

PORTLAND POLICE BUREAU  
STRATEGIC SERVICES DIVISION

# STOPS DATA COLLECTION

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2015 ANNUAL REPORT

JULY 13, 2016



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## EXECUTIVE SUMMARY

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### Traffic and Patrol Stops Drivers

- The Portland Police Bureau (PPB) saw a decline in the number of traffic and patrol stops of drivers. In 2015, Traffic and Patrol Divisions stopped 41,922 drivers, representing a 19.8 percent reduction (or 10,345 fewer stops) since calendar year (CY) 2014 and a 38.2 percent reduction (or 25,870 fewer stops) since CY 2012.

### Traffic and Patrol Stops of Pedestrians

- The PPB also saw a decline in the number of traffic and patrols stops of pedestrians. In 2015, Traffic and Patrol Divisions stopped 363 pedestrians, representing a 60.9 percent reduction (or 565 fewer stops) since CY 2014 and 69.1 percent reduction (or 813 fewer stops) since CY 2012.

### Traffic Stops of Drivers

- Based on our review of the available data, stops and other metrics do not indicate significant disparities in the PPB Traffic Division data. It is difficult to assess consent searches for this Division due to the low number of such searches (seven searches). However, the very low number of these types of searches would indicate that it is unlikely they are being used inappropriately.
  - No minorities were overrepresented in traffic stops between January 1 and December 31, 2015. This is consistent with previous years analyses of the Traffic Division.
  - We found no evidence that the Traffic Division overused low level violations, consent searches, and no enforcement action on stopped minority drivers between January 1 and June 30, 2015 (see below).
  - We found minimal differences among productivity rates of consent searches between African Americans and Whites, suggesting that no particular race was arbitrarily searched. Moreover, we found that the contraband recovery rates from consent searches among African Americans and Whites were highly productive—greater than 50 percent.
  - There was an issue with data quality related to the Traffic Division. In June 2015, PPB made upgrades to its SDC system. The impact of this upgrade resulted in the temporary interruption of the comprehensive collection of Traffic Division stops data between July and December 31, 2015. The impact of this disruption was limited to the Traffic Division as they enter their stops using a different system than Patrol.

### Patrol Stops of Drivers

- There has been a nearly 50% reduction in stops of drivers by patrol since 2013. This is a continuation of a trend observed in 2014. This has resulted in fewer stops of all demographic groups, however, some disparities persist.
  - Though racial disparities were not observed at every stage of the stop, we did identify disparities in some areas. Specifically, African American drivers were overrepresented in both stops and consent searches.
  - There were some differences in the hit rates of consent searches between demographic groups. Consent searches of Hispanic drivers proved the most

productive (i.e. highest hit rate) and consent searches of African American drivers proved the least productive.

- It does not appear that patrol overused low level violations to stop minorities. Nor did they overuse no enforcement actions on stopped minority drivers.
- Patrol officers continued to exercise better judgment before conducting a search, as shown by the reduction in the number of total searches and increase in search productivity rate since last year.

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## INTRODUCTION

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

**Report Purpose:** The goal of this report is to increase the transparency of the Portland Police Bureau's use of stops. Using PPB's stops data, we analyzed the changes over time in racial and ethnic disparity in police stops to measure PPB's progress for reducing stops and racial disparity. We also analyzed the discretionary decision making practices of police before, during, and after the stop to identify potential racial bias. A complete description of our methodology is in Appendix B. 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.

**Report Structure:** This report is organized into six sections. We lead off by providing a brief description of the demographics of the City's population. The second section shows the changes in (1) the number and (2) the racial proportions of traffic and patrol stops of drivers and pedestrians over 4 years. The third section examines racial disparity in Traffic Division stops of drivers. The fourth section examines racial disparity in Patrol Division stops of drivers. The fifth section summarizes some initiatives that PPB has underway to help ensure racial equity within the workplace. The sixth section outlines recommendations for improving our understanding of racial disparity in stops, refining our collection of data, and enhancing officer training. We excluded some analyses and report sections found in last year's Annual Report because analytic results have not changed or analyses provided minimal insight into police practices due to limited data.

**Data Source:** Stops Data Collection (SDC) System contained an incomplete set of Traffic Division stop records between July and December 2015,<sup>1</sup> so we used two separate databases to extract stops data for this Annual Report. We used the SDC System to retrieve data on stops conducted by the Patrol Division from January through December 2015 and by the Traffic Division from January through June 2015. We used the ECITE database to retrieve missing data on stops conducted by the Traffic Division from July through December 2015. The ECITE database contains data on electronic traffic citations and warnings, but does not capture data on stop reasons, searches, search outcomes, or enforcement actions. As a result, analyses on traffic stop reasons, searches, search outcomes, or enforcement actions for traffic could only be conducted from January 1, through June 30, 2015.

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<sup>1</sup> In June 2015, PPB made upgrades to its SDC system. The impact of this upgrade resulted in the temporary interruption of the comprehensive collection Traffic Division stops data between July and December 31, 2015. Most Traffic Division officers do not have access to an MDC as they work on motorcycles. They generally use a desktop computer at the end of their shift to complete their stops data. An upgrade to the system created an issue which impacted the use of the desktop entry method. This was not found for several months. It has since been corrected.

**Data Analyzed:** As part of this study, we analyzed 42,285 traffic and pedestrian stops between January 1, 2015 and December 31, 2015 in Portland, Oregon. The initial dataset included 50,457 records. As part of our standard data cleaning process, we removed 8,172 unusable records from the dataset before performing our analyses. Of those 8,172 records, 5,556 were canceled stops (flag down, mere conversation, welfare check), 2,307 duplicate records (same incident, logged 18 to 24 seconds apart), and 309 passenger records.

**Table 1. Data Included and Excluded from Police Stops Analysis**

<b>Reason</b>	<b>Count</b>	<b>Percent</b>
Duplicate	2,307	4.6%
Canceled, Flag Down	143	0.3%
Canceled, Mere Conversation	3,730	7.4%
Canceled, Welfare Check	613	1.2%
Canceled, Other	1,070	2.1%
Passengers	309	0.6%
Stops Analyzed	42,285	83.8%
<b>Total</b>	<b>50,457</b>	<b>100.0%</b>

Source: Strategic Services Division (SSD) analysis of stops data.

**Data Considerations:** Some of the perception-based classifications of a driver’s and pedestrian’s race may be misclassified, creating a nominal degree of error among racial counts and proportions. As some community residents have pointed out, Native Americans may be misclassified as Hispanic or Asian. Consequently, race percentages may be inflated for some while underestimated for others. To date, PPB has been unable to identify a way to confirm the race of those stopped without asking invasive questions at the time of a stop.

Stop counts may include community members who were stopped more than once by the same or different officers. Repeat stops of the same person could potentially inflate the percentages for some race and ethnic categories.

As noted in prior reports traffic and pedestrian stops data presented in this report may be different than numbers presented in past annual and quarterly reports due to modification in the way information from the SDC System were entered into the SDC database. Past conversations with police officers revealed that an officer who is working in areas with poor radio reception may unknowingly process the same report by hitting the send button multiple times, ultimately creating duplicate entries for the same stop. To correct for this, we modified the database to eliminate duplicate entries and allow for only one entry per stop. As a result, stop counts and percentages for some races and ethnicities may be smaller than previously reported. In most cases, the racial proportions differed very little between current and previous reporting.

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## WHO IS STOPPED AND SEARCHED?

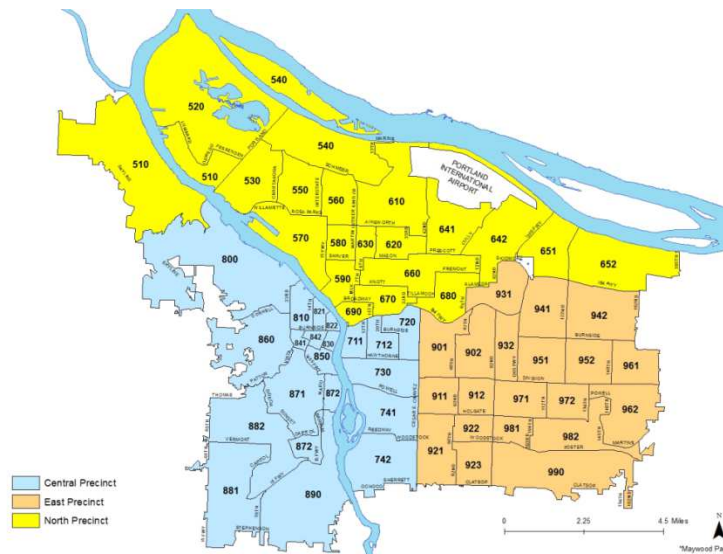
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### City of Portland Residents

According to 2010 census estimates, the City of Portland has 583,776 residents.<sup>2</sup> When accounting for commuters, the daytime population in Portland increases to over 700,000.<sup>3</sup> Portland's racial and ethnic demographic composition is 1 percent American Indian and Alaska Native, 7.1 percent Asian, 6.3 percent African American, 0.5 percent Hawaiian/Pacific Islander, 9.4 percent Hispanic, and 72.2 percent White.<sup>4</sup>

The PPB is the largest police department in Oregon and consists of 907 sworn members and 242 non-sworn members.<sup>5</sup> The PPB has 60 districts and three precincts—Central, East, and North Precincts. Central Precinct encompasses most of the western section of Portland and inner southeast Portland. North Precinct runs from Washington County to Gresham and includes all the northern most areas of Portland. East Precinct covers Portland from Cesar Chavez Boulevard to Gresham for the area south of I-84.

*Figure 1: City of Portland, Oregon, Portland Police Bureau Precincts and Patrol Districts*



Source: SSD analysis of PPB Precincts and Patrol Districts.

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<sup>2</sup> We used 2010 U.S. Census data in our report as recommended by PSU because the data had a smaller margin of error compared to 2008–2012 American Community Survey data.

<sup>3</sup> Source: 2006–2010 5 Year American Community Survey, Commuter-Adjusted Daytime Population: Places. To arrive at the 700,000 population estimate, we added the commuter estimate of 121,889 to 2010 U.S. Census data.

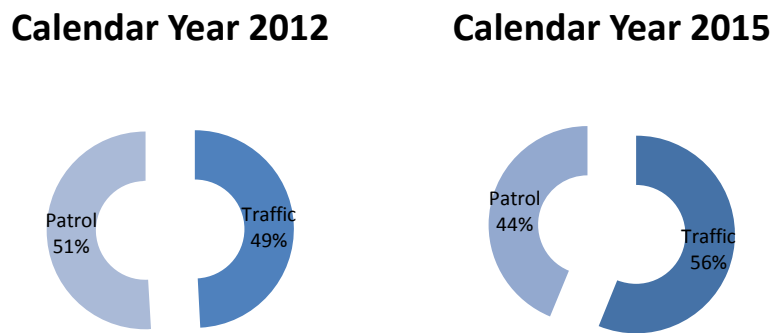
<sup>4</sup> Percentages do not add to 100 percent due our inclusion of Hispanic and Latino ethnicity which is presented in our study as a race. The U.S. Census considers Hispanic and Latino as a separate ethnicity within the total population, not a race.

<sup>5</sup> Source: Personnel numbers from the December 1, 2015 report. The count reflects the actual number of filled positions.

## TRAFFIC AND PATROL STOPS OF DRIVERS AND PEDESTRIANS

In 2015, traffic and patrol officers stopped 42,285 drivers and pedestrians. Of those stopped, drivers accounted for 99.1 percent (or 41,922 stops) and pedestrians less than 1 percent (or 363 stops) of all stops. In the past, driver and pedestrian stops were equally divided between traffic and patrol, as shown in figure 2, but that changed in CY 2015. This past year, patrol stopped a smaller proportion of drivers (44 percent) than traffic (56 percent). Some of the factors contributing to the reduction in patrol stops include increased workload (i.e., calls for service), reduced staffing and the gradual shift of policing practices that emphasizes community engagement over enforcement.

