plain View, Consent, and Weapon Pat Down searches are the least likely to be successful¹¹³.

Table 9. Reasonable Suspicion and Probable Cause searches are more likely to discover contraband than other search reasons.

Search Type	Total Searches	Found Contraband	
	Count	Count	Percent
Consent	1,004	380	37.8%
Plain View*	344	48	14.0%
Reasonable Suspicion*	20	12	60.0%
Probable Cause	415	242	58.3%
Weapon Pat	58	19	32.8%

* Plain View was removed as an available search type option on June 27, 2018.

* "Reasonable Search" was added as an available search type on June 27, 2018.

Table 10. Illicit drugs are the most commonly uncovered item during driver searches.

Race/Ethnicity	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	2	33.3%	1	16.7%	2	33.3%	2	33.3%	0	0.0%	0	0.0%
Asian	50	19	38.0%	3	6.0%	11	22.0%	6	12.0%	1	2.0%	2	4.0%
Black/African American	645	226	35.0%	46	7.1%	112	17.4%	65	10.1%	12	1.9%	32	5.0%
Hispanic or Latino	160	62	38.8%	19	11.9%	34	21.3%	12	7.5%	5	3.1%	11	6.9%
Middle Eastern*	4	2	50.0%	2	50.0%	2	50.0%	0	0.0%	0	0.0%	1	25.0%
Native Hawaiian*	8	2	25.0%	1	12.5%	0	0.0%	0	0.0%	0	0.0%	1	12.5%
White	903	352	39.0%	48	5.3%	222	24.6%	73	8.1%	41	4.5%	57	6.3%
Unknown/Other^	21	5	23.8%	2	9.5%	1	4.8%	2	9.5%	0	0.0%	1	4.8%
Total	1,797	670	37.3%	122	6.8%	384	21.4%	160	8.9%	59	3.3%	105	5.8%

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^ Unknown / Other options were removed as an available option on June 27, 2018.

The overall hit rates for each perceived racial group has been stable over the last five years, with no individual group showing a statistical increase or decrease in hit rates. The perceived race of the driver is not a significant predictor whether or not contraband will be found as there were no significant differences between the different groups for contraband hit rates¹¹⁴. There is also no correlation between a group's overall search rate and hit rate within any given year¹¹⁵.

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

¹¹⁰ $p < .42$, $r^2 = .23$

¹¹¹ $\chi^2 = 2.095$, $p < .15$, $df = 1$

¹¹² Non-Traffic: $p < .65$, $r^2 = .08$; Traffic: $p < .17$, $r^2 = .53$

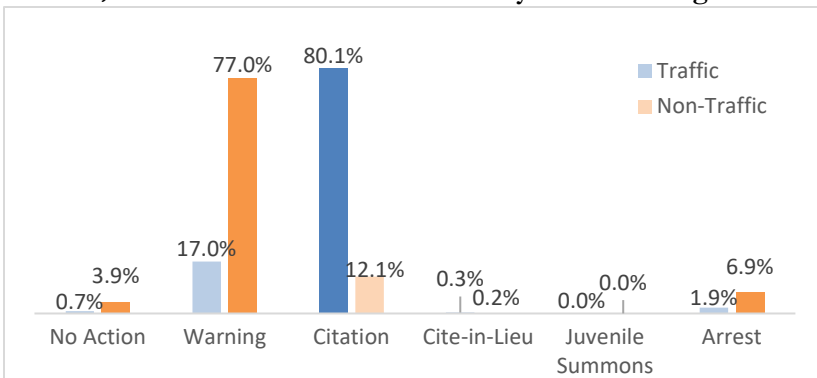
¹¹³ In prior years, statistical analyses were conducted to determine which search types were statistically significant in uncovering contraband. However, the search type field is now a multiple response variable, making it unsuitable for any statistical analysis between the different categories.

¹¹⁴ $\chi^2 = 2.625$, $p < .46$, $df = 3$

¹¹⁵ $p < .15$, $r^2 = .09$

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.

Figure 13. Traffic officers end most of their interactions with a citation, while Non-Traffic officers mainly issue warnings.



Most driver stops performed by PPB sworn personnel in 2018 (50.1%) resulted in a written or verbal warning issued to the vehicle operator. In all prior years, citations were the most common enforcement action; however, there has been a steady decline in the citation rate as Traffic officers, who are significantly more likely to issue a citation¹¹⁶, have executed a decreasing share of stops each year. Officers from patrol, investigations, and other support divisions are also issuing significantly fewer¹¹⁷ citations, contributing to the decline. Over the same period arrests have significantly increased across the Bureau¹¹⁸, especially from Non-Traffic divisions¹¹⁹. Non-Traffic officers are significantly more likely to end the stop with No Enforcement Action¹²⁰, a Warning¹²¹, or an Arrest¹²².

¹¹⁶ $\chi^2 = 14107.137, p < .001, df = 1$

¹¹⁷ $p < .05, r^2 = .82$

¹¹⁸ $p < .008, r^2 = .93$

¹¹⁹ $p < .04, r^2 = .83$

¹²⁰ $\chi^2 = 313.938, p < .001, df = 1$

¹²¹ $\chi^2 = 10471.864, p < .001, df = 1$

¹²² $\chi^2 = 465.070, p < .001, df = 1$

Table 11. 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.

Traffic	Total Stops			Enforcement Action											
	Race/Ethnicity	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons [#]		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	17	0.1%	1	5.9%	3	17.6%	12	70.6%	0	0.0%	0	0.0%	1	5.9%
	Asian	703	5.3%	4	0.6%	131	18.6%	559	79.5%	2	0.3%	0	0.0%	7	1.0%
	Black/African American	1,386	10.5%	10	0.7%	279	20.1%	1,044	75.3%	10	0.7%	0	0.0%	43	3.1%
	Hispanic or Latino	1,134	8.6%	9	0.8%	162	14.3%	933	82.3%	3	0.3%	0	0.0%	27	2.4%
	Middle Eastern*	104	0.8%	1	1.0%	24	23.1%	79	76.0%	0	0.0%	0	0.0%	0	0.0%
	Native Hawaiian*	49	0.4%	0	0.0%	14	28.6%	33	67.3%	0	0.0%	0	0.0%	2	4.1%
	White	9,397	71.3%	69	0.7%	1,571	16.7%	7,566	80.5%	27	0.3%	0	0.0%	164	1.7%
Unknown/Other^	383	2.9%	3	0.8%	51	13.3%	326	85.1%	0	0.0%	0	0.0%	3	0.8%	
Total	13,173	100.0%	97	0.7%	2,235	17.0%	10,552	80.4%	42	0.3%	0	0.0%	247	1.9%	
Non-Traffic	Total Stops			Enforcement Action											
	Race/Ethnicity	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons [#]		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	115	0.7%	5	4.3%	84	73.0%	17	14.8%	0	0.0%	0	0.0%	9	7.8%
	Asian	752	4.6%	21	2.8%	597	79.4%	95	12.6%	0	0.0%	0	0.0%	39	5.2%
	Black/African American	3,790	23.4%	122	3.2%	2,930	77.3%	401	10.6%	9	0.2%	1	0.0%	327	8.6%
	Hispanic or Latino	1,603	9.9%	57	3.6%	1,192	74.4%	242	15.1%	1	0.1%	1	0.1%	110	6.9%
	Middle Eastern*	120	0.7%	7	5.8%	91	75.8%	19	15.8%	0	0.0%	0	0.0%	3	2.5%
	Native Hawaiian*	62	0.4%	4	6.5%	52	83.9%	3	4.8%	0	0.0%	0	0.0%	3	4.8%
	White	9,470	58.4%	385	4.1%	7,310	77.2%	1,140	12.0%	17	0.2%	1	0.0%	617	6.5%
Unknown/Other^	300	1.9%	28	9.3%	223	74.3%	38	12.7%	1	0.3%	0	0.0%	10	3.3%	
Total	16,212	100.0%	629	3.9%	12,479	77.1%	1,955	12.1%	28	0.2%	3	0.0%	1,118	6.9%	

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

[^] Unknown / Other options were removed as an available option on June 27, 2018.

* In prior analysis years, "Cite-in-Lieu" was combined with "Arrest."

[#] "Juvenile Summons" was added as an available disposition on June 27, 2018.

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. For both operational groups, perceived race of the driver, stop reason, and search outcomes (and all relevant interactions therein) are not significant predictors for how officers decided to take any enforcement action against the stopped subject¹²³ or to issue citations instead of warnings to drivers¹²⁴. The only significant model found for any stop outcome is for arrested individuals – stopped subjects found carrying contraband are significantly more likely to be arrested by Traffic¹²⁵ and Non-Traffic¹²⁶ officers. Subsequent analysis showed no significant interaction between perceived race and confirmed contraband hits.

