Law Enforcement Contacts Policy and Data Review Committee (LECC)

National Literature Review of Stop Data Reports

August 26, 2005
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OREGON


Authors: Vikas Kumar Gumbhir, Department of Sociology

Research Affiliation: University of Oregon


Geographical Scope: The city of Eugene, Oregon

Population Studied: Drivers stopped by Eugene police officers (officer-initiated stops only).

Data Collection Methods: The research task group developed a 19-item survey to be completed by each officer following an officer-initiated vehicle stop. Pedestrian stops were not included in the data collection efforts. Data were collected on machine-readable forms that were scanned into a database. The data set was compared with the forms to check for errors and/or omissions. Vehicle stop data was compared to a residential population benchmark constructed from 2000 U.S. Census data.

Events Studied: Vehicle stops by the Eugene Police Department. Variables collected include:

- Driver’s sex.
- Driver’s age.
- Patrol district where stop occurred.
- Reason for stop.
- Number of passengers.
- Language barrier (yes/no)
- Could the officer determine the driver’s race before the stop?
- Time of stop.

Data Analysis Methods: Only Eugene residents in the vehicle stop data were compared to the benchmark data and only driving-age residents (16 and over) were included in the benchmark. Benchmark data were adjusted to account for the lapse in time between the Census and the EPD’s vehicle stop data collection.

Chi-square tests were used to identify differences between racial/ethnic groups in relation to law enforcement outcomes. Regression models were constructed to examine the effect of a driver’s race/ethnicity on: result of the stop, duration of the stop, whether or not a search was conducted, and whether or not a discretionary search was conducted.
Conclusions About Nature or Extent of Racial Profiling: Major findings include:

1. The majority of contacts involved White drivers.
2. Differences between racial/ethnic groups in terms of stop rate.
3. Differences between racial/ethnic groups in terms of reason for stop.
4. Differences between racial/ethnic groups in terms of district of stop.
5. Differences between racial/ethnic groups in terms of result of stop with most of the differences explained by variable other than race/ethnicity.
6. Differences between racial/ethnic groups in terms of duration of stop with some of the differences explained by variables other than race/ethnicity.
7. Differences between racial/ethnic groups in terms of whether or not a search was conducted with differences remaining even after variables other than race/ethnicity were included.
8. Differences between racial/ethnic groups in terms of whether or not a discretionary search was conducted with evidence that the differences remained even after variables other than race/ethnicity were included.
9. No differences between racial/ethnic groups in terms of finding contraband.

The author states that, “Whether or not these differences indicate that racial profiling is occurring in Eugene, Oregon is not a question that can be answered by this data.”


Additional Web Links: http://www.racialprofilinganalysis.neu.edu

Mention of Oregon: Yes.

Additional Information: The Eugene Police Department voluntarily started collecting data on vehicle stops conducted by its officers. Following the recommendations of the U.S. Department of Justice, the EPD formed a group of community members and EPD representatives to design the data collection research project.

Author notes that vehicle stop data can be useful in highlighting disparities in treatment between racial/ethnic groups but is inadequate in determining the causes of the disparities.

Author points out the potential sources of error in using the 2000 U.S. Census as a population benchmark: individuals self-report race/ethnic background on the census while vehicle stop data are based on officer perception, specific minorities may be undercounted in the Census, and population changes have occurred since the Census was taken in 2000.

The author developed a six-part theoretical perspective as a framework for interpreting data collected in an effort to measure racial profiling:

- Causal Theory One: Responsibility for observed differences lies within the individual officer.
• Causal Theory Two: Responsibility for observed differences lies within characteristics of law enforcement as an institution.
• Causal Theory Three: Responsibility for observed differences lies within characteristics of the civilian population.
• Causal Theory Four: This theory focuses on the relationship between individuals and institutions other than law enforcement.
• Contextualizing Factor One: Any exploration of racial profiling must pay attention to history.
• Contextualizing Factor Two: In practice, there is considerable overlap between the four theories previously mentioned.

The author explains three main data quality issues that may have affected the results of the analysis. The data may not have been complete, there were problems with the way data was coded on the collection form, and some highly relevant variables were not included.

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**Title:** Memorandum to the Mayor and City Council Regarding the Stop Data Collection Project

**Authors:** Gary Boldizsar, Chief of Police and Jon Nelson, City Manager

**Research Affiliation:** See above

**Time Period Covered:** April 2001 – Summer 2002 (specific dates not given)

**Geographical Scope:** Corvallis, Oregon

**Population Studied:** Not mentioned.

**Data Collection Methods:** The Community Policing Forum developed a scanable 17 point data collection form.

**Events Studied:** The following variables were collected at stops: search request, citation and/or arrest, stop duration greater than 15 minutes, stop duration greater than 30 minutes, gender, race, and age.

**Data Analysis Methods:** Two and three-point data comparisons were conducted. A total of twenty comparisons were made. The objective was to determine whether stop outcomes were biased in a statistically significant manner. For each data point comparison, the committee determined, “if the protected class biases an officer’s behavior systematically and if there is an overall bias when examining the force as a whole. This is done with a graphical method with each data point describing an officer’s potential bias. If a data point lies on the diagonal line the impact of the protected class had no effect on making decisions. The further from the line the more likely the bias.”
Significance bars were used to determine if there was statistical evidence linking a specific variable to the outcome of the stop.

**Conclusions About Nature or Extent of Racial Profiling:** There was no apparent bias in citation and/or arrest by race, no apparent bias in citation and/or arrest by gender, and no evidence of bias in citation and/or arrest between individuals 25 years and younger and individuals 25 years and older. There was apparent bias in search requests of men compared to women, and non-whites compared to whites. For stops lasting longer than 30 minutes, there was a bias against individuals 25 years and older for both whites and non-whites. There was also significant evidence of bias for stops 30 minutes and longer with Hispanic individuals. The memorandum notes that the Corvallis results are similar to those obtained by other police departments in Oregon. The 2002 Annual Report for the State of Oregon (as cited in the Corvallis Memorandum) states that, “It is unclear to what extent a police officer would be able to know the race or ethnicity of a driver until after the stop has been made. It remains unknown then, to what extent any intentional discrimination could be determined from the stop data. Due to these considerations, the committee believes it can more productively focus its analytical efforts on post-stop activities such as searches, arrests, citations, and warnings.”

**Web Link:** http://www.ci.corvallis.or.us/downloads/cpd/stop%20data.pdf

**Additional Web Links:** None.

**Mention of Oregon:** Yes.

**Additional Information:** The Corvallis Police Department voluntarily collected stop data in cooperation with the State of Oregon Law Enforcement Contacts Policy and Data Review Committee. The Corvallis PD was one of eleven police agencies in Oregon to agree to collect stop data and submit the data for analysis.

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**Title:** “Corvallis Police Defend Race Report”

**Authors:** Becky Waldrop, Staff Writer

**Research Affiliation:** Corvallis Gazette-Times


**Geographical Scope:** Corvallis, Oregon

**Population Studied:** NA

**Data Collection Methods:** NA
Conclusions About Nature or Extent of Racial Profiling: This article explains the basic findings from the Corvallis Police Department’s stop data analysis and gives responses from both the police and the ACLU. It cites that people of color have, for years, felt harassed by police in Corvallis and the recent data analysis supports this feeling. The author highlights these findings: Corvallis police officers were more likely to conduct a search of non-white individuals, traffic stops involving racial minorities took longer, a third of officers had a statistically significant tendency to search non-whites. Of the 335 stops that took over 30 minutes, Hispanics comprised 17.9% of the stops (Hispanics make up 4.9% of the city’s population), and blacks comprised 2.7% of the stops (blacks make up 1.1% of the city’s population. Police officials argue that they need to collect more data before drawing any definitive conclusions about biased policing in Corvallis. A captain in the department defended the analysis stating “it doesn’t show a systematic problem in the department.” He cites a policy to call for backup to conduct searches or in instances of a language barrier as reasons why more than one officer is often involved when a Hispanic driver is stopped. He also believes that past altercations between police and student athletes at OSU may be why contacts with black individuals take longer. He states that, “If you have black athletes, or another minority group, that over a certain period of time seem to be involved in certain activities, there’s a perception that they’re causing more problems. You can’t turn your back.” The executive director of ACLU Oregon, however, believes the stop data illustrates police profiling and should be cause for concern.