*Figure 2: CY 2012 and 2015 Comparison of Patrol and Traffic Stops of Driver and Pedestrian Stops*



Source: SSD analysis of stops data.

### Driver Stops by Traffic and Patrol and Race

Table 2 shows the racial and ethnic distribution of driver stops by traffic and patrol officers for CYs 2012, 2013, 2014, and 2015 and the change over time.

**Table 2: Race of Drivers Stopped by Traffic and Patrol for Calendar Years 2012, 2013, 2014, and 2015**

Race/Ethnicity	2012		2013		2014		2015		Change 2012-2015	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	160	0.2%	141	0.2%	107	0.2%	109	0.3%	-51	-31.9%
Asian	3,057	4.5%	3,220	4.8%	2,404	4.6%	1,971	4.7%	-1,086	-35.5%
Black/African American	8,847	13.1%	8,573	12.7%	6,537	12.5%	5,531	13.2%	-3,316	-37.5%
Hispanic	4,720	7.0%	4,853	7.2%	3,879	7.4%	3,205	7.6%	-1,515	-32.1%
White	48,623	71.7%	48,387	71.8%	37,454	71.7%	29,291	69.9%	-19,332	-39.8%
Unknown/Other	2,385	3.5%	2,244	3.3%	1,886	3.6%	1,815	4.3%	-570	-23.9%
<b>Total</b>	<b>67,792</b>	<b>100.0%</b>	<b>67,418</b>	<b>100.0%</b>	<b>52,267</b>	<b>100.0%</b>	<b>41,922</b>	<b>100.0%</b>	<b>-25,870</b>	<b>-38.2%</b>

Source: SSD analysis of stops data.

In 2015, Traffic and Patrol Divisions stopped 41,922 drivers, representing a 38.2 percent decline or 25,870 fewer stops since CY 2012. All drivers of every race and ethnicity saw a decline in the number of stops since 2012. White, African American, and Asian drivers saw the largest percentage reduction in stops at 39.8 percent, 37.5 percent, and 35.5 percent, respectively. Though we saw declines in the number of stops, the racial distribution of stopped drivers remained relatively static over the past 4 years.



## Pedestrian Stops by Traffic and Patrol and Race

Table 3 shows the racial and ethnic distribution of pedestrian stops by traffic and patrol officers for CYs 2012, 2013, 2014, and 2015 and the change over time.

**Table 3: Race of Pedestrians Stopped by Traffic and Patrol for Calendar Years 2012, 2013, 2014, and 2015**

Race/Ethnicity	2012		2013		2014		2015		Change 2012-2015	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	11	0.9%	8	1.0%	12	1.3%	6	1.7%	-5	-45.5%
Asian	20	1.7%	25	3.0%	15	1.6%	2	0.6%	-18	-90.0%
Black/African American	219	18.6%	141	17.2%	131	14.1%	44	12.1%	-175	-79.9%
Hispanic	57	4.8%	48	5.8%	46	5.0%	27	7.4%	-30	-52.6%
White	838	71.3%	582	70.8%	704	75.9%	264	72.7%	-574	-68.5%
Unknown/Other	31	2.6%	18	2.2%	20	2.2%	20	5.5%	-11	-35.5%
<b>Total</b>	<b>1,176</b>	<b>100.0%</b>	<b>822</b>	<b>100.0%</b>	<b>928</b>	<b>100.0%</b>	<b>363</b>	<b>100.0%</b>	<b>-813</b>	<b>-69.1%</b>

Source: SSD analysis of stops data.

In 2015, Traffic and Patrol Divisions stopped 363 pedestrians, representing a 69.1 percent decline or 813 fewer stops since CY 2012. Pedestrians of all races and ethnicities saw a decline in the number of stops since 2012. African American pedestrians saw the largest percentage decline (79.9 percent), followed Whites (68.5 percent), and Hispanics (52.6 percent). Final percentages for Asian and American Indian and Alaskan pedestrians were skewed due to low stop counts.

We also saw some changes in the racial proportions of stopped pedestrians. The proportion of stopped African American pedestrians declined noticeably from 18.6 percent to 12.6 over four years. On the other hand, the proportion of Hispanic pedestrian stopped increased from 4.8 percent to 7.4 percent over the same period. We attribute part of the increase to a growing Hispanic and Latino population, which grew by nearly 10.8 percent between 2012 and 2014—the largest population increase of any race or ethnic group in Portland, Oregon.<sup>6</sup> The proportion of other races and ethnicities remained relatively static.

One emerging trend has been the marked reduction in the stops of African-American pedestrians. Historically, African-American's have been stopped, as a percentage, more frequently in pedestrian contacts than in traffic stops of drivers. In 2015 this trend reversed. It is difficult to draw any conclusions from this given the marked overall reduction in stops but will be monitored going forward.

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## TRAFFIC DIVISION STOPS OF DRIVERS

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This section examines Traffic Division stops of drivers. A traffic officer's main purpose is to enforce traffic laws. These units are not spread evenly throughout the city but instead provide focused traffic enforcement on areas with high traffic safety issues and accidents rates. This often includes

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<sup>6</sup> Population estimates for CY 2015 were not available. The American Community Survey 1-Year Estimates show that the Hispanic and Latino population increased from 57,049 to 63,194 between 2012 and 2014 in the City of Portland, Oregon. The population for African Americans declined by 4.7 percent, American Indians and Alaskans increased by 20.5 percent, Asians increased by 1.7 percent, and Whites increased by 0.5 percent.

enforcement on main arterials such as Highway 30, the Interstate Highways and major roadways such as Division Street, Powell Boulevard or 82<sup>nd</sup> Avenue.

Table 4 shows the racial and ethnic distribution of drivers stopped by traffic officers for CYs 2012, 2013, 2014, and 2015 and the change over time.

**Table 4: Race of Drivers Stopped by Traffic for Calendar Years 2012, 2013, 2014, and 2015**

Race/Ethnicity	2012		2013		2014		2015		Change 2012-2015	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	33	0.1%	20	0.1%	28	0.1%	22	0.1%	-11	-33.3%
Asian	1,510	4.5%	1,522	4.7%	1,296	4.8%	1,157	4.9%	-353	-23.4%
Black/African American	2,576	7.7%	2,455	7.5%	2,132	7.9%	2,094	8.9%	-482	-18.7%
Hispanic	1,781	5.3%	1,997	6.1%	1,790	6.6%	1,694	7.2%	-87	-4.9%
White	26,689	79.8%	25,767	79.2%	21,020	78.0%	17,835	75.6%	-8,854	-33.2%
Unknown/Other	855	2.6%	793	2.4%	679	2.5%	801	3.4%	-54	-6.3%
<b>Total</b>	<b>33,444</b>	<b>100.0%</b>	<b>32,554</b>	<b>100.0%</b>	<b>26,945</b>	<b>100.0%</b>	<b>23,603</b>	<b>100.0%</b>	<b>-9,841</b>	<b>-29.4%</b>

Source: SSD analysis of stops data.

In 2015, traffic officers stopped 23,603 drivers, representing a 29.4 percent decline or 9,841 fewer stops since CY 2012. The number of authorized police officer positions in the Traffic Division fell from 51 to 43 between 2012 and 2015. Drivers of all races and ethnic groups saw a decline in the number of stops since CY 2012. American Indian and Alaskan, White, and Asian drivers experienced the largest percentage declines in stops at 33.3 percent, 33.2 percent, and 23.4 percent, respectively.

Though the racial proportion of stopped drivers remained relatively stable from year to year, we noticed an inverse trend beginning to emerge where the proportion of stopped minority drivers was increasing slightly and the proportion of stopped White drivers was decreasing. If the pattern continues in the future, we will conduct more extensive analyses to identify factors that may have contributed to the trend.

Figure 3 compares the disparity index between racial and ethnic groups. We analyzed the disparity index by comparing the proportion of stopped drivers to the injury accident benchmark for each race and ethnic group. Races with a disparity index greater than 1.0 would indicate an overrepresentation. A value below 1.0 would indicate an underrepresentation of the stopped group.

**Figure 3: Race of Drivers Stopped by Traffic and Injury Benchmark, January 1 through December 31, 2015**



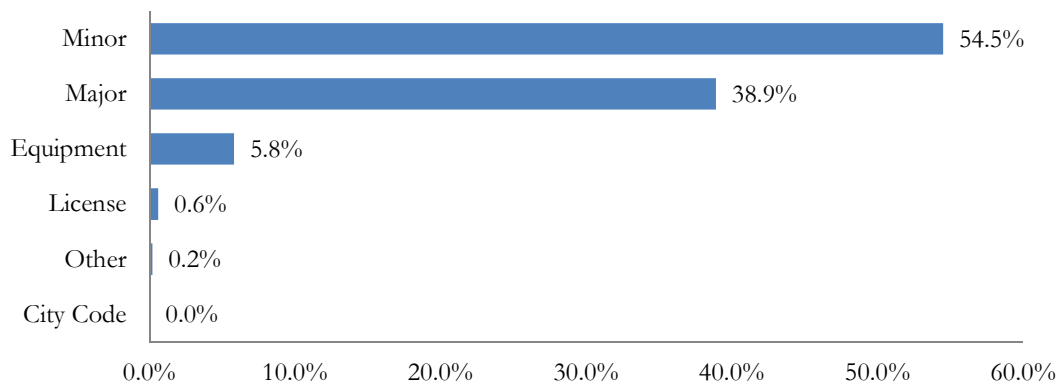
Source: SSD analysis of stops data.

We found that no minority drivers were stopped at rates above their injury accident benchmark, suggesting that traffic officers were not selectively stopping minorities during traffic stops. Of the 23,603 drivers who were stopped by traffic, American Indian/Alaskan and Asian drivers were stopped at rates below their injury accident benchmark. African American, Hispanic, and White drivers were stopped at rates proportional to their injury accident benchmark. We do not know the racial/ethnic identity of those who were categorized as Unknown/Other therefore we cannot make any direct assessment of this group. Because the disparity index did reach 2.0 for this group, we do want to monitor these stops over time.

## Reasons for Stops

A common measure used in racial profile studies explores whether police use their discretion by enforcing low level violations such as city code, equipment, license, and minor violations more harshly on minorities than Whites. Our goal was to identify instances of a disproportionate use of subjective or lower level violations when stopping minority drivers. Figure 4 shows the reasons traffic officers initiated stops of drivers.

**Figure 4: Reasons Drivers were Stopped by Traffic, January 1 through June 30, 2015**



Source: SSD analysis of stops data.

Between January 1 and June 30, 2015, minor offenses accounted for more than half of all traffic stops (7,227 stops), followed by major offense (5,155 stops), equipment (767 stops), license (84 stops), other (24 stops). Traffic did not stop anyone for a city code violation during the first 6 months of the year.

**Table 5: Reasons Drivers Were Stopped by Traffic by Race and Ethnicity, January 1 through June 30, 2015**

Race/Ethnicity	City Code		Equipment		License		Major <sup>1</sup>		Minor <sup>2</sup>		Other		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	1	5.9%	0	0.0%	7	41.2%	9	52.9%	0	0.0%	17	100.0%
Asian	0	0.0%	29	4.4%	5	0.8%	262	39.8%	361	54.9%	1	0.2%	658	100.0%
Black/African American	0	0.0%	83	7.1%	10	0.9%	476	40.7%	596	51.0%	4	0.3%	1,169	100.0%
Hispanic	0	0.0%	42	4.8%	2	0.2%	407	46.2%	426	48.4%	4	0.5%	881	100.0%
White	0	0.0%	604	6.0%	66	0.7%	3,820	37.8%	5,602	55.4%	15	0.1%	10,107	100.0%
Unknown/Other	0	0.0%	8	1.9%	1	0.2%	183	43.1%	233	54.8%	0	0.0%	425	100.0%
<b>Total</b>	<b>0</b>	<b>0.0%</b>	<b>767</b>	<b>5.8%</b>	<b>84</b>	<b>0.6%</b>	<b>5,155</b>	<b>38.9%</b>	<b>7,227</b>	<b>54.5%</b>	<b>24</b>	<b>0.2%</b>	<b>13,257</b>	<b>100.0%</b>

Source: SSD analysis of stops data.