¹²³ Traffic Omnibus Test: $\chi^2 = 9.340, p < .32, df = 8$; Non-Traffic Omnibus Test: $\chi^2 = 15.291, p < .58, df = 17$

¹²⁴ Traffic Omnibus Test: $\chi^2 = 3.804, p < .81, df = 7$; Non-Traffic Omnibus Test: $\chi^2 = 17.377, p < .37, df = 16$

¹²⁵ $\chi^2 = 17.642, p < .03, df = 8$; Contraband Hit: Wald = 12.233, B = 1.246, $p < .001$

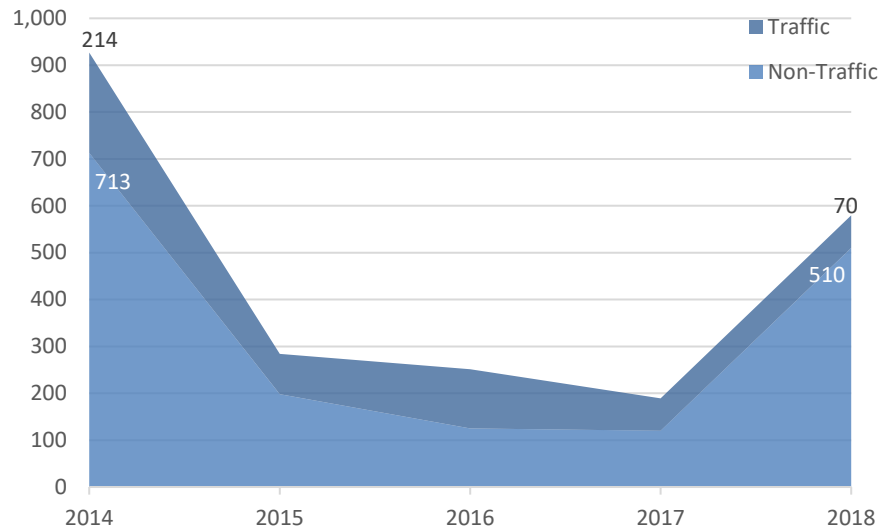
¹²⁶ $\chi^2 = 224.811, p < .001, df = 17$; Contraband Hit: Wald = 193.845, B = 1.563, $p < .001$

BUREAU-WIDE STOPS OF PEDESTRIANS

In 2018, Portland Police Bureau officers reported stopping¹²⁷ 580 pedestrians¹²⁸ - an increase of more than 200 percent over the prior year. Despite the increase, pedestrian stops are still 37 percent lower than they were five years ago in 2014. Pedestrian stops from the Traffic Division have declined at a consistent, linear (but non-significant¹²⁹) rate since 2014. The increase in 2018 is solely attributed

to the officers from patrol, investigative, and support division, with the increase bucking a medium-trend linear decline across the Bureau¹³⁰. In the latter half of 2018, the Bureau increased the number of community policing foot patrols in high-traffic areas, increasing the number of stops conducted by involved personnel. Additionally, the Bureau also debuted additional training materials in June 2018 to coincide with the launch of the new Stops application that emphasized the importance of correctly classifying calls for service to ensure pedestrian stops were being adequately tracked. These two factors likely led to an increase in the number of reported pedestrian stops across the Bureau. In total, pedestrians accounted for 0.2 percent of all stops in 2018.

Figure 14. Pedestrian stops increased by 300 percent in 2018.



¹²⁷ In contrast to ORS 131.930, the Portland Police Bureau considers all detentions of pedestrians, not associated with a call for service, as a reported stop – regardless of the stop disposition or whether a search was conducted.

¹²⁸ Starting on June 27, 2018, officers had the ability to indicate if they were stopping at “Bicycle” in addition to a pedestrian or driver. For the current analysis year, Bicycle stop numbers are included in pedestrian totals. Separate analyses for bicycle operators may be conducted in subsequent years.

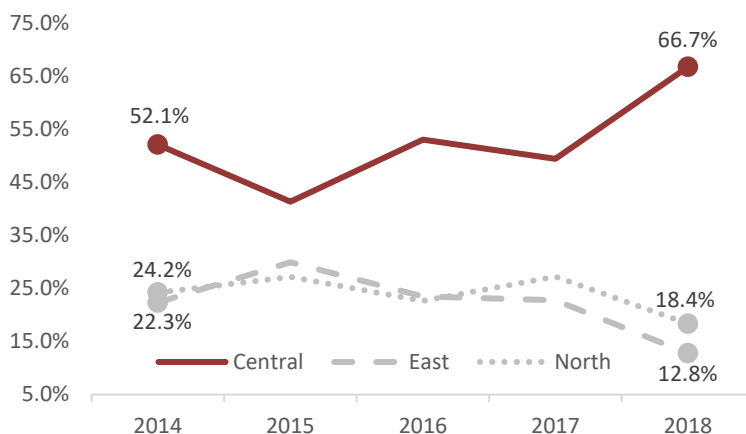
¹²⁹ $p < .12$, $r^2 = .62$

¹³⁰ $p < .64$, $r^2 = .08$

Stop Locations

The broad location of where pedestrians are being stopped has remained consistent since 2014. Central Precinct has always been the dominant location for pedestrian stops and it has accounted for a majority of the pedestrian stops over the last two years. 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 15. Central Precinct has been the primary location for pedestrian stops over the past five years



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 Traffic officers stop a high percentage of pedestrians, meaning officers were often likely to focus on traffic safety as opposed to crime prevention. The small number of pedestrian stops also 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 12. Pedestrian stop rates for perceived racial / ethnic groups has remained steady over the last five years.

	Race/Ethnicity	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	American Indian/Alaskan	0	0.0%	1	1.2%	0	0.0%	0	0.0%	2	2.9%
	Asian	7	3.3%	1	1.2%	2	1.6%	3	4.3%	4	5.7%
	Black/African American	11	5.1%	11	12.8%	9	7.1%	6	8.7%	7	10.0%
	Hispanic or Latino	10	4.7%	3	3.5%	8	6.3%	3	4.3%	1	1.4%
	Middle Eastern*	--	--	--	--	--	--	--	--	0	0.0%
	Native Hawaiian*	--	--	--	--	--	--	--	--	0	0.0%
	White	178	83.2%	67	77.9%	103	81.7%	54	78.3%	55	78.6%
	Unknown/Other^	8	3.7%	3	3.5%	4	3.2%	3	4.3%	1	1.4%
	Traffic Total	214	100%	86	100%	126	100%	69	100%	70	100%
	Race/Ethnicity	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Non-Traffic	American Indian/Alaskan	12	1.7%	6	3.0%	0	0.0%	1	0.8%	13	2.5%
	Asian	8	1.1%	1	0.5%	4	3.2%	2	1.7%	8	1.6%
	Black/African American	119	16.7%	33	16.7%	25	20.0%	28	23.3%	89	17.5%
	Hispanic or Latino	36	5.0%	13	6.6%	9	7.2%	6	5.0%	29	5.7%
	Middle Eastern*	--	--	--	--	--	--	--	--	3	0.6%
	Native Hawaiian*	--	--	--	--	--	--	--	--	3	0.6%
	White	526	73.8%	136	68.7%	84	67.2%	81	67.5%	364	71.4%
	Unknown/Other^	12	1.7%	9	4.5%	3	2.4%	2	1.7%	1	0.2%
	Non-Traffic Total	713	100%	198	100%	125	100%	120	100%	510	100%

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

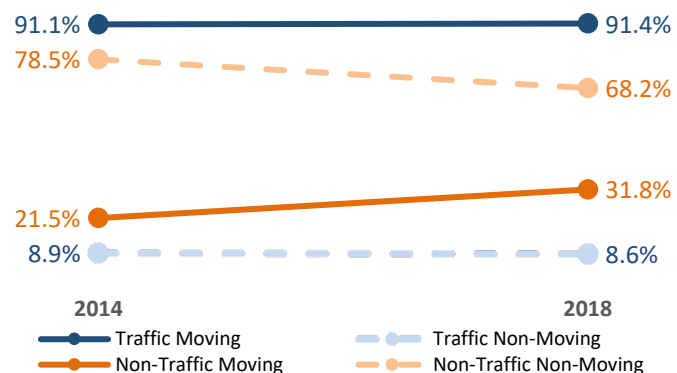
^ Unknown / Other options were removed as an available option on June 27, 2018.

Across all divisions, there have been virtually no changes in the stop demographics of pedestrians over the last five years. The most stopped group for the last five years, White pedestrians (72.2% in 2018) have declined slightly¹³¹, while the second most stopped group, Black / African Americans (16.6% in 2018), have increased slightly¹³². Pedestrians perceived to be Hispanic (5.2%), American Indian / Native American (2.6%), Asian (2.1%), Middle Eastern (0.5%), Native Hawaiian and Other Pacific Islander, or Unknown / Other (0.3%) are essentially unchanged.

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 likely¹³³ 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

Figure 16. A majority of pedestrians stopped by Non-Traffic officers are for Non-Moving Violations



¹³¹ $p < .30$, $r^2 = .34$

¹³² $p < .24$, $r^2 = .43$

¹³³ $\chi^2 = 92.131$, $p < .001$, $df = 1$

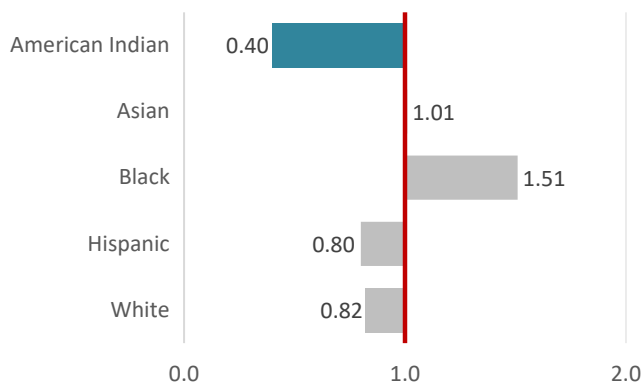
mainly stop pedestrians for Non-Moving Violations. There have been no significant changes for either division over the past five years, even with the overall decline in total pedestrian stops. There are also no significant differences¹³⁴ in the stop patterns between pedestrians of different perceived racial groups¹³⁵.

Search Rates

Pedestrians stopped by PPB officers are significantly more likely¹³⁶ to be searched than their driver counterparts, as 16.4 percent of all pedestrian stops ended in a search in 2018. Total pedestrian searches have decreased, but non-significantly, since 2014¹³⁷ when 22 percent of all stops ended in a search. Nearly all searches are conducted by Non-Traffic officers; Traffic officers only searched three pedestrians in 2018 while officers from other divisions searched 92 pedestrians. In 2018, no perceived racial / ethnic group was disparately searched when compared to 2018 stop rates.