Additional Web Links: None.

Mention of Oregon: Yes.

Additional Information: None.
Conclusions About Nature or Extent of Racial Profiling: Following an initial report that officers showed bias in contacts with Hispanics, the Corvallis Police chief explained that the department will continue to collect stop data to determine if, and to what extent, a problem exists. He stated that it was too early to claim bias based on the small number of minority stops included in the analysis. Apparent bias was most strongly evidenced in the length of stops of Hispanics. While only 2% of stops lasted longer than 30 minutes, Hispanics made up 18% of those stops. Police believe that language barriers may account for some of the disparity in the amount of time it takes during stops with Hispanic individuals. At the time of publication, the Corvallis Police Department only employed one certified Spanish bilingual officer. The department recently doubled its pay incentive for bilingual officers to 5%, and 2.5% for sergeants, in an effort to encourage bilingual officers. The president of the Corvallis NAACP doesn’t think that language training is enough. He states that it fails to address the issue of cultural misunderstandings. An employee of OSU’s Minority Education Office suggests sending Corvallis police officers to Mexico for cultural training as was done by a group of Portland officers earlier in the year.

Web Link: http://gazettetimes.com/articles/2003/08/18/news/top_story/mon01.txt

Additional Web Links: None.

Mention of Oregon: Yes.

Additional Information: None.

Title: “New General Orders Respond to Profiling Concern”

Authors: Becky Waldrop, Reporter

Research Affiliation: Corvallis Gazette-Times


Geographical Scope: Corvallis, Oregon

Population Studied: NA
**Data Collection Methods**: NA

**Events Studied**: NA

**Data Analysis Methods**: NA

**Conclusions About Nature or Extent of Racial Profiling**: This article highlights new policies and training requirements for Corvallis police officers to address concerns about racial profiling. The changes were made to comply with revised standards from the federal Commission on Law Enforcement Accreditation. Every police employee must now complete four hours of training on cultural diversity, ethnic intimidation or hate crimes, and verbal communication techniques. In addition, the Corvallis Police Department invited 20 Asian and Pacific American OSU students to a two-day, 16-hour, condensed version of its citizens’ academy. The course is offered to the public and aims to teach citizens about police policies and practices. The department decided to provide shorter versions of the citizens’ academy to any group of 20 or more individuals and encouraged minority groups to participate. The department also continued to work with OSU’s Minority Education Office to resolve conflicts between minority students and police.

**Web Link**: http://gazettetimes.com/articles/2003/10/03/news/top_story/fri01.txt

**Additional Web Links**: None.

**Mention of Oregon**: Yes.

**Additional Information**: The Corvallis Police Department conducts annual reviews of citizen complaints.

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**WASHINGTON**

**Title**: “Analysis of Traffic Stop Data Collected by the Washington State Patrol: Assessment of Racial and Ethnic Equity and Bias in Stops, Citations, and Searches Using Multivariate Quantitative and Multi-Method Qualitative Research Techniques”

**Authors**: N.P. Lovrich (Director of DGSS), M.J. Gaffney (Associate Director of DGSS), C.M. Mosher (Associate Professor of Sociology), M. Pickerill (Assistant Professor of Political Science), and T.C. Pratt (Associate Professor of Criminal Justice).

**Research Affiliation**: Division of Governmental Studies and Services, Department of Political Science and criminal Justice Program, Washington State University.

**Time Period Covered**: November 1, 2002 – June 30, 2004 for traffic stop data
July 1, 2003 – June 30, 2004 for search data
Geographical Scope: The State of Washington – broken down into 40 patrol areas.


Data Collection Methods: Not specifically mentioned.

Events Studied: Vehicle stops, citations, searches, and contraband hit rates.

Data Analysis Methods: This report compares officer-initiated contacts by the Washington State Patrol to 5 separate benchmarks:

1. population characteristics
2. daytime versus night-time stops
3. contacts initiated as a result of the identification of speeders by radar/aircraft patrols
4. contacts initiated by a “call for service” or “vehicle assist”
5. contacts initiated as a result of a traffic accident

Multiple data analysis methods were used in this study. Please refer to the report for specific statistical analyses.

Conclusions About Nature or Extent of Racial Profiling: Summary of Findings:

- Using the 5 benchmarking methods, results indicate that there is no systematic pattern of racial bias with regard to troopers’ decisions to stop motorists or issue citations.
- There is a small racial disparity with regard to searches, particularly for Native Americans.
- Race is only one variable influencing a WSP trooper’s decision to conduct a discretionary search. The seriousness of the violation is a much stronger predictor of the decision to search.
- The citizen survey indicates a high level of satisfaction with the WSP. There are some differences in perceptions by race, however.

Web Link: www.wsp.wa.gov

Additional Web Links: www.aclu.org/court/lamberth.html

Mention of Oregon: No.

Additional Information: In addition, a photo audit was conducted to determine if the Washington State Patrol troopers were classifying some drivers as white in an attempt to minimize charges of racial profiling. These charges had been reported in the media. Results indicate that there is a high level of accuracy with regards to troopers’ classification of drivers’ race.

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Citizen survey data was obtained in 2003 to assess the perceptions of and attitudes toward the Washington State Patrol. The sample included individuals who had contact with the WSP for various reasons and those who had not had contact. A total of 10,550 people across the State of Washington were surveyed through a 3-wave mailer.

Citizen and trooper focus groups were conducted to supplement the data collection and analysis. Focus group comments were included in multiple sections of this report.

CALIFORNIA

Title: “An Analysis of Traffic Stop Data in the City of Riverside”

Authors: Dr. Larry K. Gaines, Department of Criminal Justice

Research Affiliation: The California State University, San Bernardino

Time Period Covered: January 2002 through December 2002, except that the data collected on whether or not a search produced contraband and the types of contraband recovered was conducted from July 2002 to December 2002.

Geographical Scope: The city of Riverside, California, which includes 133 police reporting districts

Population Studied: Drivers stopped by traffic or patrol officers of the Riverside Police Department

Data Collection Methods: As a result of conducting traffic stops, individual officers collected and reported demographic information about drivers and the actions taken as results of the stops. The dispatcher keyed the data into a database that was used to generate the written report.

Events Studied:
- All reported traffic stops in Riverside: driver’s race or ethnicity, driver’s gender, broad categories as to the rationale of the stop, final outcome of the stop, whether a search was conducted, whether the search resulted in the discovery of evidence or contraband, and where and when the patrol traffic stops occurred
- Locations of calls for service, Part I Violent Crime, Part I Property Crimes, and calls related to drug activities

Data Analysis Methods:
- Three-step analysis: 1. Examined Police Department’s overall traffic stops; 2. Disaggregated and separately analyzed stops by traffic officers and stops by patrol; 3. Investigated explanations for disparities that were found
- Compared traffic stop data with 2000 census data
- Used a correlation analysis to examine relationship between traffic stops and a variety of police activities including calls for service, Part I Violent Crimes, Part I Property Crimes, and calls related to drug activities
- Visually compared the geographic locations of patrol traffic stops, calls for service, Part I Violent Crimes, Part I Property Crimes, and calls related to drug activities, by mapping them and comparing the maps
- Examined number of patrol traffic stops made in the year

**Conclusions About Nature or Extent of Racial Profiling:** They conclude that the over-representation of African-Americans in the traffic stop data was the result of enforcement patterns coinciding with crime and disorder problems, and that “there is no evidence that the Riverside Police Department is engaging in racial profiling” (32).