<sup>1</sup>Major Moving Violation (traffic crime, Class A or B infraction)

<sup>2</sup>Minor Moving Violation (Class C or D infraction)

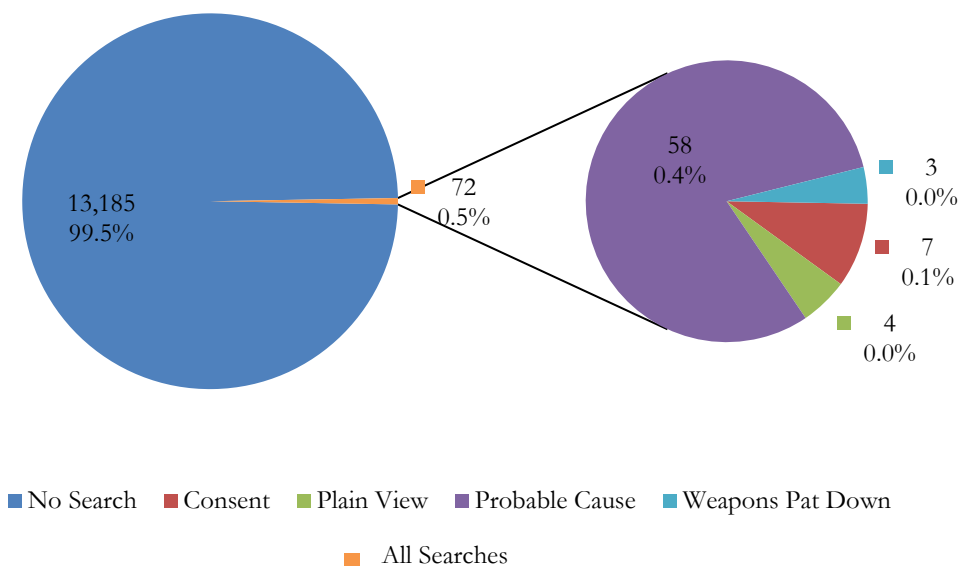
As shown in table 5, African American drivers were more likely to be stopped for equipment violations (7.1 percent), and license violations (0.9 percent). Hispanic drivers were more likely than any other group to be stopped for major traffic violations (46.2 percent) and other violations (0.5 percent). White drivers were slightly more likely to be stopped for minor traffic violations (55.4 percent). American Indian and Alaskan driver stops results were difficult to interpret due to the low stop counts which have inflated offense percentages.

We did not identify any instances where traffic officers overused lower level offenses such as equipment, license, or other violations to stop any minority groups. A chi-square analysis and our calculation of the disparity index revealed no substantive differences among the races for any stop reason.

### Searches of Drivers

Another 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 minorities, especially when combined with a lower rate of recovering contraband it could suggest that police are engaged in bias policing. Figure 5 shows the types of searches conducted on drivers by traffic officers.

*Figure 5: Type of Search of Drivers by Traffic, January 1 through June 30, 2015*



Source: SSD analysis of stops data.

Compared to the Patrol Division, the Traffic Division typically performs very few searches during a stop. For the first 6 months of 2015, the Traffic Division conducted 72 searches on drivers, representing 0.5 percent of all stops. The most common type of search was probable cause (58 searches), followed by consent (7 searches), plain view (4 searches), and weapons pat down (3 searches).

**Table 6: Type of Search of Drivers Performed by Traffic by Race and Ethnicity, January 1 through June 30, 2015**

Race/Ethnicity	No Search Done		Consent		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	16	94.1%	0	0.0%	0	0.0%	1	5.9%	0	0.0%	17	100.0%
Asian	656	99.7%	0	0.0%	0	0.0%	2	0.3%	0	0.0%	658	100.0%
Black/African American	1,159	99.1%	3	0.3%	0	0.0%	7	0.6%	0	0.0%	1,169	100.0%
Hispanic	874	99.2%	0	0.0%	0	0.0%	7	0.8%	0	0.0%	881	100.0%
White	10,056	99.5%	4	0.0%	4	0.0%	40	0.4%	3	0.0%	10,107	100.0%
Unknown/Other	424	99.8%	0	0.0%	0	0.0%	1	0.2%	0	0.0%	425	100.0%
<b>Total</b>	<b>13,185</b>	<b>99.5%</b>	<b>7</b>	<b>0.1%</b>	<b>4</b>	<b>0.0%</b>	<b>58</b>	<b>0.4%</b>	<b>3</b>	<b>0.0%</b>	<b>13,257</b>	<b>100.0%</b>

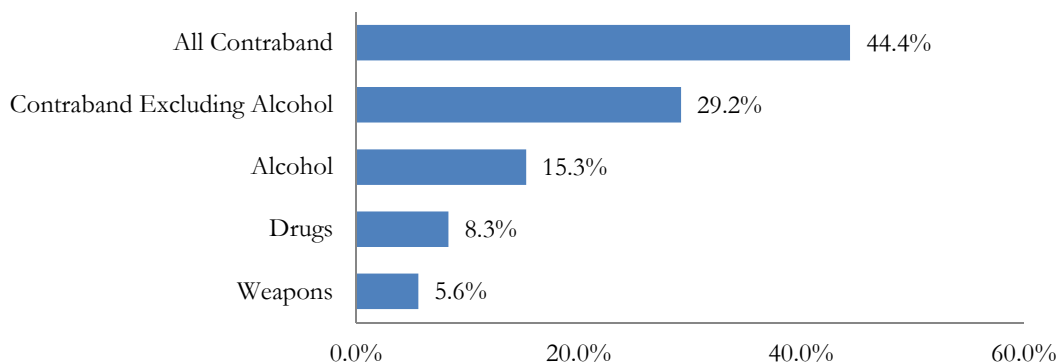
Source: SSD analysis of stops data.

Overall, African Americans had a slightly higher rate of consent searches than Whites during a stop by the Traffic Division. However, this amounted to a total of three consent searches of African-American drivers out of 1,169 stops. For the first 6 months of the year, the rate of consent searches for African Americans was 0.3 percent (or 3 consent searches) and Whites, 0.0 percent (or 4 consent searches). No other race or ethnic groups received a consent search over same period of time. Given the small number of consent searches of African Americans and Whites, we were unable to use the chi-square analyses to determine whether minorities were overrepresented in consent searches. We deem that there was no practical significance between Whites and African Americans.

### Hit Rates

The rate at which contraband is recovered is an important indicator of fairness in searches. Racial profiling studies and experts maintain that if search rates are high for a particular race, but consistently turn up contraband, biased policing is less likely to be a factor. By contrast, low contraband recovery rates for minority populations may be an indication of biased policing. Figure 6 shows the proportion of searches where contraband was recovered.

**Figure 6: Type of Contraband Recovered After Traffic Searches of Drivers, January 1 through June 30, 2015**



Source: SSD analysis of stops data.

Among the 72 drivers who were searched, contraband was found in 44.4 percent of all searches conducted between January 1, 2015 and June 30, 2015. Types of contraband recovered included drugs (8.3 percent), alcohol (15.3 percent), and weapons (3.6 percent). Table 7 shows the hit rates for various types of contraband between the different demographic groups.

**Table 7: Hit Rates for Contraband<sup>1</sup> Found on Drivers Searched by Traffic by Race and Ethnicity, January 1 through June 30, 2015**

Race/Ethnicity	Total Searches		Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Count	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	1	1	1	100.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%
Asian	2	0	0	0.0%	0	0.0%	0	0.0%	1	50.0%	1	50.0%
Black/African American	10	4	4	40.0%	0	0.0%	0	0.0%	5	50.0%	1	10.0%
Hispanic	7	2	2	28.6%	1	14.3%	1	14.3%	5	71.4%	3	42.9%
White	51	4	4	7.8%	5	9.8%	3	5.9%	20	39.2%	16	31.4%
Unknown/Other	1	0	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>2</sup></b>	<b>72</b>	<b>11</b>	<b>11</b>	<b>15.3%</b>	<b>6</b>	<b>8.3%</b>	<b>4</b>	<b>5.6%</b>	<b>32</b>	<b>44.4%</b>	<b>21</b>	<b>29.2%</b>

Source: SSD analysis of stops data.

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

<sup>2</sup> A search where multiple items were recovered may be reflected in 2 or more categories. Adding all categories will not equal total searches.

Based on table 7, searches of African American drivers resulted in the highest hit rate for all contraband at 50.0 percent, followed by Whites at 39.2 percent. Native Americans, Alaskans, Hispanics, and Asians were excluded from this discussion because stops counts were based on fewer than 10 stops.

We examined the differences in contraband recovery rates between the races, but were unable to test for the significance using chi-square because of the low number of consent searches. Instead, we examined the productivity rates using basic descriptive statistics to estimate whether consent searches were selectively used on minority drivers during a stop. Low production consent search rates for minority drivers could suggest that police may be misusing search authority on minority drivers. Table 8 shows the number of consent searches and search productivity by race and ethnicity.

**Table 8: Consent Search of Drivers Performed by Traffic by Race and Ethnicity, January 1 through June 30, 2015**

Race/Ethnicity	Consent		Nonproductive Search		Productive Search	
	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	0	0.0%	0	0.0%
Asian	0	0.0%	0	0.0%	0	0.0%
Black/African American	3	42.9%	1	33.3%	2	66.7%
Hispanic	0	0.0%	0	0.0%	0	0.0%
White	4	57.1%	1	25.0%	3	75.0%
Unknown/Other	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>7</b>	<b>100.0%</b>	<b>2</b>	<b>28.6%</b>	<b>5</b>	<b>71.4%</b>

Source: SSD analysis of stops data.

As table 8 shows, preliminary results show that consent searches were productive when compared to national rates. In Portland, hit rates for African American and White drivers were 66.7 and 75.0 percent, respectively<sup>7</sup>--well above a national CY 2008 hit rate<sup>7</sup> average of 14.3 percent, as noted in a

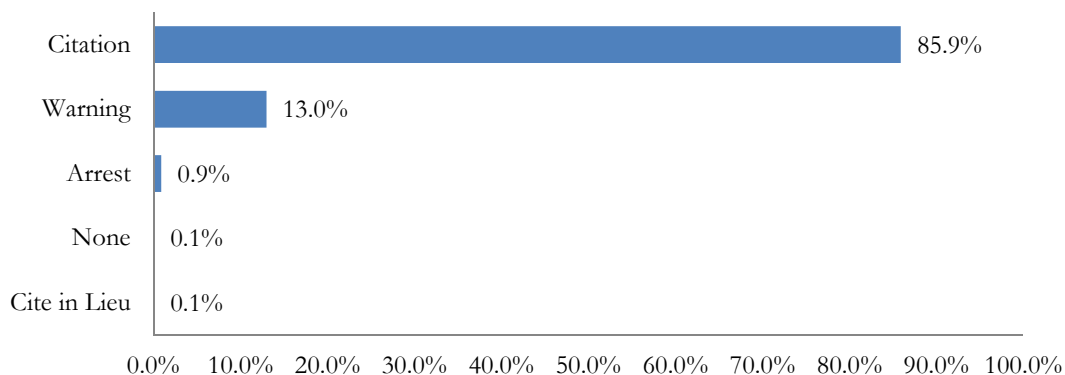
<sup>7</sup> The reader should interpret the data with caution, as these rates were based on fewer than 10 stops.