Pedestrians perceived to be an American Indian or Alaskan Native were searched less than expected – but with only 15 stops in 2018, the measure is sensitive to small sample sizes. Search rates for all racial groups have remained steady since 2014.

Figure 17. Pedestrians were searched similar to 2018 stop rates



When contrasted against driver stops, pedestrians are searched significantly¹³⁸ differently. Since 2014, Probable Cause has been the primary search method utilized for pedestrians (53.9% in 2018), whereas officers only indicated that search type for 23 percent of stopped drivers. Conversely, only 38 percent of pedestrians searched in 2018 were with consent, whereas a majority (55.9%) of drivers were. In fact, only 8 percent of all stopped pedestrians were asked to consent to a voluntary search in the second half of 2018, with more than 90 percent assenting. Pedestrians perceived to be Black / African American¹³⁹ were asked to consent to a search at twice the rate of White pedestrians; however, the difference was non-significant¹⁴⁰.

Table 13. No significant differences exist for 2018 in consent search request rates.

Race/Ethnicity	Consent Search	
	Requests	Rate
American Indian/Alaskan	1	7.7%
Asian	0	0.0%
Black/African American	12	13.6%
Hispanic or Latino	3	10.3%
Middle Eastern	0	0.0%
Native Hawaiian	1	33.3%
White	22	6.2%
Total	39	7.8%

¹³⁴ $\chi^2 = 4.700, p < .33, df = 4$

¹³⁵ Middle Eastern, Native Hawaiian or Other Pacific Islander, and Unknown / Other pedestrians are excluded from all statistical analyses due to small sample sizes.

¹³⁶ $\chi^2 = 109.587, p < .001, df = 1$

¹³⁷ $p < .45, r^2 = .20$

¹³⁸ $\chi^2 = 47.558, p < .001, df = 2$

¹³⁹ Asian and Hispanic / Latino pedestrians were excluded due to small sample sizes.

¹⁴⁰ $\chi^2 = 3.587, p < .001, df = 1$

Table 14. Probable Cause searches are the most likely search to be conducted on stopped pedestrians.

Traffic	Total Subjects Searched			Search Type									
	Race/Ethnicity	Searches	Rate	Plain View*		Consent		Probable Cause		Reasonable Suspicion*		Weapon Patdown	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	0	0.0%	--	--	--	--	--	--	--	--	--	--
	Asian	0	0.4%	--	--	--	--	--	--	--	--	--	--
	Black/African American	1	14.3%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
	Hispanic or Latino	0	0.0%	--	--	--	--	--	--	--	--	--	--
	Middle Eastern*	0	0.0%	--	--	--	--	--	--	--	--	--	--
	Native Hawaiian*	0	0.0%	--	--	--	--	--	--	--	--	--	--
	White	2	3.6%	0	0.0%	0	0.0%	1	50.0%	0	0.0%	2	100.0%
Unknown/Other^	0	0.0%	--	--	--	--	--	--	--	--	--	--	
Total	3	4.3%	0	0.0%	0	0.0%	2	66.7%	0	0.0%	2	66.7%	

Non-Traffic	Total Subjects Searched			Search Type									
	Race/Ethnicity	Searches	Rate	Plain View*		Consent		Probable Cause		Reasonable Suspicion*		Weapon Patdown	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	1	7.7%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%
	Asian	2	25.0%	0	0.0%	1	50.0%	1	50.0%	0	0.0%	0	0.0%
	Black/African American	21	23.6%	0	0.0%	11	52.4%	9	42.9%	0	0.0%	3	14.3%
	Hispanic or Latino	4	13.8%	0	0.0%	3	75.0%	1	25.0%	0	0.0%	0	0.0%
	Middle Eastern*	0	0.0%	--	--	--	--	--	--	--	--	--	--
	Native Hawaiian*	1	33.3%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%
	White	63	17.3%	2	18.2%	19	30.2%	38	60.3%	2	3.8%	6	9.5%
Unknown/Other^	0	0.0%	--	--	--	--	--	--	--	--	--	--	
Total	92	18.0%	2	13.3%	36	39.1%	49	53.3%	2	2.6%	9	9.8%	

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^ Unknown / Other options were removed as an available option on June 27, 2018.

* Plain View was removed as an available search type option on June 27, 2018.

* "Reasonable Search" was added as an available search type on June 27, 2018.

Contraband Hit Rates

Illegal contraband was found on a majority of pedestrians searched by PPB personnel in 2018. Successful search rates have slightly decreased since 2014, but a non-significant¹⁴¹ rate. Weapon Pat Down and Reasonable Suspicion searches were the only search types to be unsuccessful the majority of the time in pedestrian searches, with Probable Cause searches the most successful. There were no significant differences¹⁴² in 2018 between pedestrians perceived to be White or Black / African American in successful searches.

Table 15. Probable Cause searches are the most successful at uncovering contraband.

Search Type	Total Searches	Found Contraband	
	Count	Count	Percent
Consent	36	18	50.0%
Plain View*	2	1	50.0%
Reasonable Suspicion*	2	0	0.0%
Probable Cause	51	29	56.9%
Weapon Pat	11	3	27.3%

* Plain View was removed as an available search type option on June 27, 2018.

* "Reasonable Search" was added as an available search type on June 27, 2018.

Table 16. Drugs are the most commonly recovered contraband in pedestrian searches.

Race/Ethnicity	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	1	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%	1	50.0%	0	0.0%
Black/African American	22	12	54.5%	0	0.0%	9	40.9%	3	13.6%	0	0.0%	2	9.1%
Hispanic or Latino	4	4	100.0%	1	25.0%	2	50.0%	1	25.0%	1	25.0%	1	25.0%
Middle Eastern*	0	--	--	--	--	--	--	--	--	--	--	--	--
Native Hawaiian*	1	1	100.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%
White	65	30	46.2%	5	7.7%	16	24.6%	7	10.8%	3	4.6%	3	4.6%
Unknown/Other^	0	--	--	--	--	--	--	--	--	--	--	--	--
Total	95	48	50.5%	6	6.3%	28	29.5%	11	11.6%	5	5.3%	6	6.3%

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^ Unknown / Other options were removed as an available option on June 27, 2018.

$$^{141} p < .29, r^2 = .36$$

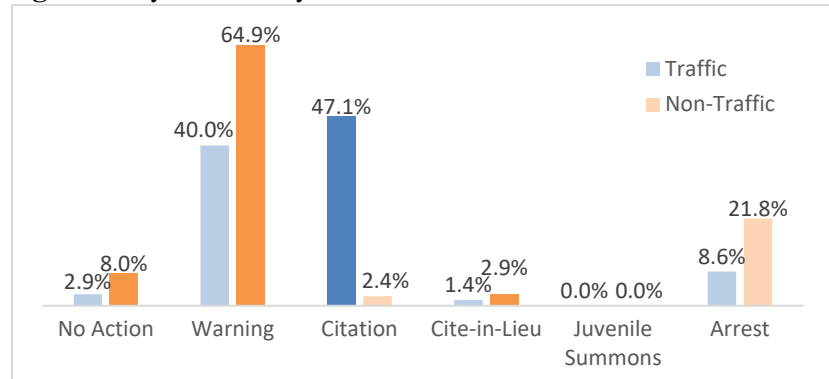
$$^{142} \chi^2 = 0.464, p < .50, df = 1$$

Stop Outcomes

Portland Police Bureau officers end pedestrian stops with significantly different outcomes¹⁴³ than driver stops. Pedestrians are significantly less likely to receive a citation for their offenses while being significantly more likely to receive a warning, be cited-in-lieu of an arrest, arrested, or receive no enforcement action.

There have been no significant changes in pedestrian stop outcomes over the past five years. Traffic officers are significantly more likely to issue citations, while officers from Patrol, investigations, and other support divisions are significantly more likely to arrest pedestrians and issue warnings¹⁴⁴, which highlights their heightened involvement in crime reduction and prevention missions.

Figure 18. Pedestrians stopped by Non-Traffic officers are significantly more likely to be arrested or warned than cited.



No analyses could be conducted on difference between the different operational groups and the perceived race of the stopped pedestrian due to small stop rates. However, across all Bureau personnel, there are no significant differences¹⁴⁵ between stop disposition and perceived race / ethnicity of the pedestrian. A full logistic regression revealed no significant predictors, including race, reason for stop, and search outcomes, for whether any action is taken¹⁴⁶ or an arrest¹⁴⁷ is made.

Table 17. Bureau personnel are more likely to warn Black / African American pedestrians while issuing citation to stopped White pedestrians.