**Any Data from Oregon?** No


**Notes:** The Riverside Police Department is mandated to collect and analyze traffic stop data for a period of five years to determine if there are any patterns indicating racial profiling.

This report, which is the second of five required reports, summarizes the findings from the Riverside Police Department’s 2002 traffic stop data. The Riverside PD collected data following the methodology they deemed optimal, given that Riverside is what they term an “independent urban center” (2). Officers provided information and data to the dispatcher, and were trained on the system. Once the data were collected, it was provided to the researcher by the Riverside Police Department’s Attorney General Compliance Task Force Unit. The researcher then worked closely with members of the unit to examine the data and ensure the data’s accuracy.

The most accurate population statistics available for comparison to the traffic stop data were the 2000 census data, even though minorities are traditionally under-reported in census data. Whites were slightly under represented in traffic stops, while Hispanics were slightly over represented and African-Americans were significantly over represented, as African-Americans constitute 7.1 percent of the population but represented 12.7 percent of the total stops. However, the proportion of African-Americans stopped had declined by 0.9 percent since 2001, while the proportion of Hispanics stopped had increased by 0.8 percent.

The traffic and patrol stop data was then disaggregated because these two units make stops for different purposes. Since 2001, patrol traffic stops had decreased by 10.4 percent, and the traffic unit’s stops had increased by 63.1 percent. No apparent reasons were found for these changes. However, the staff commented that the increase in stops by the traffic unit may have been affected by the change in the command and supervision within that unit. This increase did not appear to have any affect on the proportionality of the racial and ethnic groups being stopped.

After comparing stops by the traffic unit with census data, it was concluded that there were no differences between racial and ethnic groups in terms of traffic unit...
enforcement, since the differences were too small to be deemed significant. The number of searches conducted by traffic officers was insignificant and could not be analyzed or generalized. The disposition of traffic stops by traffic officers was analyzed, with the categories of disposition being arrest, cite, field interview, release, report and supplemental report. Traffic officers cited or released most drivers that they stopped, and there was little difference in the rate of citations across race and ethnicity by traffic officers.

African-Americans, who made up 7.1 percent of the total population, constituted 15.2 percent of all traffic stops by patrol. Native Americans were arrested as the result of patrol traffic stops at the highest rate (11.4 percent), and the difference among the arrest rates of Whites, African-Americans and Hispanics was 1.6 percent, which was seen as unproblematic and due perhaps to driving patterns, offender behavior and enforcement patterns. Most people stopped by patrol were released, with African Americans being released at the highest rate (69.7 percent), and Native Americans being released at the lowest rate (36.4 percent). Since only 3.3 percentage points separated African-Americans, Hispanics and Whites, the differences in release rates were seen as minor.

The data using the revised data collection format, which was implemented in July 2002, was used to examine patrol searches. African-Americans were searched at a rate of 25 percent, whereas Hispanics were searched at a rate of 21.3 percent and Whites at a rate of 17.7 percent. The report stated that these differences are not dramatic and do not seem to indicate any racial profiling problems. There was a 2.6 percent range between hit rates for Whites, Hispanics and African-Americans, which was seen as relatively minor. However, it was noted that all hit rates were extremely low. It was also noted that there were 300 arrests made as a result of these stops and, assuming that each of these arrests resulted in a search, the hit rate for everyone searched would then be 8.6 percent.

Native Americans were arrested by patrol as a result of traffic stops at the highest rate (11.4 percent). Whites were arrested by patrol at a lower rate (2.6 percent) than African-Americans (4.2 percent), Pacific Islanders (4.2 percent) and Hispanics (5.0 percent). African-Americans were released at the highest rate (69.7 percent), but only slightly. Rates of citation of African-Americans (24.5 percent) and Hispanics (27.1 percent) are slightly lower than that of Whites (28.4 percent). The highest citation rates are those of Native Americans (43.2 percent), Pacific Islanders (38.9 percent), Asians (37.8 percent) and East Indians (36.3 percent). It was stated that these differences were most likely the result of pretextual or investigative stops being performed rather than racial profiling.

The majority of traffic stops were the result of a traffic violation, rather than APR, Municipal Code or Penal Code. It was found that there are extremely high correlations between traffic stops and each of the following: calls for service, Part I Violent Crime, Part I Property Crimes and calls related to drug activities. In addition, through visual map comparisons of the above activities, it was found that there is a substantial level of overlap demonstrating that patrol traffic stops generally occur in areas of high crime. A bar chart outlining when patrol conducts its traffic stops showed that they make the largest number of stops between the hours of 11:00 p.m. and 2:00 a.m., and the second largest number of stops between 4:00 p.m. and 11:00 p.m., which are the periods that are generally recognized as high-crime times. It was calculated that each patrol officer made...
less than one traffic stop (0.64) per shift, and it was reasoned that “if racial profiling were indeed a problem, there would be many more stops by patrol officers” (27).

The report stated that more active police tactics, especially in high crime areas, constitute normative behavior by police departments, and that Riverside has developed a significant drug and gang problem in recent years. They conclude that the over-representation of African-Americans in the traffic stop data was the result of enforcement patterns coinciding with crime and disorder problems, and that “there is no evidence that the Riverside Police Department is engaging in racial profiling” (32).

Community Relations

Issues Addressed: None

The report focuses on the data and does not mention any community relations issues.

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Title: “A Study to Analyze Traffic Stop Data in Santa Cruz County: Final Report for the Capitola Police Department, Santa Cruz Police Department, Santa Cruz Sheriff’s Office, and Scotts Valley Police Department, and Watsonville Police Department”

Authors: Dr. Cheryl A. Rickabaugh, University of Redlands

Research Affiliation: Lamberth Consulting, LLC

Time Period Covered: 2002 (except for the data on Highway 17, which was supplemented with stop data collected between October 1, 2001 and April 15, 2003 in order to ensure a large enough sample size)

Geographical Scope: Within a certain radius of the 21 chosen benchmark locations, all of which are located within one of the five participating law enforcement jurisdictions in Santa Cruz County, California.

Population Studied: All contacts of motor vehicle stops initiated by officers of the five participating law enforcement agencies, within the selected perimeters of the benchmark locations

Stop Data Collection Methods:

Each agency provided a minimum of one year of traffic stop data. While the collection of this data was funded in part by the State, the agencies proactively chose to conduct an analysis of the data and to fund it internally. They collaborated jointly on project activities such as study design, management meetings, surveying and training, thus reducing time, effort and costs.

Benchmark Data Collection

Direct observation of transient populations in all five participating agencies was used to collect benchmark data. A minimum of three benchmark locations in each jurisdiction were selected for analysis. With the assistance of law enforcement agency personnel,
benchmark locations were selected that had relatively high transient populations, were patrolled frequently, and were locations where police stops were frequently made. In order to conduct valid comparisons, the mile marker and traffic direction of all highway benchmarks had to be known, as well as the street name and nearest cross streets of all benchmarks in urban areas.

Teams of surveyors were hired and trained. The one-day survey training session provided for the surveyors consisted of a high-level overview of the purpose of the study; an explanation and discussion of the survey method, schedule, roles, and survey procedures; and hands-on practice in the field.

Rolling surveys were conducted on the highway benchmarks, whereas stationary surveys were conducted at intersections. The dates and times of benchmark surveys were randomly selected, and were conducted, day and night (but day-only for rolling surveys), over a six-week period. Surveying time periods lasted from eight to 70 minutes per session. Each survey team was comprised of one team leader (who also acted as a surveyor) and one core surveyor. Each surveyor was responsible for capturing data for one lane at a time, and alternated lanes.