U.S. Department of Justice (DOJ), Bureau of Justice Statistics (BJS) report dated October 2011.<sup>8</sup> On the surface, it suggests that traffic officers exercised good judgment prior to conducting a consent search on a stopped driver; however more data and subsequent testing are needed to improve our level of confidence with this assessment.

### Stop Outcome

In the 2009 plan to address racial profiling, community members raised concerns that traffic stops that result in no enforcement action—meaning drivers received no warning, no citation, or were not arrested—can feel like harassment especially to people of color. We compared all stops with no enforcement action across racial and ethnic groups to examine inequities. Large differences between racial and ethnic groups may imply an unequal impact on a particular race. Figure 7 shows the different types of enforcement action taken on drivers stopped by the Traffic Division from January 1, 2015 and June 30, 2015.

**Figure 7: Type of Enforcement Actions Taken on Drivers after a Stop by Traffic, January 1 through June 30, 2015**



Source: SSD analysis of stops data.

Stops with no enforcement action (0.1 percent) were the least used enforcement action along with cite in lieu (0.1 percent). Between January 1, 2015 and June 30, 2015, traffic stopped 13,257 drivers. Of those who were stopped, 85.9 percent (or 11,384) resulted in a citation, 13.0 percent (or 1,729) in a warning, 0.9 percent (or 121) in arrest, 0.1 percent in no enforcement action (or 12), and 0.1 percent (or 11) in cite-in-lieu. Table 9 shows the distribution of enforcement actions by race and ethnicity.

<sup>8</sup> The CY 2088 national hit rate reported in CY 2011 was the most recent rate available. We found more recent hit rates for specific agencies such as San Jose and the State of Missouri, which ranged between 12 percent and 21 percent in CY 2014.

**Table 9: Enforcement Actions Taken on Drivers Stopped By Traffic by Race and Ethnicity, January 1 through June 30, 2015**

Race/Ethnicity	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	2	11.8%	14	82.4%	0	0.0%	0	0.0%	1	5.9%	17	100.0%
Asian	4	0.6%	562	85.4%	0	0.0%	0	0.0%	92	14.0%	658	100.0%
Black/African American	20	1.7%	988	84.5%	4	0.3%	3	0.3%	154	13.2%	1,169	100.0%
Hispanic	9	1.0%	786	89.2%	1	0.1%	1	0.1%	84	9.5%	881	100.0%
White	85	0.8%	8,645	85.5%	6	0.1%	8	0.1%	1,363	13.5%	10,107	100.0%
Unknown/Other	1	0.2%	389	91.5%	0	0.0%	0	0.0%	35	8.2%	425	100.0%
<b>Total</b>	<b>121</b>	<b>0.9%</b>	<b>11,384</b>	<b>85.9%</b>	<b>11</b>	<b>0.1%</b>	<b>12</b>	<b>0.1%</b>	<b>1,729</b>	<b>13.0%</b>	<b>13,257</b>	<b>100.0%</b>

Source: SSD analysis of stops data.

Based on our analysis, we did not identify large differences between races in stops resulting in no enforcement action. Of the 12 stops resulting in no enforcement action, one was Hispanic (0.0 percent), three were African American (0.3 percent), and 8 (0.1 percent) were White. A chi-square analysis could not be performed due to the low count of stops for most racial and ethnic groups.

## Discussion

Overall, traffic stops have continued to decline, decreasing by 12.4 percent since 2014 and 29.4 percent since 2012. We found limited disparities in stops and searches by the Traffic Division. It should be noted, however, that this assessment was based on only 6 months of data (January 1, 2015 to June 30, 2015) and more data and testing are needed to improve our confidence level with this final assessment. No minorities were overrepresented in traffic stops based on a comparison between stops and an injury crash benchmark. Our review also found that the Traffic Division did not overuse low level violations, consent searches, and no enforcement action stops on minorities during a stop. We were unable to measure the Traffic Division’s search productivity over time because we lacked a full year’s worth of data, but an initial examination of consent searches showed that the search productivity rate was better than the national average. Productivity rates of consent searches showed minimal differences between African and Whites, suggesting that no particular race was arbitrarily searched.

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## PATROL DIVISION STOPS OF DRIVERS

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Patrol encompasses officers in precincts and specialty units responding to calls in the field. These units are not spread evenly throughout the city but instead are in areas with high concentrations of crime, particularly violent crime, and high rates of service calls. Table 10 shows the racial and ethnic distribution of drivers stopped by patrol officers for CYs 2012, 2013, 2014, and 2015 and the change over time.

**Table 10: Race of Drivers Stopped by Patrol for Calendar Years 2012, 2013, 2014, and 2015**

Race/Ethnicity	2012		2013		2014		2015		Change 2012-2015	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	127	0.4%	121	0.3%	79	0.3%	87	0.5%	-40	-31.5%
Asian	1,547	4.5%	1,698	4.9%	1,108	4.4%	814	4.4%	-733	-47.4%
Black/African American	6,271	18.3%	6,118	17.6%	4,405	17.4%	3,437	18.8%	-2,834	-45.2%
Hispanic	2,939	8.6%	2,856	8.2%	2,089	8.2%	1,511	8.2%	-1,428	-48.6%
White	21,934	63.9%	22,442	64.7%	16,434	64.9%	11,456	62.5%	-10,478	-47.8%
Unknown/Other	1,530	4.5%	1,451	4.2%	1,207	4.8%	1,014	5.5%	-516	-33.7%
<b>Total</b>	<b>34,348</b>	<b>100.0%</b>	<b>34,686</b>	<b>100.0%</b>	<b>25,322</b>	<b>100.0%</b>	<b>18,319</b>	<b>100.0%</b>	<b>-16,029</b>	<b>-46.7%</b>

Source: SSD analysis of stops data.

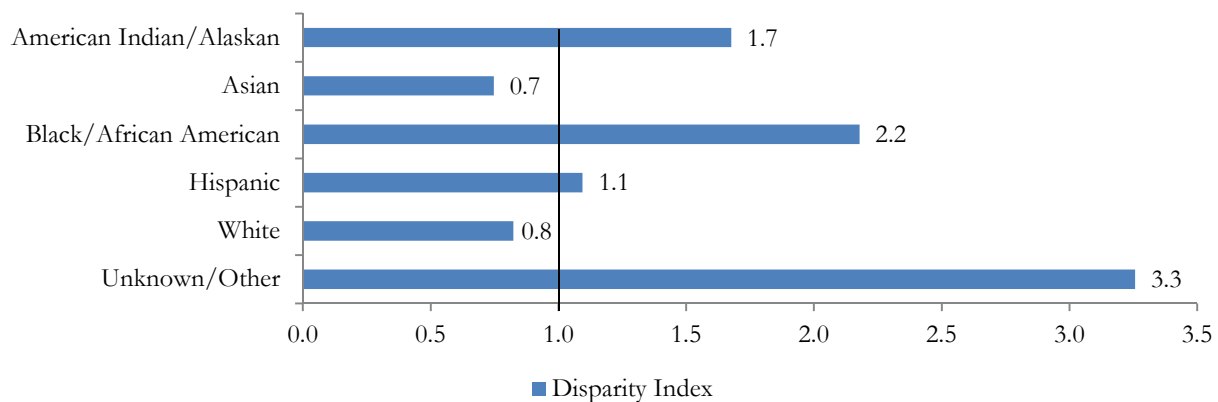


In 2015, the Patrol Division stopped 18,319 drivers, representing a 46.7 percent decrease (or 16,029 fewer stops) since CY 2012. All racial and ethnic groups experienced a decline in the number of patrol stops between CY 2012 and 2015. Hispanic drivers saw the largest percentage decline of 48.6 percent, followed by Whites at 47.8 percent, Asians at 47.4 percent, African Americans at 45.2 percent, and American Indians and Alaskans at 31.5 percent.

Though we saw declines in the number of stops, the racial distribution of stopped drivers remained relatively static from year to year. Similar to traffic, an inverse trend emerged where the proportion of stopped minorities was increasing and the proportion of stopped White drivers was decreasing. If the pattern continues in the future and the proportional difference between White and minority stops grows, we will conduct more extensive analyses to identify factors that may have contributed to the trend.

Figure 8 compares patrol stops of drivers to an injury accident benchmark to determine the level of racial disparity between racial and ethnic groups. Races with a disparity index greater than 1.0 would indicate an overrepresentation. A value below 1.0 would indicate an underrepresentation of the stopped group.

**Figure 8: Race of Drivers Stopped by Patrol and Injury Benchmark CY 2015**



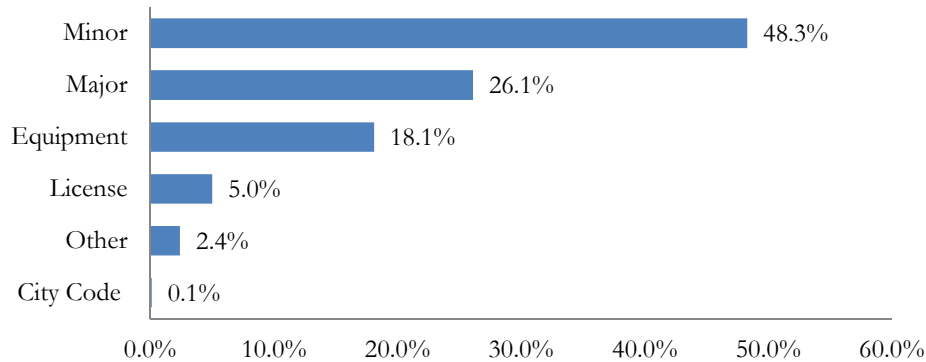
American Indians/Alaskans, African Americans, and Hispanics were stopped at proportions above their representation in the injury accident benchmark. Hispanics were slightly overrepresented in stops with a disparity index of 1.1 and American Indian and Alaskans were moderately overrepresented in stops, with disparity indices of 1.7. Both indices were below the 2.1 threshold, so these stops will be monitored. African Americans, on the other hand, had a disparity index of 2.2, accounting for 18.8 percent of stops compared to their 8.6 percent injury accident benchmark.

There may be additional factors contributing to this. The number of Gang Violence Response Team callouts, a response to acts of serious gang violence, grew from 109 in 2014 to 193 in 2015. This was significantly higher than the previous record of 118 call outs in 2012. African-Americans are disproportionately victimized in these crimes. In an attempt to balance the needs of public safety will minimizing the impact of enforcement efforts, in 2016 the PPB introduced a new strategy designed to decrease the use of stops in preventing gang violence and instead focus on improved identification of individuals involved in these crimes and more focused investigations. The 2016 Stops Data Collection Report will examine the impact of this program.

## Reasons for Stops

Similar to the last section, we explored whether patrol officers overused their discretion by enforcing low level violations such as city code, equipment, license, and minor violations on minorities more harshly than Whites. Our goal was to identify instances of a disproportionate use of subjective lower level violations on minority drivers. Figure 9 shows the reasons patrol officers initiated stops of drivers.

**Figure 9: Reasons Drivers were Stopped by Patrol CY 2015**



Source: SSD analysis of stops data.

Minor offenses accounted for slightly less than half of all patrol stops (48.3 percent), followed by major offenses (26.1 percent), equipment (18.1 percent), license (5.0 percent), other (2.4 percent), and city code (0.1 percent) violations.