Traffic	Total Stops			Enforcement Action											
	Race/Ethnicity	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons#		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	2	2.9%	0	0.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%
	Asian	4	5.7%	0	0.0%	2	50.0%	2	50.0%	0	0.0%	0	0.0%	0	0.0%
	Black/African American	7	10.0%	0	0.0%	2	28.6%	3	42.9%	0	0.0%	0	0.0%	2	28.6%
	Hispanic or Latino	1	1.4%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
	Middle Eastern*	0	0.0%	--	--	--	--	--	--	--	--	--	--	--	--
	Native Hawaiian*	0	0.0%	--	--	--	--	--	--	--	--	--	--	--	--
	White	55	78.6%	2	3.6%	22	40.0%	27	49.1%	1	1.8%	0	0.0%	3	5.5%
Unknown/Other^	1	1.4%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	
Total	70	100.0%	2	2.9%	28	40.6%	33	47.8%	1	1.4%	0	0.0%	6	8.7%	
Non-Traffic	Total Stops			Enforcement Action											
	Race/Ethnicity	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons#		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
	American Indian/Alaskan	13	2.5%	0	0.0%	8	61.5%	0	0.0%	2	15.4%	0	0.0%	3	23.1%
	Asian	8	1.6%	0	0.0%	4	50.0%	0	0.0%	1	12.5%	0	0.0%	3	37.5%
	Black/African American	89	17.5%	6	6.7%	59	66.3%	2	2.2%	2	2.2%	0	0.0%	20	22.5%
	Hispanic or Latino	29	5.7%	0	0.0%	21	72.4%	1	3.4%	0	0.0%	0	0.0%	7	24.1%
	Middle Eastern*	3	0.6%	1	33.3%	2	66.7%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
	Native Hawaiian*	3	0.6%	0	0.0%	2	66.7%	0	0.0%	0	0.0%	0	0.0%	1	33.3%
	White	364	71.4%	34	9.3%	234	64.3%	9	2.5%	10	2.7%	0	0.0%	77	21.2%
Unknown/Other^	1	0.2%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	
Total	510	100.0%	41	8.3%	331	66.9%	12	2.4%	15	3.0%	0	0.0%	111	22.4%	

* Middle Eastern and Native Hawaiian options were added as an available option on June 27, 2018.

^c Unknown / Other options were removed as an available option on June 27, 2018.

^a In prior analysis years, "Cite-in-Lieu" was combined with "Arrest."

^b "Juvenile Summons" was added as an available disposition on June 27, 2018.

$$^{143} \chi^2 = 637.526, p < .001, df = 4$$

$$^{144} \chi^2 = 173.371, p < .001, df = 4$$

$$^{145} \chi^2 = 11.875, p < .46, df = 12$$

$$^{146} \chi^2 = 6.908, p < .55, df = 8$$

$$^{147} \chi^2 = 5.771, p < .68, df = 8$$

APPENDIX A: DATA AND METHODOLOGY

Data Collection History

During the 69th Legislative Assembly in 1997, the Oregon State Legislature passed HB 2433 which required all law enforcement agencies to adopt specific policies prohibiting stops and searches “motivated by the officer’s perception of race, color, sex, or national origin” and to collect data on the topic. The Traffic Stop Data Collection committee, of the Governor’s Public Safety Planning and Policy Council, formed the minimum standards for a voluntary data collection program for stopped subject demographics. The work of that committee, with input from community partners and law enforcement agencies around the state, led to the development and passage of SB 415 in 2001 which encourage state law enforcement to voluntarily create and launch a standardized stops data collection program and provide public reports on demographics and stop outcomes. Concurrently in the year 2000, a panel of community leaders and PPB representatives was convened to help reduce concerns regarding racial profiling in the City of Portland. The Blue Ribbon Panel recommended the Bureau create a data collection documenting the perceived demographics of the stopped subject and police actions during the stop, including search and outcome information.

Sworn personnel from the Portland Police Bureau first began reporting subject demographics, search patterns, and stop outcomes on all officer-initiated driver, pedestrian, and bicycle stops (initially termed “contacts”) in 2001. The data collection process went through minor revisions until February 2003 with the launch of the Stops Data Collection (SDC) system – the first Bureau-wide standardized system that was integrated and accessible with issued Mobile Digital Computers (MDCs). The Stops Data Collection (see Appendix B) operated untouched for the next 8 years until Late 2011 when the system was updated with an automated auditing and tracking tool to increase accountability and compliance with Bureau data collection policies. The new SDC also increased the number of data collection points to better reflect national best-practices.

In 2017, the 79th Legislative Assembly of the Oregon State Legislature passed HB 2355 (codified as ORS 131.930 through 131.945) which instituted the first mandatory data collection policy for all law enforcement agencies in the State beginning on June 1, 2018 for large agencies such as the Portland Police Bureau. The law mandate minor changes¹⁴⁸ to PPB’s data collection to become compliant with the new State standards. The Bureau also took the opportunity to refine, modernize, and enhance the existing Stops Data Collection (SDC) system before launching the new Stops application (see Appendix C) on June 27, 2018. The application also submits a copy of all Stops records quarterly to the State of Oregon Criminal Justice Commission (CJC) for mandatory reporting and analysis.

Data Source

The Stops application, like the SDC before it, 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

¹⁴⁸ About 85 percent of required data points were already being collected by the Bureau prior to HB 2355.

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 stops reports that are outstanding to ensure complete data collection.

Through the lifespan of the Stops Data Collection system from January 1, 2012 through June 26, 2018, law enforcement personnel completed 341,779 masks related to the contact of a community member. The majority of masks (85.4%) 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 (13.8%), 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 18. About 85 percent of flagged interactions are verified as legitimate stops in the SDC system.

	2012		2013		2014		2015		2016		2017		2018	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Completed Stops	68,968	89.4%	68,050	89.1%	53,191	83.7%	31,483	78.8%	33,290	83.8%	22,476	82.7%	14,759	82.9%
Passenger Stops	448	0.6%	363	0.5%	312	0.5%	244	0.6%	300	0.8%	198	0.7%	145	0.8%
Non-PPB Initiated Stops	23	0.0%	49	0.1%	63	0.1%	122	0.3%	18	0.0%	7	0.0%	0	0.0%
Canceled Stops	7,670	9.9%	7,947	10.4%	10,020	15.8%	8,112	20.3%	6,117	15.4%	4,509	16.6%	2,895	16.3%
Total	77,109	100%	76,409	100%	63,586	100%	39,961	100%	39,725	100%	27,190	100%	17,799	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.

From the launch of the new Stops application on June 27, 2018, PPB personnel completed 16,687 masks related to the contact of a community member. Prior to launch of the new Stops application, additional training was delivered to officers to reduce the number of interactions incorrectly classified as Stops. Additionally, the application was reconfigured to only trigger stops initiated by PPB personnel. To date, the number of masks representing a completed driver or pedestrian stop (90.2%) is higher than the SDC system, with fewer interactions classified as a canceled stop (9.4%).

Table 19. About 90 percent of interactions in the new Stops app were analyzed.

	2018	
	Count	Percent
Completed Stops	15,206	90.2%
Passenger Stops	81	0.5%
Non-PPB Initiated Stops	0	0.0%
Canceled Stops	1,580	9.4%
Total	16,867	100%

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.

State-mandated changes to stops data collection variables complicate comparisons to prior years. For perceived gender questions, Binary (X) was added as an option while the Unknown category was removed. Two new race/ethnicity categories were also added: Middle Eastern and Native Hawaiian or Other Pacific Islander while the Other and Unknown categories were removed. The changes to the perceived race category add additional analysis complications as the Middle Eastern category does not align with existing U.S. Census definitions and the State provided no guidance on how officers should meaningfully distinguish between the different perceived categories. It is impossible to know how the addition and removal of categories affected the classification of subjects into the racial / ethnic groups and gender categories that didn't change. Due to these modifications, any analysis of year-to-year trends should be approached with caution until the new stops application has been in place for at least three full years.

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 large number of stops initiated by PPB officers in the last five years, even though the overall trend is downward, makes 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 led to Native American / Alaskan Native, Native Hawaiian, and Middle Eastern entries to be excluded from most driver analyses and Asian, Hispanic, Native American / Alaskan Native, Native Hawaiian, and Middle Eastern 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 an odds 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-variables 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, or lack thereof. 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 B: STOPS DATA COLLECTION MASK

The Stops Data Collection (SDC) system was in place from late 2011 through June 27, 2018.

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		

APPENDIX C: STOPS APPLICATION

The new PPB Stops application launched on June 27, 2018.

Event ID: * Required

Stop Date: 8/1/2018 12:00:00 AM

Location: 1111 SW 2ND AVE

Nature of Stop: * Required

- ☐ Driver
- ☐ Bicycle
- ☐ Pedestrian
- ☐ Passenger

Perceived Race/Ethnicity: * Required

- ☐ American Indian or Alaskan Native
- ☐ Asian
- ☐ Black or African American
- ☐ Hispanic or Latino
- ☐ Middle Eastern
- ☐ Native Hawaiian or Other Pacific Islander
- ☐ White

Perceived Age: * Required

Cancel Reason:

- Duplicate
- Not a stop

Perceived Sex: * Required

- ☐ F (Female)
- ☐ M (Male)
- ☐ X (Non-Binary)

Reason for Stop: * Required

Consent search: * Required

- ☐ No consent search requested
- ☐ Consent search requested but denied
- ☐ Consent search completed

Non-Consent Search Conducted: * Required

- ☐ Yes
- ☐ No

Search Type (completed): * Required

- ☐ Probable Cause
- ☐ Reasonable Suspicion
- ☐ Weapon Patdown / Frisk

Search Findings: * Required

- ☐ Nothing Found
- ☐ Alcohol
- ☐ Drugs
- ☐ Stolen Property
- ☐ Weapon(s)
- ☐ Other Evidence

Stop Disposition: * Required

- ☐ No Action Taken
- ☐ Warning (Verbal or Written)
- ☐ Citation
- ☐ Cite-in-Lieu
- ☐ Juvenile Summons
- ☐ Arrest

Did the subject of the stop have a perceived mental health issue?: * Required

- ☐ Yes
- ☐ No
- ☐ Unknown

APPENDIX D: TYPES OF SEARCHES

Police officers may initiate one of four types of discretionary searches on drivers or pedestrians. Beginning on June 27, 2018, officers can select more than one search type per stop.