The researchers and survey team leaders conducted benchmarking quality assurance activities throughout the duration of the surveys. These included inter-reliability tests (especially in areas with high concentrations of Hispanics), pre-survey reviews for each location, ongoing status meetings, post-survey reviews, periodic reviews of captured data, and data entry reviews. After completion of the surveys, the data were entered into SPSS software for comparison against stop data.

**Events Studied:**

**Benchmark Surveys:**
Driver’s race/ethnicity (Asian, Black, Hispanic, White, Other, Unknown) and sex

**Stop Data:**

**Of Individual Stopped:**
- Whether or not race was identifiable prior to stop;
- Age
- Race/ethnicity based on visual observation only (White, Black, American Indian, Hispanic, Asian, Middle Eastern)
- Gender
- Whether or not s/he lives in city
- Whether or not s/he lives in or adjacent to precinct

**Of Stop:**
- Date & time;
- Precinct;
- Contact type (driver, passenger, pedestrian);
- Reason(s) (moving violation, equipment violation, person observation/knowledge, received information (dispatch/citizen/BOLO/bulletin/roll call));
- Action(s) taken (field interview and/or clearance, verbal or written warning, citation or order-in, arrest, detox/MHH/hospitalized);
- Duration (<5 min, 5-9, 10-19, 20-29, 30-39, 40-49, 50-59, >60 min)

Of Search:
- Search (mark all that apply: no search, consent, cursory/pat down, incident to arrest, tow/inventory, canine alert, search warrant);
- Whether or not contraband was seized

Of Officer:
- Whether or not s/he is a Sheriff’s Department employee;
- Whether or not s/he is off-duty (includes secondary employment)

**Data Analysis Methods:**

Only data on stops in location within a certain perimeter of benchmark locations were used in the analysis. Blacks and Hispanics were analyzed separately.

The proportions of stops for specified minority groups were compared to the transient populations in the surveyed areas. Odds-ratio, as well as chi-square, analyses were computed. Generally, odds ratios between 1.0 and 1.5 were seen as benign. Those between 1.5 and 2.0 indicated that a review of stops in these locations could be conducted, and those above 2.0 pointed to the potential targeting of minority motorists.

However, considering that the inter-rater reliability coefficients for Hispanics ranged from .81 to .93, the researchers adjusted the categorizations of odd-ratios to reflect the following: benign = below 1.7; a review of stops could be conducted = 1.7 to 2.2; potential targeting of minority motorists = above 2.2.

**Conclusions about nature or extent of racial profiling:**

There were too few stops involving Black motorists countywide for meaningful statistical analyses to be conducted. Overall, there was little evidence of targeting of Hispanic motorists, although there were a few locations in the County where the odds ratio of stops of Hispanics was slightly above the benign area. Out of the 21 benchmark locations in the County, three had fewer stops than would be expected, 11 had stops in the benign area, and seven had stops in the area that provides indication that a review of these stops could be in order. None of the locations fell into the area that points to potential targeting of minority motorists.

In one case, for which the odds-ratio was 2.0, the Chief of that jurisdiction suggested that, if disparities did exist, they may have been the result of just a few officers’ actions. It is stated that, “in [the researchers’] experience odds ratios of this magnitude generally indicate that it might well be a few officers, rather than anything systemic” (56). Some other explanations of context for those agencies whose odds ratios were slightly above the benign area include gang activity with large proportions of Hispanic gang members and nearby low-income housing and industrial parks.

It is stated that “we feel strongly that the Santa Cruz County agencies are among the leading agencies in the nation working to address this issue scientifically, practically, and
openly” (19). However, it is also emphasized that “this is the first step in a long process [. . .] before the agencies can say that they are, or are not, targeting any minority” (66). Agencies had indicated their intention to continue to collect stop data. The project team suggested that they also begin to analyze post-stop activity and implement data auditing mechanisms.

Any Data from Oregon? No

Web Link:
http://www.racialprofilinganalysis.neu.edu/IRJ_docs/SantaCruzFinalReport.pdf

Additional Web Links:
- Lamberth Consulting, LLC: www.lamberthconsulting.com

Notes:
- This study was done voluntarily.
- Discussion of the history of efforts to address racial profiling is included throughout the report.
- A copy of the vehicle stop data form is included on the last page of the report.
- A map of each benchmark location is provided.
- Throughout the project, monthly management meetings were conducted which included representatives from all participating agencies.
- It is stated that “the number of agencies engaged in data collection will continue to increase as A.B. 2133 requires that all agencies collect data as of July 1, 2004.
- It is mentioned that another promising method of obtaining benchmark data is that developed by Alpert, Smith, and Dunham, which uses not-at-fault accident statistics on the roadways to approximate traffic populations (see page 17 of the report).
- It is stated that simply using the proportion of minority stops as a benchmark for the proportion of minority searches is too unsophisticated. Other variables need to be taken into consideration as well, such as type of search and strength of deployment in various sections of a jurisdiction.
- Lamberth Consulting was formed in 2000 in an effort to provide racial profiling assessment, training, and communication services to universities, states, counties, cities, civil rights groups, litigators, and communities. The founder and CEO is Dr. John Lamberth.

Community Relations
Issues addressed: Training, community input and involvement

The researchers believe strongly that the best method to reduce risks for both law enforcement and communities is to involve them early and throughout the process. At the outset of the program, the project team met with agency and community representatives to discuss the study methodology and to answer questions.
The project team also met with the community groups to explain and report the results of this study. The team recommended that the training and community meetings continue, and that the agencies consider developing a more formal process of soliciting consistent participation from community members, such as the development of a racial profiling community group or council.

In 2001, California SB 205 mandated that cultural/racial sensitivity training be provided by law enforcement agencies and a $3 million statewide grant program was funded to assist agencies in the voluntary collection of stop and search data. California mandates a racial profiling training course for officers and the Santa Cruz County agencies expanded upon that training to emphasize aspects of policing that relate to the stop data study. For example, three four-hour training sessions, supplemental to POST, were provided to Watsonville police officers. This training provided a national perspective on racial profiling issues and its impact on law enforcement, communities, and other stakeholders. It also provided an overview of data collection efforts, reviewing in detail the study in Watsonville.

Amount of space devoted to community relations issues: Approximately 4 pages

Title: “Vehicle Stop Demographic Study Annual Report: Issued June 14, 2002”

Authors: William M. Lansdowne, Chief of Police, San Jose Police Department (SJPD)

Research Affiliation: SJPD

Time Period Covered: January 1, 2001 through December 31, 2001

Geographical Scope: San Jose, California

Population Studied: Drivers stopped in San Jose by SJPD officers

Data Collection Methods: The traffic stop data, generated by SJPD officers upon completion of stops, is recorded electronically by the computer-aided dispatch (CAD) computer system used to track officers’ activities. The SJPD Crime Analysis Unit (CAU) broke this data down in order to see how many vehicle stops were conducted and where.

Events Studied: 89,889 vehicle stops made by San Jose Police Department: date of stop (Jan-Mar, Apr-Jun, Jul-Sep, Oct-Dec), race/ethnicity of driver (Asian-American, African-American, Hispanic-American, Other, European-American), in which of the four police divisions the stop took place, in which of the 16 police districts the stop took place

Data Analysis Methods: The traffic stop data was compared to 2002 US Census statistics on the race/ethnicity of San Jose residents. Traffic stop data was analyzed
mainly by race and location. Each citizen complaint about racial profiling was investigated thoroughly.

**Conclusions about nature or extent of racial profiling:** The SJPD believes that the in-depth analysis of the data indicates that there is not a racial profiling problem in San Jose. However, it was stated that ongoing supervision and training of personnel on issues of racial profiling is still necessary in order to prevent it from becoming a problem in the future. The discovery that most arrests made in San Jose are not the result of vehicle stops dispelled the idea that the reason minorities are overrepresented in prison populations is due to racial profiling.