**Table 11: Reasons Drivers Were Stopped by Patrol by Race and Ethnicity for Calendar Year 2015**

Race/Ethnicity	City Code		Equipment		License		Major <sup>1</sup>		Minor <sup>2</sup>		Other		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	0	0.0%	17	19.5%	4	4.6%	28	32.2%	37	42.5%	1	1.1%	87	100.0%
Asian	1	0.1%	138	17.0%	22	2.7%	268	32.9%	376	46.2%	9	1.1%	814	100.0%
Black/African American	5	0.1%	670	19.5%	219	6.4%	877	25.5%	1,589	46.2%	77	2.2%	3,437	100.0%
Hispanic	0	0.0%	277	18.3%	66	4.4%	440	29.1%	680	45.0%	48	3.2%	1,511	100.0%
White	16	0.1%	2,109	18.4%	577	5.0%	3,000	26.2%	5,580	48.7%	174	1.5%	11,456	100.0%
Unknown/Other	5	0.5%	104	10.3%	27	2.7%	169	16.7%	585	57.7%	124	12.2%	1,014	100.0%
<b>Total</b>	<b>27</b>	<b>0.1%</b>	<b>3,315</b>	<b>18.1%</b>	<b>915</b>	<b>5.0%</b>	<b>4,782</b>	<b>26.1%</b>	<b>8,847</b>	<b>48.3%</b>	<b>433</b>	<b>2.4%</b>	<b>18,319</b>	<b>100.0%</b>

Source: SSD analysis of stops data.

<sup>1</sup>Major Moving Violation (traffic crime, Class A or B infraction)

<sup>2</sup>Minor Moving Violation (Class C or D infraction)

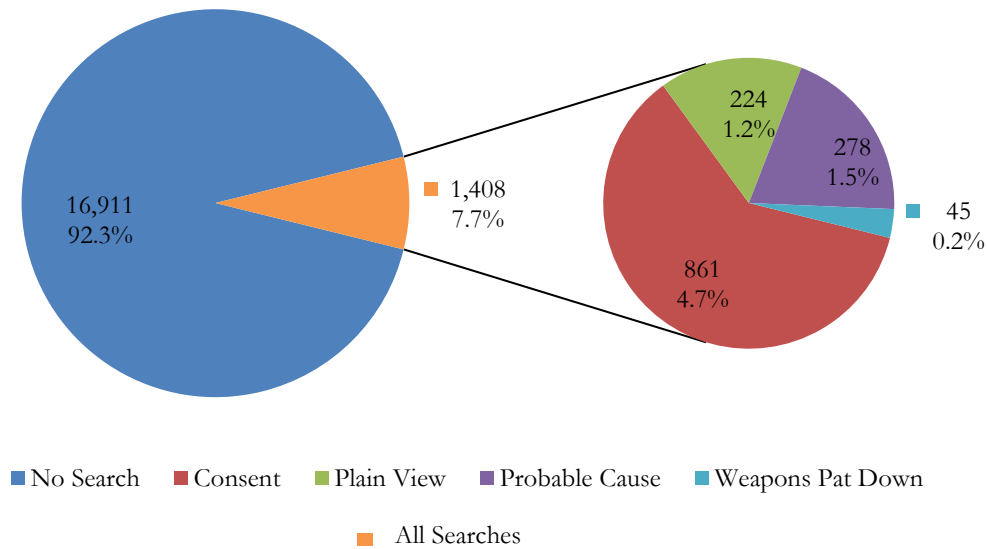
Asian drivers were more likely than any other group to be stopped for major traffic violations (32.9 percent); American Indian, Alaskan, and African American drivers for equipment violations (19.5 percent); African American drivers for license violations (6.4 percent); and persons with an unknown or other race or ethnicity for minor violations (57.7 percent), other violations (12.2 percent), and city code violations (0.5 percent).

We examined the differences in the proportion of city code, equipment, license, and minor violations between racial and ethnic groups and did not identify any instances where patrol officers overused lower level offenses such as equipment, license, or other violations to stop any minority groups. A chi-square analysis revealed no statistically significant differences among the races for any stop reason.

## Searches of Drivers

We examined whether patrol officers use of high discretion searches such as consent searches, resulted in disparities for minorities drivers. Figure 10 shows the types of searches conducted on drivers by traffic officers.

*Figure 10: Type of Searches of Drivers by Patrol, Calendar 2015*



Source: SSD analysis of stops data.

In 2015, patrol officers conducted 1,408 searches, 710 fewer searches (or 33.5 percent decline) than last year.<sup>9</sup> Of the 18,319 total stops, 92.3 percent resulted in no search and 7.7 percent included a search. Table 12 shows the types of searches conducted on drivers by patrol officers and the differences between racial and ethnic groups.

**Table 12: Type of Search of Drivers Performed by Patrol by Race and Ethnicity for Calendar Year 2015**

Race/Ethnicity	No Search Done		Consent		Plain View		Probable Cause		Weapons Pat Down		Total	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	73	83.9%	7	8.0%	2	2.3%	5	5.7%	0	0.0%	87	100.0%
Asian	789	96.9%	8	1.0%	10	1.2%	6	0.7%	1	0.1%	814	100.0%
Black/African American	2,995	87.1%	344	10.0%	34	1.0%	59	1.7%	5	0.1%	3,437	100.0%
Hispanic	1,391	92.1%	69	4.6%	13	0.9%	34	2.3%	4	0.3%	1,511	100.0%
White	10,679	93.2%	421	3.7%	160	1.4%	163	1.4%	33	0.3%	11,456	100.0%
Unknown/Other	984	97.0%	12	1.2%	5	0.5%	11	1.1%	2	0.2%	1,014	100.0%
<b>Total</b>	<b>16,911</b>	<b>92.3%</b>	<b>861</b>	<b>4.7%</b>	<b>224</b>	<b>1.2%</b>	<b>278</b>	<b>1.5%</b>	<b>45</b>	<b>0.2%</b>	<b>18,319</b>	<b>100.0%</b>

Source: SSD analysis of stops data.

Of the searches conducted, a consent search was the most common type of search (4.7 percent), followed by probable cause (1.5 percent), plain view (1.2 percent), and weapons pat down (0.2 percent).

<sup>9</sup> In CY 2014, patrol conducted 2,118 searches of drivers.

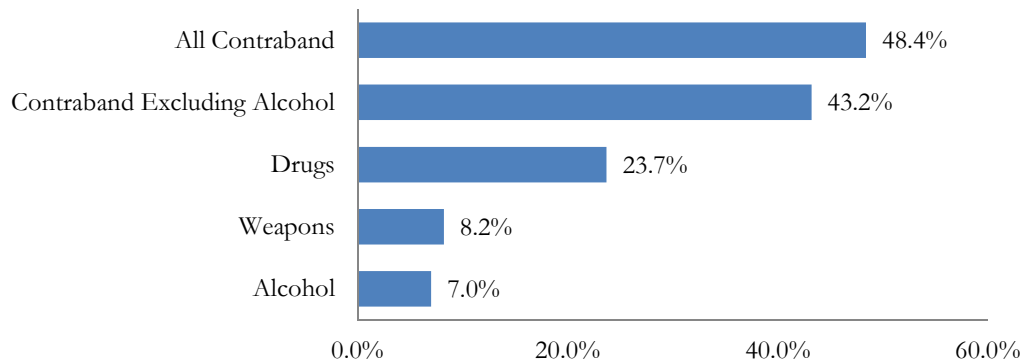
Of the 861 consent searches, African American drivers had the highest rate of consent searches (10.0 percent). Native Americans and Alaskans also had a relatively high consent search rate (8.0 percent), but this rate is unstable and difficult to contextualize due to the low search counts. Hispanics (4.6 percent), Whites (3.7 percent), and Asians (1.0 percent) were represented in consent searches at a rate below their benchmark.

We examined the proportional differences of consent searches between races and found that the use of consent searches on African American drivers during patrol stops was greater than expected. Based on our chi-square analysis and our calculation of the disparity index, we found that African American drivers were overrepresented in consent searches with a 2.1 disparity index. The 2.1 disparity index is within the range meriting a closer examination and analysis of police actions during these stops. This is the only race or ethnic group that showed disparities regarding consent searches.

### Hit Rates

We also examined the contraband recovery rates, or hit rates, to explore the productivity of searches. Discretionary searches that result in low contraband recovery rates for minority drivers can damage police legitimacy. Figure 11 shows the hit rates for various types of contraband. We excluded American Indian and Alaskan drivers from discussions below due to low stop and search counts.

**Figure 11: Type of Contraband Recovered After Patrol Searches of Drivers, Calendar Year 2015**



Source: SSD analysis of stops data.

Among the 1,408 drivers who were searched, contraband was found in 48.4 percent (or 608) of all searches. Types of contraband recovered included drugs (23.7 percent), weapons (8.3 percent), and alcohol (7.0 percent).

**Table 13: Hit Rates for Contraband<sup>1</sup> Found on Drivers Searched by Patrol by Race and Ethnicity for Calendar Year 2015**

Race/Ethnicity	Total Searches		Alcohol		Drugs		Weapons		All Contraband		Contraband Excluding Alcohol	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	14		2	14.3%	2	14.3%	1	7.1%	5	35.7%	4	28.6%
Asian	25		4	16.0%	2	8.0%	1	4.0%	12	48.0%	8	32.0%
Black/African American	442		32	7.2%	85	19.2%	43	9.7%	188	42.5%	162	36.7%
Hispanic	120		10	8.3%	20	16.7%	17	14.2%	63	52.5%	55	45.8%
White	777		45	5.8%	222	28.6%	49	6.3%	393	50.6%	364	46.8%
Unknown/Other	30		6	20.0%	3	10.0%	4	13.3%	21	70.0%	15	50.0%
<b>Total<sup>2</sup></b>	<b>1,408</b>		<b>99</b>	<b>7.0%</b>	<b>334</b>	<b>23.7%</b>	<b>115</b>	<b>8.2%</b>	<b>682</b>	<b>48.4%</b>	<b>608</b>	<b>43.2%</b>

Source: SSD analysis of stops data.

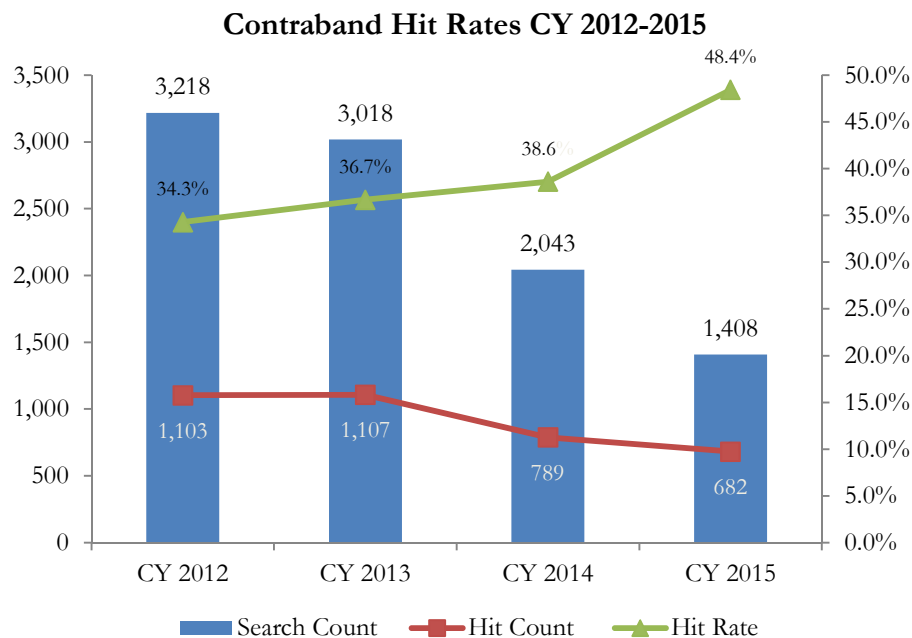
<sup>1</sup> Officers can select 1 or more of the following: alcohol, drugs, nothing found, other, stolen property, and weapons. Stolen property and other are included in contraband.

<sup>2</sup> A search where multiple items were recovered may be reflected in 2 or more categories. Adding all categories will not equal total searches.

Searches of unknown or other drivers resulted in the highest hit rates for all contraband at 70.0 percent, followed by Hispanic drivers at 52.5 percent, White drivers at 50.6 percent, Asian drivers at 48.0 percent, and African American drivers at 42.5 percent. All of these rates were well above the national CY 2008 hit rate average of 14.3 percent.<sup>10</sup> Hit rates this high would indicate that officers were being judicious in their use of searches.