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. *(Note: This search type was discontinued on June 27, 2018).*
- **Probable Cause.** A search conducted when there is substantial objective basis to believe that more likely than not 1) a criminal offense is being, or has been committed and 2) items of evidence pertaining to that criminal offense are in a specific place to be searched. An example of this might include searching a subject's pockets for narcotics after an officer observed them selling drugs.
- **Reasonable Suspicion.** A search that is conducted based on an officer's belief that it is reasonable under the totality of the circumstances that exist at the time and place the officer conducts the search, that the officer will find contraband or evidence of a crime.
- **Weapons Pat or Frisk.** The external patting of a person's outer clothing justified by an officer's objectively reasonable suspicion, under the totality of the circumstances and based on specific and articulable facts, that the defendant poses an immediate threat of serious physical injury to the officer or others. 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 E: BIBLIOGRAPHY

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APPENDIX F: PERCEIVED GENDER ANALYSIS

The Portland Police Bureau collects data on the officer's perception of the race, gender¹⁴⁹, and age of all stopped drivers and pedestrians. Traffic¹⁵⁰ and Non-Traffic¹⁵¹ officers are stopping a significantly higher percentage of male drivers (65.3% in 2014 vs. 69.7% in 2018) over the past five years. Both divisions have also stopped an increasing number of male pedestrian subjects – but not significantly so for either division¹⁵². Traffic personnel stopped male drivers¹⁵³ and pedestrians¹⁵⁴ at a significantly lower rate than Non-Traffic personnel in 2018.

Table 20. Both operational divisions of the Bureau stop male drivers at similar rates.

		2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	Gender										
	Female	10,292	36.1%	8,667	36.1%	6,565	33.4%	3,482	32.7%	4,244	32.2%
	Male	18,090	63.5%	15,312	63.7%	12,899	65.7%	7,157	67.2%	8,920	67.7%
	Non-Binary*	--	--	--	--	--	--	--	--	2	0.0%
	Unknown^	96	0.3%	49	0.2%	182	0.9%	6	0.1%	7	0.1%
	Traffic Total	28,478	100%	24,028	100%	19,646	100%	10,645	100%	13,173	100%
Non-Traffic	Gender										
	Female	7,217	30.3%	4,886	28.9%	3,842	28.7%	3,199	27.5%	4,550	28.1%
	Male	16,031	67.4%	11,546	68.2%	9,393	70.1%	8,306	71.3%	11,566	71.3%
	Non-Binary*	--	--	--	--	--	--	--	--	25	0.2%
	Unknown^	538	2.3%	489	2.9%	158	1.2%	137	1.2%	71	0.4%
	Non-Traffic Total	23,786	100%	16,921	100%	13,393	100%	11,642	100%	16,212	100%

* Non-Binary was added as an available option on June 27, 2018.

^ Unknown was removed as an available option on June 27, 2018.

Table 21. Traffic and Non-Traffic officers stopped male pedestrians at a 3-to-1 ratio over females

		2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	Gender										
	Female	59	27.6%	20	23.3%	34	27.0%	17	24.6%	16	22.9%
	Male	155	72.4%	66	76.7%	91	72.2%	52	75.4%	53	75.7%
	Non-Binary*	--	--	--	--	--	--	--	--	1	1.4%
	Unknown^	0	0.0%	0	0.0%	1	0.8%	0	0.0%	0	0.0%
	Traffic Total	214	100%	86	100%	126	100%	69	100%	70	100%
Non-Traffic	Gender										
	Female	137	19.2%	40	20.2%	29	23.2%	30	25.0%	65	12.7%
	Male	571	80.1%	151	76.3%	92	73.6%	88	73.3%	442	86.7%
	Non-Binary*	--	--	--	--	--	--	--	--	2	0.4%
	Unknown^	5	0.7%	7	3.5%	4	3.2%	2	1.7%	1	0.2%
	Non-Traffic Total	713	100%	198	100%	125	100%	120	100%	510	100%

* Non-Binary was added as an available option on June 27, 2018.

^ Unknown was removed as an available option on June 27, 2018.

¹⁴⁹ On June 27, 2018, the PPB added “Non-Binary” as a data collection option and removed “Unknown.”

¹⁵⁰ $p < .006$, $r^2 = .95$

¹⁵¹ $p < .009$, $r^2 = .93$

¹⁵² Traffic: $p < .51$, $r^2 = .16$; Non-Traffic: $p < .64$, $r^2 = .08$

¹⁵³ $\chi^2 = 110.632$, $p < .001$

¹⁵⁴ $\chi^2 = 5.402$, $p < .03$

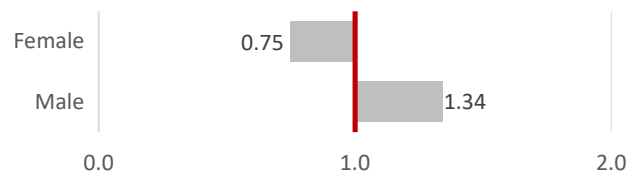
When analyzing stops data for disparities by race, PPB utilizes two different benchmarks that are tailored to the differing mission of Traffic Division and the Non-Traffic divisions. The use of the Crime Victimization benchmark as a proxy for subjects that may be working, living, recreating, or transiting in an area is supported by the literature. However, the literature shows that no single measure explains potential gender differences by geographic location, with age and physical activity¹⁵⁵, economic factors¹⁵⁶, and sexual preference¹⁵⁷ all contributing to locale-based gender differences. Furthermore, women are also more likely to report being victims of violent crimes¹⁵⁸. Without comprehensive research on how these known and unknown factors contribute to geographic place-making in Portland, it is improper to use crime victimization as a proxy for potential police contact by gender.

Table 22. 2018 Injury Collision Statistics, by Gender of Drivers

Gender	2018	
	Count	Percent
Female	545	36.5%
Male	950	63.5%
Total	1,495	100.0%

Instead, the reported gender¹⁵⁹ of drivers involved in injury collisions in 2017 was used as a benchmark for driver stops by all divisions. In the analysis of driver's race, this benchmark is used for stops by Traffic officers only. Based on the reported gender of individuals involved in injury collisions, drivers are stopped similar to expected rates. No comparable benchmark exists for pedestrian stops, so no analysis was conducted.

Figure 19. Drivers are stopped at rates similar to the 2018 Injury Collision Benchmark



¹⁵⁵ Pollard, T.M. & Wagnild, J.M. (2017). Gender differences in walking (for leisure, transport, and in total) across adult life: a systematic review. *BMC Public Health*, 17.

¹⁵⁶ Chetty, R., Hendren, N., Lin, F., Majerovitz, J., & Scuderi, B. (2016). *Childhood environment and gender gaps in adulthood (Working Paper No. 21936)*. Cambridge, MA: National Bureau of Economic Research.

¹⁵⁷ Diehm, J. (2018, June). Men are from Chelsea, Women are from Park Slope: How “gayborhoods” in 15 major American cities are divided by gender. Retrieved from <https://pudding.cool/2018/06/gayborhoods/>.

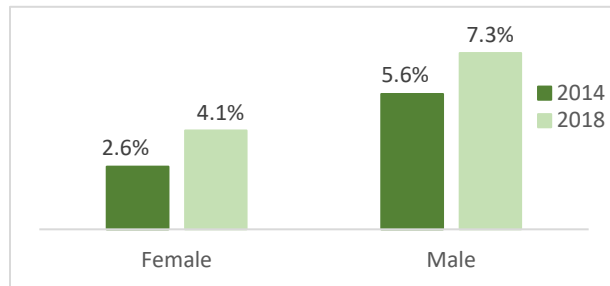
¹⁵⁸ Morgan, R.E., & Truman, J.L. (2018). *Criminal Victimization, 2017* (NCJ 252472). Washington, D.C.: Bureau of Justice Statistics, U.S. Department of Justice.

¹⁵⁹ The PPB's records management system, RegIN, does not include “Non-Binary” as possible gender category so the group cannot be included in any benchmark analyses.

Search Rates by Gender

Search rates, based on perceived gender, have changed little over the last five years. Males and females were both searched more than they were five years ago, but the increase for both groups

Figure 20. Search rates have remained statistically stable for gender groups since 2014



was non-significant¹⁶⁰. Stopped female subjects were searched using significantly different methods¹⁶¹ than male subjects, with female subjects more likely to be searched using Plain View methods with male subjects more likely to be searched with Consent. All search types for each perceived gender have been statistically stable over the past five years except for Plain View which has seen a significantly increase¹⁶² for female subjects since 2014.

Table 23. Male and female subjects are searched with different search types.

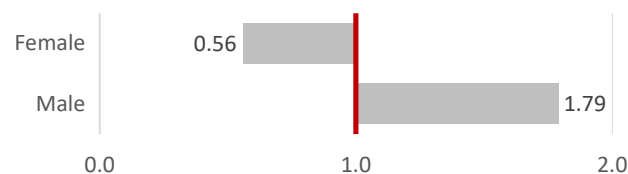
Gender	Total Subjects Searched		Search Type									
	Searches	Rate	Plain View		Consent		Probable Cause		Reasonable Suspicion		Weapon Patdown	
			Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Female	365	4.1%	113	48.5%	150	41.1%	94	25.8%	3	2.3%	13	3.6%
Male	1,521	7.3%	232	27.1%	887	58.3%	371	24.4%	19	2.9%	55	3.6%
Non-Binary*	0	0.0%	--	--	--	--	--	--	--	--	--	--
Unknown^	6	7.6%	1	16.7%	3	50.0%	1	16.7%	--	--	1	16.7%
Total	1,892	27.7%	346	31.6%	1,040	55.0%	466	24.6%	22	2.8%	69	3.6%

* Non-Binary was added as an available option on June 27, 2018.

^ Unknown was removed as an available option on June 27, 2018.