Hispanic-Americans and African-Americans were stopped at rates higher than their overall representation in the population of San Jose, whereas Asian-Americans and European-Americans were stopped at rates lower than their overall population in San Jose. Because the number of calls for police services tend to be higher in the smaller police districts where more minorities tend to live, there are more officers-per-capita in these police districts. This results in a higher statistical probability that a resident of one of these districts (most of which are minorities) who commits a traffic violation will be seen by an officer and stopped. The SJPD believes that there are many calls for police services in these areas because of socioeconomic factors rather than race or ethnicity. In addition, analyses of each of the 16 individual police districts indicate that residents were stopped in proportion to their overall estimated representation within each police district. During this study period, there were only 17 (one for every 5,288 stops) official citizen complaints filed that indicated a feeling of being subjected to racial profiling. Investigations of these complaints showed that officers had valid reasons for the stops, but did not take the time to explain the reason to the driver or acted “curt and brusque” (9) toward the driver.

**Any Data from Oregon?** No


**Additional Web Links:** Details on the methodology of the study and recommendations to other law enforcement agencies considering conducting similar studies can be found in previous reports at [http://www.sjpd.org/](http://www.sjpd.org/).

**Notes:** The SJPD has voluntarily collected and analyzed traffic stop data since 1999. All reports prior to this one were published on a quarterly basis, and all reports after this will be published annually.

Since 1999, members of the SJPD have met with citizens in a variety of forums to discuss residents’ concerns and perceptions regarding racial profiling. Police officer training was enhanced to emphasize the need for officers to explain the reasons for stops to drivers, and this has already helped decrease the number of racial profiling complaints received by the SJPD.
Community Relations

Issues Addressed: investigations of complaints from citizens, training, community meetings (very briefly), community policing & socioeconomic issues, Department policy against racial profiling (very briefly)

It is stated that the Department received 17 official complaints about racial profiling, and that these complaints were “addressed by the Department in a prompt and professional manner” (8). Through these investigations, it was found that most drivers’ complaints related to officers’ attitudes. Although it was found that the officers had valid reasons for stopping these drivers, the officers did not take the time to explain these reasons to the drivers, and/or were curt and brusque with the drivers.

The resulting actions are described as “an increased focus within the Department’s training programs to recognize the importance of treating all citizens with [. . .] respect” (9). After these training efforts were implemented, there was a 34 percent reduction in total citizen complaints received in 2001. Coupled with a 15 percent reduction from the year of 2000, this represents a drop of 49 percent in a two-year period. The Department plans to add to their training a component that emphasizes the need to “whenever possible [. . .] take the time to explain to a driver the reason why the driver was stopped” (11).

It is also stated that, since 1999, the Department has met with “numerous citizens in a wide variety of forums” (10) to discuss community concerns about racial profiling. However, the report emphasizes the need for communities to address the many socioeconomic issues that they deem to be one of the root causes of the high crime rates in neighborhoods where the majority of the minority populations live. The Department reiterated its commitment to community policing and to the Strategic Neighborhoods Initiative program developed by the Mayor and City Council.

The Department will continue to fully investigate complaints regarding racial profiling, and will “spell out both verbally and in writing to all Department personnel that the practice is against Department policy” (11). Officers who violate the policy will be “disciplined accordingly” (11).

Amount of space devoted to issues of community relations: Approximately four paragraphs.

Title: “Police Vehicle Stops in Sacramento, California: Second of Three Reports”

Authors: Dr. Howard P. Greenwald, University of Southern California (USC)

Research Affiliation: School of Policy, Planning and Development, USC

Time Period Covered: July 1, 2001 through June 30, 2002

Geographical Scope: The city of Sacramento, California

August 26, 2005

LECC National Literature Review of Stop Data Reports
Population Studied: Drivers stopped by the Sacramento Police Department (SPD), as well as the police officers conducting these stops; parolees and probationers living in Sacramento.

Data Collection Methods: Data forms (of which there is a copy on page 45 of the report) were distributed to police officers and completed soon after each vehicle stop. These forms were then scanned at the Police Department Headquarters and copied onto floppy disks which were given to the analyst, who then added them to an aggregate data set. New variables for analysis derived indirectly from items on the form were also in this data set.

The SPD provided data on victim and suspect characteristics, as well as probationer and parolee residence. The USC research team also directly observed police officers at work, made independent observations of traffic, and conducted a telephone survey of drivers in order to validate the accuracy of information reported by police officers on the machine-scanned forms.

Events Studied:
- 24,451 vehicle stops made by SPD officers:
  - Reason for stop
  - date (month, day & year), approximate time (hour and minute), and duration of stop (total minutes)
  - gender and race of driver (African-American, Hispanic, White, Asian/Pacific Islander, Native American, Other/Not Apparent)
  - driver year of birth
  - whether or not driver was asked to exit the car
  - whether or not a search was conducted
  - result (citation, arrest, report, advised, FC)
  - location (by district)
  - race, age, badge number and assignment of officer
  - whether or not the police vehicle was equipped with a camera

- For vehicle stops that resulted in a search:
  - Whether search was of the driver, passenger or vehicle
  - Search authority (consent, terry cursory, incident to arrest, parole probation, tow inventory)
  - Contraband discovered or seized (weapons, drugs, cash, vehicle, alcohol, other property, nothing)

- Crime report demographics, and parolee and probationer residence locations

Data Analysis Methods: It was decided that “statistical significance” was not a meaningful criterion because of the large numbers of cases compared (see bottom of page 12). Instead, it is suggested that readers assume that a difference of five percent or greater should be considered as of potential, practical importance.

Sacramento’s population over 15 years of age according to the 2000 US Census was utilized for comparison. Descriptive and bivariate statistical runs were performed, and density maps were produced providing visual representations of patterns indicated by the statistical data.
Data obtained in this study were cross-checked with data from telephone survey of drivers, as well as with records in SPD’s citation database. During the study period, the USC research team met monthly with a Traffic Stop Analysis Advisory Committee to discuss statistical findings and plan additional data analyses. This Committee included representatives of minority communities, the Sacramento Police Department and interested outside groups such as the ACLU.

Conclusions about nature or extent of racial profiling:
- “Among drivers in Sacramento, African-Americans are stopped more often (in proportion to their representation in the population of the city of Sacramento) than White drivers, with the greatest overrepresentation of African-Americans occurring among drivers stopped between 9 p.m. and 5 a.m. Hispanic drivers are stopped no more often than whites, but when stopped are asked to exit their cars, subject to search, and detained for long periods of time more often than Whites. Asian/Pacific Islander drivers are stopped and detained less often than Whites. High rates of African-Americans among parolees and probationers living in Sacramento, and reported as suspects in crimes, seem likely to have contributed to the over-representation of African-Americans among drivers stopped. Although the percentage of African-American and Hispanic drivers searched is higher than the percentage of white drivers searched, contraband is found with similar frequency in cars driven by people of all three races, suggesting that police officers assess African-American, Hispanic, and White drivers as holders of contraband with equal accuracy” (39).
- African-American officers were approximately as likely as officers of other races to stop African-American drivers, and officers in vehicles with cameras were found to stop minorities no less frequently than officers in vehicles without cameras.
- It is stated that “the Sacramento Police Department does not differentially stop, detain, or search members of any racial group due to their race alone” (3).

Any Data from Oregon? No


Additional Web Links:
Notes: A section on terminology and definitions can be found on pages eight through eleven of the report. They chose the term “racially-biased policing” over “racial profiling” because it appears to be applicable to a broader range of activities. This is the second of three planned reports by USC under a contract with the SPD.