We also examined whether the police bureau’s search performance improved over time. If frequency of searches declined and search productivity improved over time, it can signal that police are exercising better judgment when making a decision to search a driver. Figure 12 shows search counts and hit rates for contraband and weapons for CYs 2012, 2013, 2014, and 2015.

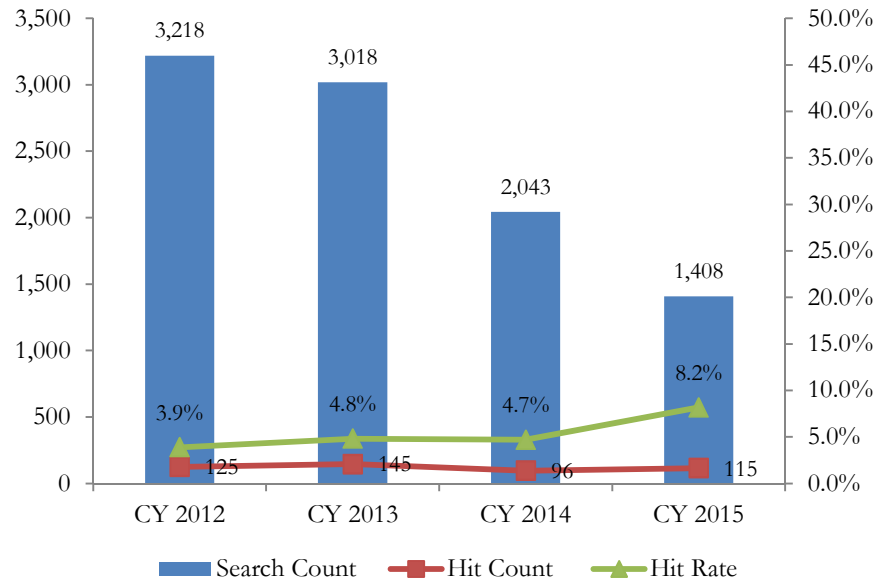
**Figure 12: Hit Rates for Contraband and Weapons Found on Drivers During Patrol Searches from CY 2012-2015<sup>11</sup>**



<sup>10</sup> US DOJ, BJS report dated October 2011.

<sup>11</sup> Search count is the number of searches. Hit count is the number of searches in which contraband is located (i.e. successful searches). Hit rate is the percentage of searches in which contraband is located.

### Weapon Hit Rates CY 2012-2015



Please note that the axis for the hit rate is reduced to a fifty percent scale in order to better graphically illustrate the data.

Source: SSD Analysis of stops data.

The Patrol Division reduced the number of searches and improved its hit rates for both contraband and weapons over a four year period. Between 2012 and 2015, the number of searches of drivers conducted by patrol declined from 3,218 to 1,408, representing a 56.2 percent decrease. Hit rates for contraband improved from 34.3 percent to 48.4 percent and weapon hit rates improved from 3.9 percent to 8.2 percent.

**Table 14: Consent Search of Drivers Performed by Patrol by Race and Ethnicity for Calendar Year 2015**

Race/Ethnicity	Consent		Nonproductive Search		Productive Search	
	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	7	0.8%	4	57.1%	3	42.9%
Asian	8	0.9%	5	62.5%	3	37.5%
Black/African American	344	40.0%	251	73.0%	93	27.0%
Hispanic	69	8.0%	38	55.1%	31	44.9%
White	421	48.9%	240	57.0%	181	43.0%
Unknown/Other	12	1.4%	6	50.0%	6	50.0%
<b>Total</b>	<b>861</b>	<b>100.0%</b>	<b>544</b>	<b>63.2%</b>	<b>317</b>	<b>36.8%</b>

Source: SSD analysis of stops data.

We examined the productivity of consent searches to assess whether patrol was selectively using consent searches on minorities. Overall, 63.2 percent of all consent searched were nonproductive. African Americans had the largest proportion of nonproductive searches, at 73.0 percent. All other groups were below 63.2 percent.

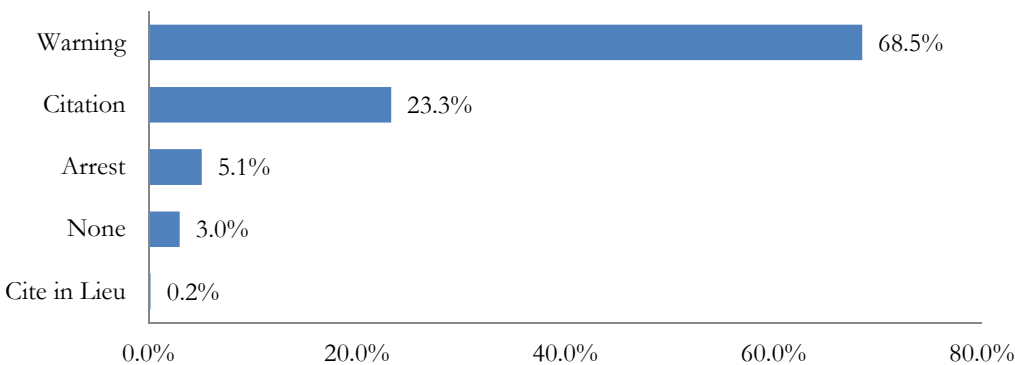
For this reason we conducted a closer examination of the differences in nonproductive search rates of African Americans. A chi-square analysis showed that African Americans were only slightly

overrepresented in nonproductive consent searches, with a disparity index of 1.2. While only slightly elevated, the difference in search productivity should be monitored. Improving the productivity of consent searches of African-Americans could help improve police legitimacy and reduce the impact of unnecessary searches

### Stop Outcome

We examined the types of enforcement actions used after a stop to see if there were racial differences in the treatment of drivers. If minorities were stopped and let go with no enforcement action more often than Whites, this could damage police legitimacy. Figure 13 shows the different types of enforcement action taken on drivers stopped by the Patrol Division in CY 2015.

**Figure 13: Type of Enforcement Actions Taken on Drivers after a Stop by Patrol, Calendar Year 2015**



Source: SSD analysis of stops data.

Stops with no enforcement action were the second least used enforcement action, accounting for 3.0 percent of all enforcement actions in patrol stops of drivers. Of the 18,319 enforcement actions taken after a patrol stop, a warning was the most common type of enforcement action at 68.5 percent, followed by citations at 23.3 percent, arrest at 5.1 percent, no action at 3.0 percent, and cite in lieu at 0.2 percent.

**Table 15: Enforcement Actions Taken on Drivers Stopped By Patrol by Race and Ethnicity for Calendar Year 2015**

Race/Ethnicity	Arrest		Citation		Cite in Lieu		None		Warning		Total Actions	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent
American Indian/Alaskan	6	6.9%	12	13.8%	0	0.0%	1	1.1%	68	78.2%	87	100.0%
Asian	23	2.8%	206	25.3%	1	0.1%	16	2.0%	568	69.8%	814	100.0%
Black/African American	233	6.8%	624	18.2%	8	0.2%	84	2.4%	2,488	72.4%	3,437	100.0%
Hispanic	88	5.8%	366	24.2%	3	0.2%	38	2.5%	1,016	67.2%	1,511	100.0%
White	556	4.9%	2,878	25.1%	17	0.1%	356	3.1%	7,649	66.8%	11,456	100.0%
Unknown/Other	22	2.2%	175	17.3%	1	0.1%	51	5.0%	765	75.4%	1,014	100.0%
<b>Total</b>	<b>928</b>	<b>5.1%</b>	<b>4,261</b>	<b>23.3%</b>	<b>30</b>	<b>0.2%</b>	<b>546</b>	<b>3.0%</b>	<b>12,554</b>	<b>68.5%</b>	<b>18,319</b>	<b>100.0%</b>

Source: SSD analysis of stops data.

Minorities were not overrepresented in stops resulting in no enforcement action. Of the 546 stops with no enforcement action, Unknown/Other and White made up the largest proportion, 5.0 percent and 3.1 percent, respectively. Based on our chi-square analysis and our calculation of the disparity index, no minority drivers were overrepresented in stops without any enforcement action.

## Discussion

Overall, patrol stops declined by 27.7 percent since 2014 and 46.7 percent since 2012. Based on our analysis, we found that some disparities existed between demographic groups in stops and searches. However, these were often inconsistent and of varying magnitudes. While racial disparities were not observed at every stage of the stop process, they were observed in two areas. Specifically, African American drivers were overrepresented in both stops and consent searches at levels that require further evaluation and analysis. Productivity rates of consent searches showed some differences between races, however, these were small. Continuing to monitor these differences will be important. We did not observe disparities in the use of low level violations or no enforcement action after a stop. Patrol officers continued to exercise improved judgment before conducting a search, as seen by the reduction in the number of total searches and increase in search productivity rate since 2014.

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## INITIATIVES ADDRESSING EQUITY ISSUES

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The Portland Police Bureau shares with law enforcement agencies across the county a concern for its relationship with the community it serves. We recognize the importance of maintaining strong ties with all segments of our community and for years have maintained a strong culture of community-oriented policing. That is why City and Portland Police Bureau leadership advocated for the Equity and Diversity Program Manager position. Elle Weatheroy started in her role February 2015. During 2015 the PPB conducted the following work around issues of equity:

### Strategic Planning and Assessment Process

During this first year of assessment, the Equity and Diversity Program Manager worked with the COPS Grant team and Hatfield Fellow to develop a strategic and evaluation plan. In order to properly inform the plan the following steps and processes were taken:

- Assessment Interviews and Internal Mappings with PPB members, City of Portland partners and community members and leaders
- Evaluation Planning
- Best Practices Review (Local & National)
- Strategic Plan Design meetings
- Officer Listening Sessions

### Framework and Initial Implementation Plan Rollout

As a result of this work, a framework was developed that consists of six levers of change: Data management systems, Communication and Engagement, Recruitment, Screening & Background, Leadership Development, Ongoing Training, PPB and Community Advisory Structures. In order to move this work forward the initial first steps described below need to take place. This is the first



step in creating organization change within the bureau based on the current Strategic plan and Implementation Plan.

- Building Data Management Systems
  - Institutionalize tracking systems that will improve the bureau’s ability to strategically set goals and evaluate progress. Examples of this need begin with our background process, recruitment plan development and the identification of clear diversity goals.
- Communication and Engagement
  - External and internal auditing of communication strategies to bureau and community members; annual report assessing cultural competence of communications strategies, develop and implement strategies for communicating equity at all levels of the bureau
- Recruitment, Screening & Background
  - Convene a workgroup to build this strategy, analyze data, develop a recruitment plan, develop uniform messaging of hiring priorities, develop and institutionalize quarterly reporting reviews, strengthen PPB written policies, procedures and guidelines to streamline the background process and institutionalize training for personnel staff and volunteers on implicit bias.
- Leadership Development
  - Expand and develop supervisory skills through coaching, pilot mentorship program, formalized promotional pathways and processes; research and integrate new technology strategies to increase opportunities for independent, self-guided professional development
- Training
  - Recruitment and retention of community advisors as trainers within the bureau-wide training will allow the bureau to build capacity for training and strategically inform current and future curricula for In-Service as well as Advanced Academy. This requires a gap analysis which requires a full review of current curriculum utilizing an equity lens, development of new curriculum and development of a community trainer pool. This also includes a deep look into the coaching model and selection process.
- PPB and Community Advisory Structures
  - Strengthen Bureau advisors with the goal of building buy-in for the equity work and addressing current morale. This will assist in provide a platform for the rank and file to have a voice.

- Develop equity voice advisory structure. This group will consist of a full representation of communities of color with the city of Portland. They will inform senior leadership of their experiences and provide a platform for the community to play a role in the change.
- Develop a youth advisory structure. The youth voice is critical and requires a structured and consistent platform to inform the bureau. This will also impact the pipeline development work of the personnel division.