Portland Police officers displayed differential search patterns for stopped drivers based on the subject's perceived gender – but not disparately so. Male drivers were searched significantly more than their female counterparts¹⁶³, mainly due to the searching practices of Non-Traffic officers who searched Males significantly more than expected¹⁶⁴ whereas Traffic officers showed no significant differences. Despite the significant differences, PPB officers did not search Males at a disparate rate when compared to overall stop rates.

Figure 21. Subjects of different perceived genders were not searched at disparate rates when compared to stop rates



Contraband Hit Rates

Male subjects stopped and searched by PPB officers were significantly more likely¹⁶⁵ to be found with contraband than their female counterparts. In 2018, Males were found with contraband in

¹⁶⁰ Female: $p < .10$, $r^2 = .66$; Male: $p < .23$, $r^2 = .43$

¹⁶¹ $\chi^2 = 56.458$, $p < .001$, $df = 4$

¹⁶² $p < .04$, $r^2 = .83$

¹⁶³ $\chi^2 = 109.441$, $p < .001$, $df = 1$

¹⁶⁴ $\chi^2 = 86.521$, $p < .001$, $df = 1$

¹⁶⁵ $\chi^2 = 3.870$, $p < .05$, $df = 1$

39.0% of searches, while Females were found with contraband in 33.4% of searches. Drugs were the most commonly found items for both groups, followed by Weapons, Alcohol, Other Contraband, and Stolen Property for Males and Alcohol, Weapons, Other Contraband, and Stolen Property for Females.

Table 24. Illicit drugs are the most commonly uncovered item during subject searches.

Gender	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Female	365	122	33.4%	21	5.8%	74	20.3%	18	4.9%	13	3.6%	21	5.8%
Male	1,521	593	39.0%	107	7.0%	337	22.2%	151	9.9%	51	3.4%	89	5.9%
Non-Binary*	0	--	--	--	--	--	--	--	--	--	--	--	--
Unknown^	6	3	50.0%	0	0.0%	1	16.7%	2	33.3%	0	0.0%	1	16.7%
Total	1,892	718	37.9%	128	6.8%	412	21.8%	171	9.0%	64	3.4%	111	5.9%

* Non-Binary was added as an available option on June 27, 2018.

^ Unknown was removed as an available option on June 27, 2018.

Stop Outcomes

Male and Female subjects had significantly different stop dispositions¹⁶⁶ when stopped by a Portland Police Bureau officer from either division¹⁶⁷. Male subjects were significantly more likely¹⁶⁸ to be arrested than Female subjects, with Female subjects significantly more likely¹⁶⁹ to receive a citation. The progressive nature of a stop, and the multiple decision points within the interaction, make it difficult to discern what role, if any, gender bias plays in stop disposition.

Table 25. Male subjects, especially those stopped by Non-Traffic officers, were significantly more likely to be arrested.

Traffic	Total Stops		Enforcement Action												
	Gender	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Female	4,260	32.2%	32	0.8%	767	18.0%	3,405	79.9%	12	0.3%	0	0.0%	44	1.0%	
Male	8,973	67.8%	66	0.7%	1,493	16.6%	7,175	80.0%	31	0.3%	0	0.0%	208	2.3%	
Non-Binary*	3	0.0%	1	33.3%	0	0.0%	2	66.7%	0	0.0%	0	0.0%	0	0.0%	
Unknown^	7	0.1%	0	0.0%	3	42.9%	3	42.9%	0	0.0%	0	0.0%	1	14.3%	
Total	13,243	100.0%	99	0.8%	2,263	17.1%	10,585	80.2%	43	0.3%	0	0.0%	253	1.9%	

Non-Traffic	Total Stops		Enforcement Action												
	Gender	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Female	4,615	27.6%	158	3.4%	3,656	79.2%	557	12.1%	11	0.2%	1	0.0%	232	5.0%	
Male	12,008	71.8%	492	4.1%	9,093	75.7%	1,401	11.7%	31	0.3%	2	0.0%	989	8.2%	
Non-Binary*	27	0.2%	5	18.5%	19	70.4%	2	7.4%	0	0.0%	0	0.0%	1	3.7%	
Unknown^	72	0.4%	15	20.8%	42	58.3%	7	9.7%	1	1.4%	0	0.0%	7	9.7%	
Total	16,722	100.0%	670	4.0%	12,810	76.8%	1,967	11.8%	43	0.3%	3	0.0%	1,229	7.4%	

* Non-Binary was added as an available option on June 27, 2018.

^ Unknown was removed as an available option on June 27, 2018.

* In prior analysis years, "Cite-in-Lieu" was combined with "Arrest."

^b "Juvenile Summons" was added as an available disposition on June 27, 2018.

¹⁶⁶ $\chi^2 = 113.686, p < .001, df = 4$

¹⁶⁷ Traffic: $\chi^2 = 28.582, p < .001, df = 4$; Non-Traffic: $\chi^2 = 56.431, p < .001, df = 4$

¹⁶⁸ $\chi^2 = 89.566, p < .001, df = 1$

¹⁶⁹ $\chi^2 = 36.336, p < .001, df = 1$

APPENDIX G: PERCEIVED AGE ANALYSIS

Table 26. Adults aged 25 or Older are the most commonly stopped group of drivers.

	Age	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	Under 16	16	0.1%	11	0.0%	7	0.0%	6	0.1%	4	0.0%
	16 to 24	5,188	18.2%	4,590	19.1%	3,617	18.4%	1,976	18.6%	2,418	18.4%
	25 or Over	23,178	81.4%	19,379	80.7%	15,755	80.2%	8,618	81.0%	10,738	81.5%
	Unknown^	96	0.3%	48	0.2%	267	1.4%	45	0.4%	13	0.1%
	Traffic Total	28,478	100%	24,028	100%	19,646	100%	10,645	100%	13,173	100%
Non-Traffic	Under 16	50	0.2%	45	0.3%	37	0.3%	16	0.1%	25	0.2%
	16 to 24	4,899	20.6%	3,694	21.8%	2,892	21.6%	2,490	21.4%	2,967	18.3%
	25 or Over	18,213	76.6%	12,613	74.5%	10,250	76.5%	8,969	77.0%	13,128	81.0%
	Unknown^	624	2.6%	569	3.4%	214	1.6%	167	1.4%	92	0.6%
	Non-Traffic Total	23,786	100%	16,921	100%	13,393	100%	11,642	100%	16,212	100%

^ Unknown was removed as an available option on June 27, 2018.

Table 27. Traffic and Non-Traffic officers stopped different ages of pedestrians at similar rates.

	Age	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	Under 16	2	0.9%	0	0.0%	1	0.8%	0	0.0%	0	0.0%
	16 to 24	45	21.0%	17	19.8%	26	20.6%	10	14.5%	8	11.4%
	25 or Over	167	78.0%	69	80.2%	98	77.8%	59	85.5%	62	88.6%
	Unknown^	0	0.0%	0	0.0%	1	0.8%	0	0.0%	0	0.0%
	Traffic Total	214	100%	86	100%	126	100%	69	100%	70	100%
Non-Traffic	Under 16	5	0.7%	2	1.0%	1	0.8%	1	0.8%	4	0.8%
	16 to 24	145	20.3%	48	24.2%	25	20.0%	15	12.5%	49	9.6%
	25 or Over	555	77.8%	142	71.7%	95	76.0%	102	85.0%	457	89.6%
	Unknown^	8	1.1%	6	3.0%	4	3.2%	2	1.7%	0	0.0%
	Non-Traffic Total	713	100%	198	100%	125	100%	120	100%	510	100%

^ Unknown was removed as an available option on June 27, 2018.

After the completion of the stop, Portland Police Bureau officers indicate their perception of the stopped subject's perceived age¹⁷⁰. Since 2014, the 25 or Over group has always been the most stopped group, representing 79.2 percent of all stops, followed by 16 to 24 (19.5%), Unknown (1.2%), and Under 16 (0.1%). Stop rates for drivers have remained unchanged for each age group¹⁷¹, varying by one to two percentage points each year. That is in contrast to pedestrian stops, where 16 to 24 year olds have been stopped significantly less¹⁷² over the past five years, increasing the rate at which 25 and Over drivers have been stopped – although at a non-significant rate¹⁷³. Traffic officers

¹⁷⁰ Prior to June 27, 2018, officers indicated the subject's perceived age in four broad categories: Under 16, 16 to 24, 25 or Over, and Unknown. After June 27, the officer enters an integer (i.e., 35) based on their perception or the subject's actual age from their state-issued identification. All integers were converted to categories to ease interpretation and comparison over time.

¹⁷¹ 25 and Over: $p < .24$, $r^2 = .42$; 16 to 24: $p < .45$, $r^2 = .20$; Under 16: $p < .12$, $r^2 = .62$

¹⁷² $p < .05$, $r^2 = .78$

¹⁷³ $p < .07$, $r^2 = .72$

were significantly less likely¹⁷⁴ to report stopping Unknown or Under 16 drivers than Non-Traffic officers with no significant differences¹⁷⁵ between the two divisions for pedestrian stop rates.

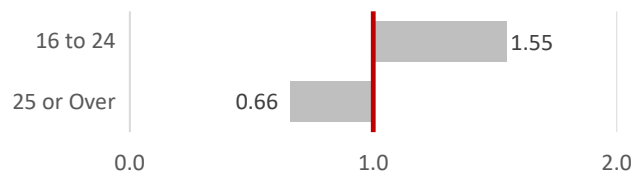
Similar to gender analyses, there are no research-supported benchmarks assessing whether officers potentially display bias when choosing to stop a driver based on their perceived age. It's further complicated by the fact that age is not a protected class when it comes to insurance risk analyses¹⁷⁶, with the State explicitly allowing differential rates¹⁷⁷ for drivers under 25 and over 55 (without an authorized prevention course) due to their risk of being involved in a motor vehicle collision. If officers are making stops based on dangerous driving behaviors, there is a likelihood that a greater number of young drivers (and those 55 or over) would be stopped when compared to their population rate. Nationally, there are also significant differences when it comes to crime victimization based on the victim's age, making any victimization benchmark problematic¹⁷⁸.