Community Relations
Issues Addressed: Community input in data analysis and definition of racial profiling, training (very briefly), Department policy against bias-based policing (very briefly), recruitment of minority officers, training

During the study period, members of the USC team met monthly with the Traffic Stop Analysis Advisory Committee, which includes minority community members, law enforcement officers, and other interested outside groups. Statistical findings and
additional data analyses were discussed at these meetings. However, “the advisory nature of the committee’s role must be emphasized” (7).

Many participants of the first report were not satisfied with the definition of racial profiling, so the SPD convened a retreat in 2002, involving both police officers and individuals active in minority and law enforcement issues, at which a consensus was met on the definition of racial profiling shown on page ten of the report.

It is stated that “police officers must receive training and encouragement to reduce the challenge to privacy and dignity often experienced by law-abiding individuals when stopped” (5). However, it is emphasized that the Department merely responds to community needs, and is stated that “until the hoped-for technical and social transformations take place, the public’s greatest challenge will be to maintain the visibility of racial profiling as an issue, and to promote reasonable balance between the safety of the community and respect for the individual” (43).

The Department has a policy that “expressly prohibits bias-based policing,” but the wording of the policy is not described. In addition, SPD has “expended significant effort in recruitment of minority individuals as officers” (41), but have found that many promising young minorities are disinclined to consider law enforcement as a career.

In the coming year, officers will be required to take five hours of interactive training on racial profiling as part of their mandated training program.

The section on recommendations does not state clear future plans, but rather describes actions that “should” be taken, such as advancing technology and training, improving recruitment and retention of minority police officers, and maintaining and supporting this sort of data collection and analysis.

**Amount of space devoted to community relations issues:** Approximately one page

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**Title:** “Vehicle Stops in San Diego: 2001”

**Authors:** Cordner (Eastern Kentucky University), Williams (Vanderbilt University), Velasco (San Diego State University).

**Research Affiliation:** See above.


**Geographical Scope:** The City of San Diego.

**Population Studied:** Vehicles stopped by police officers in The City of San Diego.

**Data Collection Methods:** Police officers in San Diego have been required to complete a vehicle stop form each time they stop a vehicle. Anonymity was promised in regards to the officer completing the form. Officers turned in the forms at the end of each of their shifts. Data was entered into a database by personnel at the police headquarters. Data was
then compiled by personnel in the police department’s crime analysis unit and analyzed by external consultants.

**Events Studied:** Vehicle stops.

**Data Analysis Methods:** The study compared vehicle stop data to “action taken” including searches, arrests, citations, written warnings, verbal warnings, and field interviews. Stop data was analyzed by reason for stop, time of day, month, age of driver, sex of driver, race/ethnicity of driver, and resident versus non-resident of San Diego status. The driving age census population of San Diego was used for “base rate” comparisons.

**Conclusions About Nature or Extent of Racial Profiling:** The data from the stop forms was compared with the driving age census population of San Diego to determine if minority groups were over-represented in “stop” rates. Disparities were found. The authors point out that several other variables must be considered in explaining the apparent disparities. First, it is suspected that tourism significantly affects the actual population of drivers in San Diego. Second, they state that the resident population of San Diego may include more Hispanic individuals than census figures indicate. The reason for this view includes census under-counting of undocumented Hispanic residents and a number of drivers who cross the border each day from Mexico. Third, focus groups with officers indicate that 25% of vehicle stops are “pre-text” stops made for non-traffic related reasons including suspicion of crime, drug, or gang-related activity. The authors assert that when “using the characteristics of San Diego described crime suspects as the benchmark for ¼ of the stops, the apparent over-representation of minority drivers in vehicle stops largely disappears” (p. 3). Lastly, one of the main concerns was a 28% decrease in completed vehicle stop forms from the previous year (2000). This raises questions about the validity of the 2001 data. The researchers questioned whether racial disparities found were due to police bias or the difficulties in establishing a correct “base rate” for The City of San Diego.

**Web Link:** www.sannet.gov

**Additional Web Links:** News release of this article at www.sandiego.gov/police/newsflash/pr030113.shtml

**Mention of Oregon:** No.

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**Title:** “Beyond the Mythology of Racial Profiling”

**Authors:** Linda Hills, Executive Director of the ACLU of San Diego & Imperial Counties and Randy Trapp, President of the NAACP of San Diego

**Research Affiliation:** See above.
Time Period Covered: Published in the San Diego Union-Tribune on October 13, 2000.

Geographical Scope: NA

Population Studied: NA

Data Collection Methods: NA

Events Studied: NA

Data Analysis Methods: NA

Conclusions About Nature or Extent of Racial Profiling: The authors address the recently released preliminary results of the San Diego Police Department’s traffic stop data. They commend the SDPD for being the first to voluntarily collect information on the race and ethnicity of every driver stopped. They rebuke the claim of some, that people of color commit more crimes and, therefore, should be stopped at higher rates. They write that every study of racial profiling, thus far, has shown that people of color are not more likely to carry drugs or other contraband in their vehicles than whites. In addition, because minorities are stopped and searched at higher rates, they are more frequently arrested and incarcerated. Higher arrest and incarceration rates only serve to reinforce the practice of stopping minorities in what the New Jersey Attorney General called “the circular illogic of racial profiling.” The authors also oppose the claim that disparity in stop rates is due to differences in police deployment around the city. They write that, “The crimes which warrant a higher concentration of police are violent or property crimes. Yet, 97% of the vehicle stops in the San Diego study were based on a vehicle code violation. Only 1% of those stops actually led to an arrest. There is no justifiable connection between vehicle stops and effective crime fighting in neighborhoods of color and, if it is the explanation for the disproportionate impact on African Americans and Latinos, it should be fixed.”

Web Link: http://www.aclusandiego.org/racial_profiling.html

Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: None.
**Time Period Covered:** July 1, 1999 through April 30, 2000

*Note:* The Commissioner directed CHP officers to begin collecting demographic data six months before requested to do so by the Governor.

**Geographical Scope:** All freeways, as well as streets and highways in the unincorporated areas, of the state of California

**Population Studied:** Statewide traffic enforcement, motor service, and traffic collision contacts of the CHP

**Data Collection Methods:**
Officers documented demographic data about enforcement contacts onto “supplemental CHP 415” forms, which were uploaded into the Ethnicity Statistics (ESTAT) Database. This database was a temporary, interim solution which would eventually be integrated into a new, automated timekeeping database during the subsequent years of data collection. The race/ethnicity of drivers was determined based on the visual observation of CHP officers.

Data on searches were collected from the regular CHP 415. “In addition, General Order 100.39, regarding arrest/investigation reporting requirements, was revised on October 1, 1999, to direct officers to use the CHP 202D, Consent/Cause Search Report, for all consent searches and probable cause searches which were not already documented on an Arrest Investigation Report. The CHP 202D forms are now being retained for three years to allow follow-up in the case of questions about any search” (18). For this data collection effort, all searches were to be reported except for vehicle inventories conducted to safeguard the property of the vehicle’s owner, searches conducted incidental to an arrest, and searches pursuant to a search warrant. This means that the vehicle searches resulting in an arrest were searches conducted *prior* to an arrest.

The CHS Internal Affairs Section (IAS) uses a database to track citizens’ complaints from the public. The two categories of complaints in the IAS database that are relevant to vehicle searches are “Validity/Search” and “Policy/Searches.” The former would be a complaint alleging employee misconduct, whereas the latter would be a complaint against the Department’s policies where no employee misconduct is alleged. It is important to note that both categories include searches of persons, residences, or vehicles, and there is not a separate category for vehicle searches.