## Current Projects

- Strengthening Our Foundation: Managing Equity in Everyday Policing
  - Currently PPB is developing an in-service training for officers and will serve as a refresher for the Sergeants. A version of this training has been implemented with senior leadership and command staff. It is scheduled to begin in September 2016 and continue through the duration of the in-service training, which is 22 sessions.
  - The in-service trainings will be facilitated by local community trainers who are experts in their fields. They will co-train with two sworn members. Long term we are building relationships with community members and building the internal capacity of our members.
  - The curriculum was developed and modified with the support of CPRC community members, OEHR partners and a host of PPB members from varying ranks.
  - Objectives. Participants will...
    - Increase their comfort in talking about race and decrease stress and tension that exists across cultures;
    - Deepen awareness of beliefs about race;
    - Develop knowledge of institutional and individual racism;
    - Be able to identify examples of institutional racism in policy, practice, and procedures;
    - Explore strategies to eradicate institutional racism.
  
- Community Trainer Pool
  - Currently PPB is developing a pool of diverse trainers who will be able to support our efforts of training, curriculum development and strengthened community engagement. The second phase of this is to also build a pool of community partners who can be a part of future dialogues.

- The goal of this is to develop a diverse pool of contractors and partners who are already involved with the bureau imitative and can be a part of training our members, informing our work and strengthening community relationships.
- The bureau is committed to making sure that all members and especially advanced academy recruits are building relationships with community members at the onset of their employment with PPB.

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## NEXT STEPS AND FOLLOW-UP FROM 2014

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- Supplemental Report Examining Pedestrian Stops. We were unable to conduct extensive analyses on pedestrian stops due to the limited number of stops that occurred during CY 2015. Moving forward it may be beneficial to produce a supplemental report examining only pedestrian stops over a three-year period. Extending the timeframe over three years will help to ensure we have enough information to make meaningful assessments.
- Supplemental Report Examining Violent Crime and Its Impact on Disparities in Stops. A more in-depth analysis of violent crime and disparities in stops and searches could prove informative. Specifically, examining the extent to which proactive policing of violent crime may be contributing to the overrepresentation of stops and consent searches among minority drivers.
- Refine Race Categories in Stops Mask. The proportion of stops categorized as unknown or other race has been increasing since 2012, potentially affecting the accuracy of our analyses. Consideration should be given to expanding racial categories so they align either with the current U.S. Census or National Incident-Based Reporting System codes. Doing so may help to reduce the number of stops categorized as unknown or other.
- In the 2014 Annual Report (p.40) the Community Police Relations Committee recommended that a follow-up analysis be conducted examining the impact of violent crime and, in particular gang enforcement's, impact on disparities in stops. This analysis is included in Appendix D.
- Additionally, there was a recommendation that the PPB explore alternate crime reduction strategies which meet public safety needs but do so in a manner which reduces the reliance of the PPB on stops. Steps taken on this recommendation are contained in Appendix E.

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APPENDIX A: STOPS DATA COLLECTION MASK

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TRAFFIC STOP DATA		
CITE NBR: <input type="text"/>		
CANCEL REASON : <input type="text"/>		
<b>SUBMIT</b>		
1. DATA FOR : <input type="text"/>		
2. PERCEIVED RACE PRIOR TO STOP UNKNOWN <input type="text"/>		
3. PERCEIVED GENDER PRIOR TO STOP UNKNOWN <input type="text"/>		
4. PERCEIVED AGE PRIOR TO STOP UNKNOWN <input type="text"/>		
5. PERCEIVED MENTAL HEALTH ISSUES PRIOR TO STOP UNKNOWN <input type="text"/>		
6. PERCEIVED RACE AT STOP <input type="text"/>		
7. PERCEIVED GENDER AT STOP <input type="text"/>		
8. PERCEIVED AGE AT STOP <input type="text"/>		
9. PERCEIVED MENTAL HEALTH ISSUES AT STOP <input type="text"/>		
10. REASON FOR STOP (SELECT MOST SERIOUS) <input type="text"/>		
11. SEARCH TYPE (DISCRETIONARY) <input type="text"/>		
12. RESULTS OF SEARCH		
<input type="checkbox"/> DRUGS	<input type="checkbox"/> STOLEN PROPERTY	<input type="checkbox"/> NOTHING FOUND
<input type="checkbox"/> ALCOHOL	<input type="checkbox"/> WEAPON(S)	<input type="checkbox"/> OTHER
13. NUMBER OF PASSENGERS (EXCLUDING DRIVER) NOTE: Use N/A for Subject Stop <input type="text"/>		
14. ACTION TAKEN <input type="text"/>		
<b>SUBMIT</b>		

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## APPENDIX B: OBJECTIVES, METHODOLOGY, AND BENCHMARKS

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### Objectives

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

### Methodology

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

To identify racial and ethnic disparities in stops, we compared racial and ethnic proportions to their representation in various benchmarks including adjusted census estimates, injury accident data, and victimization data. A more detailed discussion about benchmarks is included in the next section. We also calculated a racial disparity index, which shows the likelihood that a certain race or ethnicity would be stopped compared to their representation in the benchmark. A disparity index with a value greater than 1.0 would indicate an overrepresentation and a value below 1.0 would indicate an underrepresentation of the stopped group. We adopted a rating scale used by a prominent racial profiling researcher to interpret the significance of the disparity index and establish a commensurate response.<sup>12</sup> A disparity index with a value between 1.1 and 1.5 indicates that PPB should maintain awareness of the disparity.<sup>13</sup> Indices between 1.6 and 2.0 merited a closer review of stops. Indices above 2.0 justified further review and possible action as decided by police management with input from the community. For the purposes of this report, we focused on disparities above 2.0.

To identify racial and ethnic disparities in the decision to stop, we analyzed the various reasons for a stop across racial and ethnic groups. Concerned community residents assert that police use low level violations such as city code, equipment, license, and minor violations as a false pretext to stop minorities. Our goal was to identify instances of an overuse or disproportionate use of subjective or lower level violations where police officers apply more discretion when stopping drivers. If bias-based policing were occurring, low level violations may show large disparities between racial and ethnic categories. To make clear, while this analysis helps to identify racial disparities among driver and pedestrian stops, it does not account for other legitimate factors that may influence the reason for a stop, such as the circumstance surrounding the stop or an officer's intent or motivation for

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<sup>12</sup> Dr. John Lamberth adopted this rating scale in his study, *Data Collection and Benchmarking of the Bias Policing Project. Final Report for the Metropolitan Police Department in the District of Columbia*, September 2006. Another researcher viewed this criteria for determining bias-based policing as more conservative than criteria used in other studies (Greenwald et al, *University of Southern California, Race and Vehicle Stops By the Sacramento County Sheriff's Department: December, 2003 through December, 2009*, dated August 31, 2011).

<sup>13</sup> Dr. John Lamberth viewed disparity ratios below 1.5 as benign. Indices below that threshold were not considered statistically significant because they accounted for small error rates in observation or data entry by police.

conducting the stop. We also used chi-square analyses to test the significance of our results. Analyses were conducted on racial and ethnic categories where population frequencies were above the five stop threshold. Populations below that threshold were excluded from analyses because it violated the minimum count requirement of the test. The analysis provides an expected number of persons in a particular category and then compares that expected frequency to the actual frequency within our dataset to determine statistical significance. These results were paired with a disparity index that assesses whether percentage differences were meaningful or not. We considered a disparity important if all of the following criteria were met: (1) the population frequency for the racial and ethnic category was above 5, (2) the chi-square test was statistically significant with a p value below 0.05, and (3) the actual number was equal to or greater than 1.5 times the expected number.<sup>14</sup> Indices above 1.5 merited closer monitoring and indices above 2.0 warranted further action. While the test identifies disparities or an overrepresentation in stops of a particular racial or ethnic group, it cannot determine the cause of the disparity. These tests are simply standard statistical measures that can offer us guidance to the areas in most need of attention at this time.

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

To determine the effectiveness of searches, we also examined the rates at which police recovered contraband, also known as hit rates. We conducted two analyses. The first analysis compares nonproductive consent search rates between racial and ethnic groups and uses a chi-square analysis to test the significance of our findings. Significant differences between minorities and Whites of nonproductive consent searches could suggest that police are using searches indiscriminately on minorities. The second analysis examines search numbers and hit rates over time. Reducing the number of searches and increasing the hit rate for recovering contraband or weapons would suggest that PPB officers are exercising better judgment when conducting searches.

To identify racial and ethnic disparities in enforcement actions, we analyzed enforcement actions across all racial and ethnic groups, focusing only on stops where no enforcement action was taken. Community residents expressed concern that stops without any enforcement action give the

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<sup>14</sup> Dr. Brian Withrow, a nationally recognized expert on racial profiling, conducted an independent analysis of PPB's traffic stop data in 2008. His study applied these criteria to test the significance of the differences between observed and expected frequencies (Withrow et al, *The Portland Police Bureau's Stops Data, An Independent Analysis*, dated January 2008). We adopted these criteria in our study for consistency.

appearance that some racial or ethnic groups are harassed by police more than others. To address that concern, we compared all stops without any enforcement action across racial and ethnic groups to identify differences. Large differences between racial and ethnic groups may imply an unequal impact on a particular race. We caution the reader, however, that while some enforcement actions may be overused among some racial or ethnic groups, it is difficult to draw conclusions about whether this is evidence of bias-based policing or other legitimate factors unrelated to race. There are a number of factors unrelated to race that can come into play when a police officer decides what enforcement action to take. One factor includes the severity of the offense. Without more details about the circumstances surrounding the stop, it is difficult to discern, for example, whether the overuse of warnings among minorities means police are being lenient or they are stopping them for less serious offenses. We also used chi-square analyses to test the significance of our findings.

Given the multiple tests utilized in this analysis it would be common to apply a Bonferroni correction to reduce the familywise error rate. This analysis does not apply this correction as the tests are applied over time with the same factors being tested annually. It is understood that some type I errors will be results of this decision. For purposes of this analysis this risk is accepted as a significant finding leads to additional analysis (as opposed to incorrectly rejecting a true null hypothesis). This second analysis should help control for the additional risk of type I errors.

## **Benchmarks**

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

Census data is the most common benchmark used to identify the existence or lack of racially-biased policing. However, census data are widely criticized by researchers because they are not representative of the driver population. Census data include children and others who do not drive. Also, the data cannot control for non-residents who were stopped while traveling through Portland. Finally, census data undercounts the population, particularly minority populations. To improve the comparability between census estimates and stops data, we adjusted the census data by including only populations aged 16 and older. The adjusted census estimates will be compared to driver stops by traffic and patrol units, but not analyzed against the stops population due to the data limitations already mentioned. Table 16 provides 2010 adjusted census estimates by race and ethnicity for the City of Portland residents over 16 years of age.

**Table 16: City of Portland Adjusted 2010 Census Population Age 16+ by Race and Ethnicity**

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

**Hispanic or Latino Origin and Race**

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

Source: US Census Bureau data, PCT12A through PCT12I, Sex by Age.