Table 28. 2018 Injury Collision Statistics, by Age of Drivers

Age	2018	
	Count	Percent
Under 16	4	0.3%
16 to 24	190	12.7%
25 or Over	1,301	87.0%
Total	1,495	100.0%

Accounting for the factors discussed above, the Injury Collision Benchmark (based on the age of involved drivers) was used for all operational groups of the Bureau. Based on the reported perceived age of stopped drivers involved in injury collisions, drivers are stopped similar to expected rates across the Bureau. No comparable benchmark exists for pedestrian stops, so no analysis was conducted.

Figure 22. Drivers are stopped at rates similar to the 2017 Injury Accident Benchmark



¹⁷⁴ $\chi^2 = 61.838, p < .001, df = 3$

¹⁷⁵ $\chi^2 = 0.177, p < .68, df = 1$

¹⁷⁶ OAR 836-080-0055

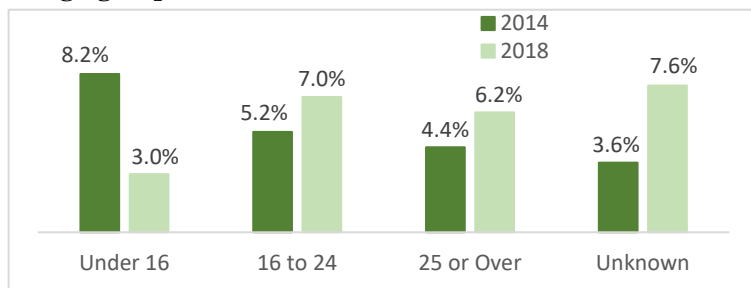
¹⁷⁷ ORS 742.490

¹⁷⁸ Morgan, R.E., & Truman, J.L. (2018). *Criminal Victimization, 2017* (NCJ 252472). Washington, D.C.: Bureau of Justice Statistics, U.S. Department of Justice.

Search Rates by Age Group

PPB officers have not significantly¹⁷⁹ changed their search patterns for stopped subjects over the past five years. All groups were searched most often by consent in 2018 (55.0%), followed by Plan

Figure 23. Search rates have remained statistically stable for all age groups since 2014



View (31.6%), and Probable Cause (24.6%), with smaller differences between the different groups for Weapons Pat Down (3.6%) and Reasonable Suspicion (2.8%). There are slight statistical differences¹⁸⁰ between the stop patterns for the 16 to 24 group and the 25 or Over group¹⁸¹, the 16 to 24 group being significantly more likely to be searched with Consent, while the 25

or Over group were more likely to be searched using Plain View or Probable Cause.

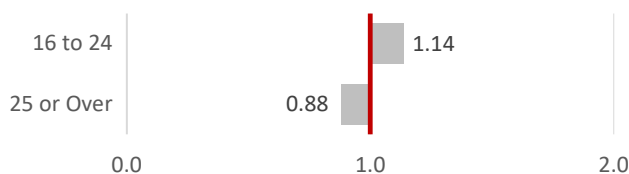
Table 29. Subjects perceived to be 16 to 24 are searched more often with Consent than other groups.

Age	Total Searches		Search Type									
	Searches	Rate	Plain View		Consent		Probable Cause		Reasonable Suspicion		Weapon Patdown	
			Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Under 16	1	3.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
16 to 24	382	7.0%	45	19.3%	257	67.3%	71	18.6%	7	4.7%	14	3.7%
25 or Over	1,501	6.2%	301	35.2%	779	51.9%	391	26.0%	15	2.3%	54	3.6%
Unknown^	8	7.6%	0	0.0%	4	50.0%	3	37.5%	--	--	1	12.5%
Total	1,892	6.3%	346	31.6%	1,040	55.0%	466	24.6%	22	2.8%	69	3.6%

^ Unknown was removed as an available option on June 27, 2018.

Portland Police officers displayed differential search patterns for stopped subjects based on the subject's perceived age – but not disparately so. Subjects perceived to be 16 to 24 were searched significantly more¹⁸² than other subjects with 25 or Over subjects significantly less likely to be searched¹⁸³; however, neither group was substantially outside their expected search rates based on their 2018 stop rates. Under 16 and drivers with an Unknown age could not be compared in the disparity analysis due to small stop rates; however, they were not searched significantly different than expected.

Figure 24. Subjects of different perceived age groups were not searched at disparate rates when compared to stop rates



¹⁷⁹ 25 or Over: $p < .18$, $r^2 = .51$; 16 to 24: $p < .16$, $r^2 = .55$; Under 16: $p < .74$, $r^2 = .04$

¹⁸⁰ $\chi^2 = 33.045$, $p < .001$, $df = 4$

¹⁸¹ Minors were not analyzed due to small stop rates

¹⁸² $\chi^2 = 5.676$, $p < .02$, $df = 1$

¹⁸³ $\chi^2 = 296.962$, $p < .001$, $df = 1$

Contraband Hit Rates

Subjects across multiple age groups that were stopped and searched by Portland Police Bureau officers were nearly statistically equal¹⁸⁴ in their found contraband hit rates. The 16 to 24 group were most likely to have been discovered with Contraband (38.2% in 2018), slightly ahead of the hit rate for the 25 or Over group (37.8%). Drugs were the most found contraband for both groups, followed by Weapons and Alcohol.

Table 30. Contraband hit rates are similar for all perceived age groups.

Age	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Under 16	1	1	100.0%	0	0.0%	1	100.0%	1	100.0%	0	0.0%	0	0.0%
16 to 24	382	146	38.2%	34	8.9%	72	18.8%	43	11.3%	7	1.8%	18	4.7%
25 or Over	1,501	568	37.8%	94	6.3%	338	22.5%	126	8.4%	57	3.8%	92	6.1%
Unknown^	8	3	37.5%	0	0.0%	1	12.5%	1	12.5%	0	0.0%	1	12.5%
Total	1,892	718	37.9%	128	6.8%	412	21.8%	171	9.0%	64	3.4%	111	5.9%

^ Unknown was removed as an available option on June 27, 2018.

Stop Outcomes

Stop dispositions reported by PPB officers varied significantly¹⁸⁵ by the perceived age of the stopped subject. Subjects perceived to be 25 or Over were significantly more likely to receive no enforcement action¹⁸⁶, a warning¹⁸⁷, or arrested¹⁸⁸ whereas subjects perceived to be 16 to 24 were significantly more likely to receive a citation¹⁸⁹.

Table 31. The 16 to 24 group were significantly more likely to receive a citation than older drivers.

Traffic	Total Stops		Enforcement Action												
	Age	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent		
	Under 16	4	0.0%	0	0.0%	0	0.0%	4	100.0%	0	0.0%	0	0.0%	0	0.0%
	16 to 24	2,426	18.3%	18	0.7%	311	12.8%	2,054	84.7%	9	0.4%	0	0.0%	34	1.4%
	25 or Over	10,800	81.6%	81	0.8%	1,948	18.0%	8,519	78.9%	34	0.3%	0	0.0%	218	2.0%
	Unknown^	13	0.1%	0	0.0%	4	30.8%	8	61.5%	0	0.0%	0	0.0%	1	7.7%
	Traffic Total	13,243	100.0%	99	0.8%	2,263	17.1%	10,585	80.2%	43	0.3%	0	0.0%	253	1.9%
Non-Traffic	Total Stops		Enforcement Action												
	Age	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested	
				Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent		
	Under 16	29	0.2%	4	13.8%	19	65.5%	5	17.2%	0	0.0%	0	0.0%	1	3.4%
	16 to 24	3,016	18.0%	97	3.2%	2,321	77.0%	397	13.2%	5	0.2%	2	0.1%	194	6.4%
	25 or Over	13,585	81.2%	547	4.0%	10,413	76.7%	1,561	11.5%	36	0.3%	1	0.0%	1,027	7.6%
	Unknown^	92	0.6%	22	23.9%	57	62.0%	4	4.3%	2	2.2%	0	0.0%	7	7.6%
	Non-Traffic Total	16,722	100.0%	670	4.0%	12,810	76.8%	1,967	11.8%	43	0.3%	3	0.0%	1,229	7.4%

^ Unknown was removed as an available option on June 27, 2018.

* In prior analysis years, "Cite-in-Lieu" was combined with "Arrest."

^b "Juvenile Summons" was added as an available disposition on June 27, 2018.

¹⁸⁴ 25 or Over: $\chi^2 = 0.036, p < .85, df = 1$; 16 to 24: $\chi^2 = 0.015, p < .91, df = 1$

¹⁸⁵ $\chi^2 = 30.821, p < .001, df = 4$

¹⁸⁶ $\chi^2 = 3.890, p < .05, df = 1$

¹⁸⁷ $\chi^2 = 9.500, p < .003, df = 1$

¹⁸⁸ $\chi^2 = 7.925, p < .005, df = 1$

¹⁸⁹ $\chi^2 = 25.217, p < .001, df = 1$

APPENDIX H: PERCEIVED MENTAL HEALTH STATUS ANALYSIS

The Portland Police Bureau began collecting officers' perceptions on the stopped subject's mental health status on October 1, 2014 as a component of the City's settlement with the United States Department of Justice¹⁹⁰. Officers are mandated to indicate whether they perceive if the subject has a mental health issue by using one of three options: Yes, No, or Unknown. Since the last quarter of 2014, officers have submitted their perceptions on subject's mental health status for 125,762 stopped drivers and pedestrians¹⁹¹. Over that timeframe, significantly¹⁹² fewer subjects are being classified as Unknown (18.8% in 2014 vs. 4.2% in 2018) with a significant increase¹⁹³ in the percentage of subjects that were perceived to not have a mental health issue (80.0% in 2014 vs. 95.3% in 2017).