**Events Studied:**
During entire study period: gender, age (0-14, 15-24, 25-32, 33-39, 40-48, 49 or older), and race/ethnicity of enforcement contacts
- Race/Ethnicity categories were defined as follows:
  - Asian (of or pertaining to the peoples of Asia, the Pacific Islands, or their descendents)
  - Hispanic (of or pertaining to the language, people, descendants, or culture of Latin America)
African-American (of or pertaining to the descendants of Africans or Africans in America)
White (a member of the Caucasoid ethnic division, including persons whose ancestry is indigenous to Europe, southwestern Asia, and the Indian subcontinent)
Other race/ethnicity (of unknown origin or not a member of one of the above groups)

Added in October 1999: outcome of the contact (in-custody physical arrest, citation, Notice to Correct for a correctable mechanical violation, verbal warning, non-enforcement related public/motorist service), vehicle search information, demographic data from motorist services
Added in March 2000: demographic information from traffic collisions

Data Analysis Methods:
Statewide population data projections from the California Department of Finance (DOF) for the year 1999 were used for comparison. DOF county resident population projections were used as the primary reference population.
The report presents aggregate findings from the statewide sample. It is stated that “since most of the CHP’s demographic data is categorical, simple summary statistics such as frequencies and percentages were generally used in analysis” (13).

Conclusions about nature or extent of racial profiling: This report maintains that “the overall aggregate results from CHP’s demographic data project show that CHP officers do not employ race/ethnicity as a basis for enforcement stops” (20). In the concluding paragraph it is affirmed that “this study provided an opportunity to validate our training” (22).

As compared to the resident population, Hispanics, Asians and “Others” were underrepresented in number of enforcement actions against them, motorist services provided, and collision involvement. Enforcement contacts for African-Americans were slightly higher than the population but consistent with their proportion of motorist services and collisions. Compared to the resident population, Whites were overrepresented in enforcement contacts, motorist services, and collisions.

In almost 60 percent of the searches, evidence/contraband was found which led to arrest. Whites represented the largest number of people arrested after a search, followed by Hispanics. Approximately 83 percent of all searches resulted in an arrest, citation or Notice to Correct. Hispanics represented the largest number of contacts who received a citation, verbal warning or Notice to Correct after a search. It is stated that “on average, over a seven-month period, each CHP uniformed member made less than one-half of a search that did not result in an arrest or citation” (20). There were nine complaints pertaining to searches between October 1999 and April 2000, and all of them fell under the “Policy/Searches” category.

Any Data from Oregon? No

Additional Web Links:

Notes:
This is the CHP’s first report on this subject. Governor Davis directed the CHP to implement a three-year project to collect specified data on law enforcement contacts, and invited local law enforcement agencies to participate in this project as well. The CHP was requested to provide this data to the Legislature and the public on an annual basis beginning January 2001.

Although not mandated to provide a report until January 2001, the CHP Commissioner directed the preparation of this report. It is stated that, “as a result of accusations made against law enforcement in general, the Department recognized the importance of using statistical means to quantify or dispel allegations of racial profiling” (11), and that “there was a sincere interest in learning whether departmental policies, procedures, or training needed to be modified to ensure that all persons were receiving equitable treatment from CHP employees” (12).

In October 1999, the CHP queried 433 California law enforcement agencies regarding their intention to collect demographic data and provide that data for inclusion in the first annual report. In January 2000, informal telephone follow-up calls were made. However, only 16 agencies sent the data by the reporting cutoff. Twelve were police departments, two were sheriff departments, and two were university police departments.

Community Relations

Issues Addressed: Community groups with whom the agency maintains communication, diversity training (briefly), CHP racial profiling policy

The following groups report directly to the Commissioner and Deputy Commissioner of CHP:
- The Community Outreach Unit, which manages programs “to establish trust, assess the diverse communities’ needs, educate the public, and promote traffic safety issues” (2).
- The Citizen Oversight Committee, which is an advisory board, “reflective of the state’s diverse population” (3), who studies issues of concern to the public and makes recommendations regarding the Department’s policies and procedures.
- The Commissioner’s Cadre, which is “a group of specially trained managers and supervisors, [ . . .] reflective of the state’s population, organized to be available as needed regarding issues of discrimination” (3)
- The Office of Equal Employment Opportunity, which handles discrimination complaints and maintains the Department’s “fair and equitable hiring practices” (3)
- The Internal Affairs Section, which reviews citizens’ complaints and monitors both employee and departmental complaint trends

Diversity training is incorporated into the over 1,000 hours of training over a six-month period in the CHP Academy, as well as the quarterly, annual and biennial refresher
trainings. It is not stated what proportion of the training is dedicated to diversity topics.

It is stated that “profiling based on race is against CHP policy” (11), and the Department’s Drug Programs Manual “clearly states that profiling is illegal and officers are taught not to use racial profiles during drug interdiction activities” (11).

Amount of space devoted to community relations issues: Approximately four pages, although most of it does not pertain to issues of racial profiling, but rather to providing an overview of CHP programs.

NEVADA

Title: “A.B. 500 Traffic Stop Data Collection Study: A Summary of Findings”

Authors: Richard C. McCorkle, Ph.D.

Research Affiliation: University of Nevada Las Vegas, Department of Criminal Justice

Time Period Covered: January 1, 2002 – December 31, 2002

Geographical Scope: Agencies required to participate were: the Nevada Highway Patrol, the Las Vegas Metropolitan Police Department, the Henderson police Department, the North Las Vegas police Department, the Boulder City Police Department, the Mesquite Police Department, the Washoe County Sheriff Office, the Reno Police Department, and the Sparks Police Department. All agencies are in the State of Nevada.

Population Studied: Drivers stopped by law enforcement in the jurisdictions listed above.

Data Collection Methods: The State of Nevada Attorney General, in collaboration with representatives from each law enforcement agency, a staff member from Technical Services at the Nevada Department of Public Safety, and the author of the report, developed a form to collect the traffic stop data. Law enforcement recorded traffic stop data on the forms. Completed forms were electronically scanned at 2 locations in the state. The data was transmitted to Technical Services at DPS and delivered quarterly to the author of this report.

Events Studied: Vehicle stops. Information was collected at the stop including:

- The traffic violation that was the basis of the stop
- The race/ethnicity, gender, and approximate age of the driver
- Whether the immigration status of the driver was questioned during the stop and if immigration documents were requested or an INS check was completed
- Number of individuals in the vehicle
- Whether a search was conducted, the authority for the search, whether any contraband was found during the search
• The disposition of the stop (including warning or citation)

Data Analysis Methods: Residential data, broken down by age and race, was used as an estimate of the racial composition of the driving population for a given jurisdiction. Data were obtained from the 2000 Census. The data were used to establish baselines for comparison with the traffic stop data.

Conclusions About Nature or Extent of Racial Profiling: Overall, the number of Black and Hispanic drivers involved traffic stops was greater than expected based on the number of Black and Hispanic drivers in the population studied. Blacks accounted for almost 12% of all traffic stops while only constituting 6% of the population of Nevada. Disparities were not found in all agencies, however. White drivers were less likely to be stopped than non-white drivers at night, though in most instances, the race of the driver could not be perceived by the officer prior to the initiation of the stop. Whites were less likely to be stopped for a non-moving violation than minority groups. There were few racial differences between “low-discretionary” (i.e. high speeds) and “high-discretionary” (i.e. burned out tail light) stops. Blacks and Hispanics were more likely to be handcuffed during the stop process than Whites and Asians and were detained for longer periods of time. For all agencies, Black drivers were searched at more than twice the rate of White drivers. Hispanics were also searched more frequently than Whites. If a search was initiated, the likelihood of finding contraband (“hit rate”) was less for Blacks and Hispanics than it was for Whites and Asians. While almost 70% of all stops resulted in a citation for a traffic violation, Blacks were less likely to receive a citation and more likely to get a warning. Black drivers were arrested >2 times more frequently than White drivers and at higher rates than all other minority groups. In conclusion, the author writes that, “Though the findings show racial disparities in traffic stops, this should not be taken as proof that Nevada law enforcement officers are engaging in racial profiling. Aside from the lack of consensus regarding what constitutes an appropriate and valid benchmark or baseline, there are a number of competing explanations for the racial disparities in traffic stops observed in this study.”