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

**Table 17: Race and Ethnicity of of Drivers in Injury Accidents in Portland for Calendar Year 2015**

<b>Race/Ethnicity</b>	<b>Count</b>	<b>Percent</b>
American Indian/Alaskan	5	0.3%
Asian	105	5.9%
Black/African American	152	8.6%
Hispanic	133	7.5%
White	1,340	75.9%
Unknown/Other	30	1.7%
<b>Total</b>	<b>1,765</b>	<b>100.0%</b>

Source: RegIN

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



**Table 18: Race and Ethnicity of Victims of Part I Violent Crimes in Portland for Calendar Year 2015**

<b>Race/Ethnicity</b>	<b>Count</b>	<b>Percent</b>
American Indian/Alaskan	101	1.5%
Asian	201	3.0%
Black/African American	1,194	17.6%
Hispanic	589	8.7%
White	4,617	68.0%
Unknown/Other	87	1.3%
<b>Total</b>	<b>6,789</b>	<b>100.0%</b>

Source: RegJIN

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## APPENDIX C: TYPES OF SEARCHES

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

- **Consent.** Subject to certain limitations, officers request consent from an individual before searching them as part of an investigation or contact. Although officers have probable cause or other legal reasons to search an individual in many cases, officers often ask for consent because it protects the search from being excluded in court. This is one reason consent searches are more common than others.
- **Plain View.** A plain view search occurs when an officer observes contraband or other evidence prior to or during a stop without conducting an actual search. An example of this may include an officer who observes, from outside of the vehicle, a driver or passenger tucking a weapon underneath a seat in a car.
- **Probable Cause.** Probable cause searches include searching for additional evidence after an officer has established probable cause for an arrest. An example of this might include searching a subject's pockets for narcotics after an officer observed them selling drugs. Officers also search people after making an arrest. After booking, police conduct inventory searches of individuals before admitting them to jail. This is required for the safety of the subject, jail staff, and jail population.
- **Weapons Pat Down.** In certain circumstances, the courts allow officers to pat a subject down for weapons. While an officer does not need consent to conduct this type of search, the search is limited to areas where an officer might find a weapon. Generally this search consists of "patting" the pockets, waistband, and sleeves and legs of a subject, but prohibits reaching into pockets or searching for small items.

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## APPENDIX D: VIOLENT CRIME AND STOPS DISPARITIES

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Black residents of Portland continue to be disproportionately victimized by violent crimes. Nearly 18% of the victims of Part I violent crime are identified as Black. This disparity poses a problem for the PPB because if the organization increases the police presence in areas where people report being victimized by violent crime they will increase the exposure of those residents to police enforcement. While beneficial in reducing violent crime this presence may result in police stopping a disproportionate number of Black residents, reducing police legitimacy and harming the police relationship with the community.

To help address this issue the 2014 Annual Stops Data Collection report made two recommendations. The first, explore how specialized units, aimed at addressing violent crime may be impacting the disproportionate use of stops in North Portland. The second recommendation was to explore the use of alternate crime reduction strategies aimed at keeping the community safe but reducing the reliance on stops. This Appendix examines the impact of the Gang Enforcement Team on disparities impact of stops and consent searches in North Portland.

### *GET and Stops*

In 2014, GET conducted 696 patrol stops of drivers or 2.6 percent of stops citywide. Of the 696 stops, GET conducted nearly 48.9 percent or 340 stops in North Precinct, followed by East Precinct at 41.2 percent (287 stops), and Central Precinct at 2.4 percent (17 stops).<sup>15</sup> To determine whether the number of GET stops impacted the 2.2 disparity index observed at North Precinct, we isolated the effect by eliminating GET stops from all patrols stops.

**Table 19. North Precinct Patrol Stops by Race, Including and Excluding GET stops and Injury Accident Benchmark**

Race/Ethnicity	Patrol All		Patrol Without Gang		Injury Accident Benchmark		
	Count	Percent	Count	Percent	Percent	All Patrol Stops Disparities Index	Patrol , No Gang Disparity Index
American Indian/Alaskan	28	0.4%	28	0.4%	0.7%	0.5	0.5
Asian	250	3.1%	246	3.2%	4.0%	0.8	0.8
Black/African-American	2,243	28.1%	2,027	26.6%	12.7%	2.2	2.1
Hispanic	716	9.0%	687	9.0%	6.3%	1.4	1.4
White	4,348	54.5%	4,266	55.9%	76.3%	0.7	0.7
Unknown/Other	386	4.8%	377	4.9%	0.0%	0	0
<b>Total</b>	<b>7,971</b>	<b>100.0%</b>	<b>7,631</b>	<b>100.0%</b>	<b>100.0%</b>	<b>1.0</b>	<b>1.0</b>

We found the Gang Enforcement Team stops had a minimal impact on the racial disparity in patrol stops of drivers in North Precinct. The disparity index fell slightly from 2.2 to 2.1, suggesting that GET stops had a minor effect on patrol stops but was not a driving force.

### *Isolating the Effect of Proactive Gang Units on Consent Searches*

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<sup>15</sup> The remaining 7.5 percent (or 52) of GET stops occurred outside of Portland City limits or were missing a precinct identifier.

Next, we examined consent searches in North Precinct. In our 2014 Annual Report, we found that African American drivers were moderately overrepresented in consent searches by a disparity index of 1.9 citywide. To determine whether consent searches were overused on minorities in North Precinct, we disaggregated the number of consent searches, focusing only on North Precinct. We found that consent searches were conducted on 8.7 percent of African American drivers and 3.2 percent of White drivers, indicating that African Americans were overrepresented in consent search compared to White drivers in North Precinct.

To control for the impact of GET in North Precinct, we removed them from our analysis and found that GET activity had a minor effect on the racial disparities of consent searches. Though the proportion of African Americans who received consent searches fell after removing GET stops, the decline was nominal. Consent searches fell by 0.8 percent overall and also declined by 1.7 percent (from 8.7 percent to 7.0 percent) among the proportion of African American drivers.

**Table 20. North Precinct Consent Searches by Race and Ethnicity, excluding and including GET Searches**

Race/Ethnicity	Consent All		Consent excluding GET	
	Count	Percent of Stops <sup>1</sup>	Count	Percent of Stops <sup>1</sup>
American Indian/Alaskan	2	7.1%	2	7.1%
Asian	6	2.4%	4	1.6%
Black/African American	195	8.7%	141	7.0%
Hispanic	25	3.5%	21	3.1%
White	139	3.2%	124	2.9%
Unknown/Other	8	2.6%	5	1.3%
<b>Total</b>	<b>375</b>	<b>4.7%</b>	<b>297</b>	<b>3.9%</b>

<sup>1</sup> This percentage reflects the proportion of stops in which a consent search occurs.

After examining these data it appears that GET stops account for a very small proportion of stops in North Precinct. These stops do not appear to have a significant impact on disparities. Consent searches by GET are a larger proportion of all consent searches but the impact of this is minimized by the rarity of such searches.

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## APPENDIX E: ALTERNATE STRATEGIES

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The PPB has been working to implement innovative crime control strategies which minimize the unintended consequences of enforcement actions. In the summer of 2015, this consisted of identifying areas with historically high levels of gang violence and conducting additional outreach in those areas. A total of 830 calls involving walking beats aimed at building relationships with residents of gang impacted areas were dispatched. This effort appeared to improve the livability of those areas. While the calls in the area did increase, they did so at 1/3 rate of the rest of the city. However, despite these efforts the city as whole saw an increase in both calls for service and Gang Violence Response Team callouts.

Other efforts aimed at reducing the reliance on stops include:

➤ Youth Services Division's *Operations Safe Return*

- Youth Services is present at many of the high schools, but cannot attend all of them when school starts up. This operation was designed to get district officers to visit middle and elementary schools to interact with the students and parents returning to school
  - 82 of 111 calls dispatched to area schools for community engagement and to remind motorists that students were back in school were completed (73.9% success rate).
  - Multiple school staff and parents commented on how much they appreciated the program.

➤ Youth Services Division's *Project Safe game*

- Youth Services is able to attend high school football and basketball games where there are potential issues (rivalry games, games with a history of associated gang violence etc.). This program was designed to get district officers to games with no anticipated issues to interact with students, staff and parents.
  - 75 of 103 calls dispatched for community engagement were completed at football games (72.8% success rate).
  - 29 of 37 calls dispatched for community engagement were completed at basketball games (78.4% success rate).
  - Youth Services reported significant community support for the program.

➤ North Precinct Walking Beat *St. John's Walking Beat*

- Increase police visibility in the St. John's area and improve contacts between police, residents, and business owners.

- 283 of 328 calls assigned on walking beats in the downtown St. John’s area were fulfilled (86.3% success rate).
  - A follow-up survey of officers indicated mixed satisfaction with the program. Officers stated that community members seemed to appreciate the program. Some officers felt it created additional opportunities to engage with the public while others felt the calls were contrived, statistically driven, or otherwise “fake”. Officers also expressed frustration with lack of extra resources to conduct the mission and felt that additional resources would have made the program more effective.
- North Precinct Walking Beat *Hollywood Walking Beat*
  - Help address car prowls and increase police community interactions in this area which had been suffering from increased crime.
    - 73 of 90 calls focusing on walking beats in the Hollywood area were completed (81.1% success rate).
    - Follow-up analysis indicated a drop in theft calls between the beginning of the program and 3 months after implementation of 41.5%. There was also a reduction from previous the year of 17.2%. Further, there was a drop in overall resident calls to the area of 19.5% three months after implementation and 11.2% from the prior year.
- North Precinct *Lloyd Center Shoplift Deterrence*
  - Identify peak shoplift times and utilize visible walking patrols in the mall to both deter shoplifts and increase community police contact.
    - 56 of 63 assigned foot patrols in Lloyd Center/Holiday Park were completed (88.9% success rate).
    - 3 months after implementation, theft calls decreased by 15.5%. Compared to the prior year, theft calls decreased by 22.2%. However, there was an increase in disturbance call types and some other call types. This increase may have been due to officers being present when disturbances occurred.
- Office of Neighborhood Involvement *Woodstock Extra Patrol*
  - Support the creation of a new Woodstock Neighborhood safety committee by creating enhanced foot and vehicle based patrols.
    - 26 of 34 calls assigned were completed (76.5% success rate).
    - No follow-up analysis was conducted
- Central Precinct *Car Prowl Deterrence Missions (2014 and 2015)*

- Provide enhanced patrol as part of a larger strategy to address increased car prowls in Central Precinct.
  - Downtown Portland – 447 of 554 extra-patrols dispatched completed at parking structures and other locations with increased reported car prowls (86.1% success rate).
  - Richmond Neighborhood Enhanced Foot Patrols – 301 direct patrols completed out of 340 assigned (88.5% success rate).
  - At 19 other locations (parking structures, lots businesses etc.) – 326 of 380 directed patrols were completed (85.8% success rate).
  - No analysis on 2015 missions but 2014 saw a marked decrease (12.1% reduction) in car prowls during the course of the mission. The vast majority of locations reported either decreased car prowls or no change. One location did experience a 150% increase in car prowls however this may have been due to hotel staff assisting its customers in completing online reports. While this may give the appearance of increased crime in the short-term, better reporting will help reduce all call prowls (not just reported ones) in the long-term.

➤ Central Precinct *Community Engagement in the Parks*

- Enhanced police foot patrols in parks with crime and disorder to reduce negative outcomes while engaging with residents using the parks.
  - Colonel Summers Park – 83 of 97 additional patrols completed (85.6% success rate).
  - North Park Blocks – 52 of 69 additional patrols completed (75.4% success rate).
  - 5 other parks – 70 of 75 additional patrols completed (93.3% success rate).
  - No follow-up analysis

➤ Central Precinct *Community Liability Patrols*

- Additional patrols to help address community concerns regarding camping and illicit activities in parks and other areas.
  - Multiple locations – 344 of 410 additional patrols completed (83.9% success rate).
  - No follow-up analysis

➤ Woodlawn Park *Enhanced Patrol Response due to Homicide*

- Increased Patrols in the Woodlawn Park area at the request of citizens concerned about a homicide.
  - 36 of 43 additional patrols completed (83.7% success rate).
  - This mission did not lend itself to follow-up analysis as it was in response to a single incident. However, residents expressed appreciation for the additional police presence.

These patrols focused on officers spending time engaged with the community while using their presence as a deterrent for pre-identified crime problems. Additional plans are being developed to include more focused enforcement, aimed at identifying specific offenders engaged in gang violence, in 2015. The goal of these missions is to attempt to prevent crime and reduce the need for enforcement.



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## APPENDIX F: BIBLIOGRAPHY

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