Table 32. Non-Traffic Officers were significantly more likely to identify subjects as experiencing a mental health issue.

	Mental Health Status	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	No Perceived Mental Health Issue	3,367	75.0%	10,422	72.9%	17,033	86.7%	9,379	88.1%	12,568	95.4%
	Perceived Mental Health Issue	30	0.7%	38	0.3%	50	0.3%	19	0.2%	34	0.3%
	Unknown Mental Health Issue	1,090	24.3%	3,845	26.9%	2,563	13.0%	1,247	11.7%	571	4.3%
	Traffic Total	4,487	100%	14,305	100%	19,646	100%	10,645	100%	13,173	100%
Non-Traffic	No Perceived Mental Health Issue	3,192	87.0%	14,467	85.5%	12,109	90.4%	10,631	91.3%	15,477	95.5%
	Perceived Mental Health Issue	42	1.1%	151	0.9%	84	0.6%	57	0.5%	64	0.4%
	Unknown Mental Health Issue	433	11.8%	2,303	13.6%	1,200	9.0%	954	8.2%	668	4.1%
	Non-Traffic Total	3,667	100%	16,921	100%	13,393	100%	11,642	100%	16,209	100%

Table 33. Pedestrians were more likely to be perceived to be having a mental health issue.

	Mental Health Status	2014		2015		2016		2017		2018	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Traffic	No Perceived Mental Health Issue	27	79.4%	47	79.7%	113	89.7%	63	91.3%	61	87.1%
	Perceived Mental Health Issue	0	0.0%	3	5.1%	2	1.6%	2	2.9%	3	4.3%
	Unknown Mental Health Issue	7	20.6%	9	15.3%	11	8.7%	4	5.8%	6	8.6%
	Traffic Total	34	100%	59	100%	126	100%	69	100%	70	100%
Non-Traffic	No Perceived Mental Health Issue	251	69.1%	156	78.8%	103	82.4%	109	90.8%	461	90.4%
	Perceived Mental Health Issue	31	8.5%	14	7.1%	5	4.0%	4	3.3%	23	4.5%
	Unknown Mental Health Issue	81	22.3%	28	14.1%	17	13.6%	7	5.8%	26	5.1%
	Non-Traffic Total	363	100%	198	100%	125	100%	120	100%	510	100%

¹⁹⁰ United States of America v. City of Portland, No. 3:12-cv-02265-SI (D. Ore. 2012).

¹⁹¹ The reports of the perceived mental health status of stopped subjects is lower than the reported number of stops due to two separate technical errors. The first, from June 2015 through December 2015, prevented officers from the Traffic Division from accessing the Stops Data Collection system, and led to under-reporting on several demographic categories, including mental health status for 9,750 driver and pedestrian stops (for more information, see Appendix A.) An additional 188 records from 2014 through 2017 were missing the mental health status due to old computer hardware.

¹⁹² $p < .02$, $r^2 = .91$

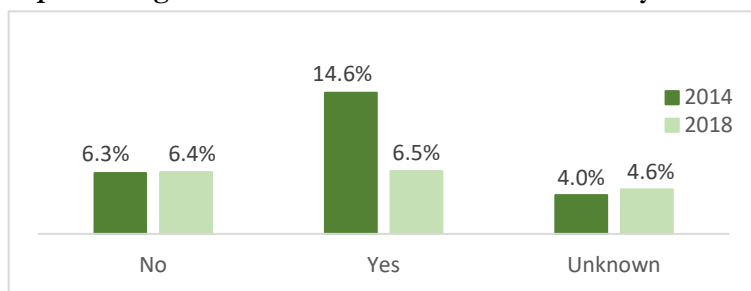
¹⁹³ $p < .01$, $r^2 = .92$

In 2018, Non-Traffic Officers were significantly more likely¹⁹⁴ to indicate that the subject was experiencing a mental health issue. Pedestrians are also significantly more likely¹⁹⁵ to be identified as experiencing a mental health issue. The PPB does not collect the perceived mental health status for individuals involved in injury collision accidents, so there is no research-supported benchmark to compare to for disparity analyses.

Search Rates by Perceived Mental Health Status

The search rate for subjects perceived to be experiencing a mental health issue has experienced the most change¹⁹⁶ over the last five years; however, it has declined overall at a non-significant rate¹⁹⁷.

Figure 25. Search rates for subjects perceived to be experiencing a mental health issue declined over 5 years



There were no significant differences in the search rates between individuals with or without a perceived mental health issue¹⁹⁸, although subjects with an unknown mental health issue were searched significantly less¹⁹⁹ than the other groups. Small overall search rates of people perceived to be experiencing a mental health issue preclude any in-depth analyses on search types used.

Table 34. Subjects were a perceived mental health issue were not searched significantly more.

Mental Health Status	Total Subjects Searched		Search Type									
	Searches	Rate	Plain View		Consent		Probable Cause		Reasonable Suspicion		Weapon Padown	
			Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
No Perceived Mental Health Issue	1,825	6.4%	341	32.5%	1,011	55.4%	441	24.2%	21	0.0%	60	3.3%
Perceived Mental Health Issue	8	6.5%	1	20.0%	2	25.0%	3	37.5%	0	4.7%	2	25.0%
Unknown Mental Health Issue	59	4.6%	4	9.5%	27	45.8%	22	37.3%	1	2.3%	7	11.9%
Total	1,892	6.3%	346	31.6%	1,040	55.0%	466	24.6%	22	2.8%	69	3.6%

Contraband Hit Rates

Only two subjects (25.0%) that were perceived to have mental health issue were discovered with contraband in 2018. However, there were only 8 total searches for that group, which is too small of a sample for any robust statistical analysis.

Table 35. A quarter of subjects perceived to be experiencing a mental health issue that were searched were discovered with contraband.

Mental Health Status	Total Searches	Found Contraband		Alcohol		Drugs		Weapons		Stolen Property		Other	
	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
No Perceived Mental Health Issue	1,825	692	37.9%	122	6.7%	400	21.9%	165	9.0%	63	3.5%	105	5.8%
Perceived Mental Health Issue	8	2	25.0%	1	12.5%	1	12.5%	0	0.0%	0	0.0%	0	0.0%
Unknown Mental Health Issue	59	24	40.7%	5	8.5%	11	18.6%	6	10.2%	1	1.7%	6	10.2%
Total	1,892	718	37.9%	128	6.8%	412	21.8%	171	9.0%	64	3.4%	111	5.9%

¹⁹⁴ $\chi^2 = 13.673, p < .002, df = 1$

¹⁹⁵ $\chi^2 = 342.415, p < .001, df = 1$

¹⁹⁶ No: $p < .78, r^2 = .03$; Unknown: $p < .35, r^2 = .28$

¹⁹⁷ $p < .11, r^2 = .63$

¹⁹⁸ $\chi^2 = 0.001, p < .98, df = 1$

¹⁹⁹ $\chi^2 = 6.277, p < .02, df = 1$

Stop Outcomes

The stop outcomes for stopped subjects based on the officer's perception of their mental health status are significantly different among the three groups²⁰⁰; however, the entire difference stems from individuals marked as "unknown" as no significant differences exists²⁰¹ between those perceived with or without a mental health issue. Subjects with a perceived mental health issue are almost twice more likely to be arrested than those without a perceived mental health issue (9.7% vs. 5.0%); however, the small sample size gave the analysis too little power to statistically discern differences.

Table 36. Subjects perceived to have a mental health issue were arrested almost twice as much as individuals from other perceived mental health groups.

Traffic	Total Stops		Enforcement Action												
	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested		
			Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	
	No Perceived Mental Health Issue	12,629	95.4%	93	0.7%	2,214	17.5%	10,042	79.5%	43	0.3%	0	0.0%	237	1.9%
	Perceived Mental Health Issue	37	0.3%	0	0.0%	3	8.1%	32	86.5%	0	0.0%	0	0.0%	2	5.4%
Unknown Mental Health Issue	577	4.4%	6	1.0%	46	8.0%	511	88.6%	0	0.0%	0	0.0%	14	2.4%	
Traffic Total	13,243	100.0%	99	0.8%	2,263	17.1%	10,585	80.2%	43	0.3%	0	0.0%	253	1.9%	
Non-Traffic	Total Stops		Enforcement Action												
	Count	Percent	None		Warning		Citation		Cite-in-Lieu*		Juvenile Summons ^b		Arrested		
			Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	
	No Perceived Mental Health Issue	15,941	95.3%	597	3.7%	12,275	77.0%	1,850	11.6%	40	0.3%	3	0.0%	1,176	7.4%
	Perceived Mental Health Issue	87	0.5%	5	5.7%	58	66.7%	14	16.1%	0	0.0%	0	0.0%	10	11.5%
Unknown Mental Health Issue	694	4.2%	68	9.8%	477	68.7%	103	14.8%	3	0.4%	0	0.0%	43	6.2%	
Non-Traffic Total	16,722	100.0%	670	4.0%	12,810	76.8%	1,967	11.8%	43	0.3%	3	0.0%	1,229	7.4%	

* In prior analysis years, "Cite-in-Lieu" was combined with "Arrest."

^b "Juvenile Summons" was added as an available disposition on June 27, 2018.

²⁰⁰ $\chi^2 = 97.994, p < .001, df = 6$

²⁰¹ $\chi^2 = 7.540, p < .06, df = 3$