Web Link: http://ag.state.nv.us/hottopics/ab500/AB500_COVER_METHODS.pdf

Additional Web Links: No.

Mention of Oregon: No mention.

Additional Information: The Nevada Legislature enacted a bill on July 1, 2001 that prohibited racial profiling by law enforcement officers and directed the Nevada Attorney General to conduct a study determining the extent and nature of racial profiling by the Nevada Highway Patrol and police agencies in counties with greater than 100,000 residents.
Titl e: “Debate Over Race-Motivated Traffic Stops Heats Up”

Authors: Damon Hodge

Research Affiliation: Las Vegas Weekly

Time Period Covered: NA – published February 11, 2001

Geographical Scope: NA

Population Studied: NA

Data Collection Methods: NA

Events Studied: NA

Data Analysis Methods: NA

Conclusions About Nature or Extent of Racial Profiling: NA

Web Link: Las Vegas Weekly: Upfront 3

Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: This article addresses the matter of whether or not law enforcement officials should be individually identified as part of the State of Nevada study of traffic stops. Law enforcement officials argue that identifying police could result in de-policing while civil rights activists believe that excluding ID data could render the study useless. Ron Davis, chair of the National Task Force on Racial Profiling for the National Organization of Black Law Enforcement Executives (NOBLE), does not believe that individual officers need to be identified. He states that, “singling out officers isn’t as important as shelving bad policies.” The executive director of the Nevada ACLU disagrees. He points out a report by the Police Executive Research Forum that says data collection systems must be able to identify biased cops in order to assess and counter racial profiling.

COLORADO

Title: “First Annual Report: Denver Police Department Contact Card Analysis”

Authors: Dr. Deborah Thomas, University of Colorado at Denver
**Research Affiliation:** University of Colorado at Denver

**Time Period Covered:** June 1, 2001 through May 31, 2002

**Geographical Scope:** City and County of Denver, Colorado

**Population Studied:** Drivers and pedestrians stopped by officers of the Denver Police Department (DPD)

**Data Collection Methods:** DPD officers recorded data on Scantron contact cards each time they initiated a traffic or pedestrian stop. Contact cards were not completed if officers were directed to take action based on a citizen call or at the discretion of another person.

**Events Studied:** 154,298 traffic stops and 41,125 pedestrian stops: date, time (within a three hour block), precinct (location, not car assignment), duration of stop, contact type (driver, passenger, pedestrian), whether or not race was identifiable prior to stop, perceived race/ethnicity (Unknown, Asian, African-American, Hispanic, American Indian, Middle Eastern, White), age, gender, whether or not person stopped is a resident of the City & County of Denver, whether or not person stopped lives in precinct of contact or an adjacent precinct, reason for stop (moving violation, equipment violation, personal observation/knowledge, received information), action taken (field interview and/or clearance, verbal or written warning, citation or order-in, arrest, detox/MHH/hospitalization), search (no search, consent, cursory/pat down, incident to arrest, tow/inventory, canine alert, search warrant), contraband (yes, no), whether or not officer is a sheriff’s department employee, whether or not the contact occurred while the officer was off-duty or working secondary employment.

**Data Analysis Methods:** Traffic stops were almost always evaluated separately from pedestrian stops. Data is presented using tables, maps and graphs. The Biased Policing Task Force, which is comprised of police and community members, met 47 times over a period of seven months and worked with representatives from over 100 organizations and neighborhood groups. The Task Force chose to use a "Mission Driven Comparison" methodology of data analysis, which examines the contact card data internally as well as in comparison to policing activities that reflect whether police are promoting public safety, reducing crime and victimization, and addressing quality of life issues in neighborhoods. It is stated that “this approach is particularly useful for reviewing the post-stop activity” (12). The data used for comparative purposes were citizen-initiated calls for service (all call types), victimization data recorded on offense reports, non-discretionary arrests, citizen complaints of vice and narcotic activity, firearm offenses, hit and run accidents, and problem-solving locations.

**Conclusions about nature or extent of racial profiling:**

It is stated that “this report contains both encouraging results and some points that will likely cause concern” (43).

Prior to stopping individuals, officers were able to identify the race/ethnicity of
pedestrians 77 percent of the time, and of drivers/passengers only eight percent of the time. Overall, less than half of drivers/passengers, and just over 70 percent of pedestrians, stopped were residents of Denver. Whites constituted the largest percentage of traffic stops, followed by Hispanics and African-Americans. White, Hispanic and African-American pedestrians were stopped at almost equal percentages. The maps and data indicate that people are generally stopped in or near their own neighborhoods and/or areas with large populations of their race/ethnicity.

The highest percentage of White drivers/passengers were stopped for less than five minutes, whereas Hispanic and African-American drivers/passengers were more commonly stopped for 10-19 minutes. Most pedestrian stops lasted 10-19 minutes for all racial/ethnic groups. After a traffic stop, most Whites and Hispanics received a citation, whereas most African-Americans received a field interview. Most pedestrian stops resulted in a field interview for all races/ethnicities. The next most likely action for Hispanic and White pedestrians was a citation, and for African-American pedestrians was arrest.

White, Hispanic and African-American pedestrians were searched at approximately the same rates for consent and incident to arrest searches. White pedestrians were subject to cursory searches at a lower rate than Black and Hispanic pedestrians. Hispanic and African-American drivers/passengers were searched at a higher rate than White drivers/passengers for all types of searches. Hispanics were searched at the highest rate for cursory searches, and African-Americans experienced the highest percentage of incident to arrest searches. Consent and cursory searches of Whites were most likely associated with an arrest. The hit rate for Hispanics searched was lower for all types of searches. The hit rate for African-Americans was highest in consent and incident to arrest searches, and for Whites in cursory searches.

The geographic patterns of citizen-initiated calls for service do not follow the overall contact data. Hispanics were most likely to be victim identified suspects from offense reports. Non-discretionary arrests occurred at approximately the same rate for Hispanics, Whites and African-Americans. A similar number of vice and narcotics complaints were made against Hispanics (183), Whites (140) and African-Americans (219). Of the firearm offense reports where race/ethnicity was identified by the victim, over half (402) of the suspects were Hispanic, 270 were African-American, and 106 were White. Only six percent of complaints during this study period were related to racial profiling. However, this may be due to lack of awareness of the Complaint Hot Line or community discomfort with complaining to the police.

In the future, they may include “arrest warrant” on the contact card as an optional choice in the action taken after the stop. They are also considering internal comparisons between precincts of similar socio-demographic and/or crime characteristics, in order to assess the level of policing activity.

Any Data from Oregon? No

Web Link:

August 26, 2005
LECC National Literature Review of Stop Data Reports
Additional Web Links
- For more information on the Denver Biased Policing Task Force, see http://www.denvergov.org/Police/template19843.asp

Notes: The DPD training programs, which emphasized cultural awareness and proper development of reasonable suspicion and probable cause, were so successful that they are now part of the statewide training program mandated by recent legislation.

Community Relations

Issues addressed: Training, community partnerships, using data to spur police-community dialogue on biased policing

Over a period of seven months, the DPD met and worked with representatives from over 100 organizations and neighborhood groups. The DPD developed partnerships with community members, City Council representatives, neighborhood organizations and other groups. The Biased Policing Task Force was created with the goal of bringing community members and police officers together to shape new policy and procedures relative to biased policing. Four subcommittees were established to focus on training, youth issues, policy/procedures, and data collection.

Several types of training were implemented, including cultural awareness training for all sworn and civilian police department employees. In addition, all officers received instruction on Stop & Frisk and the Fourth Amendment and all patrol officers who engage in street level narcotics enforcement attend 24 hours of training emphasizing proper development of reasonable suspicion and probable cause. When officers are promoted to their first supervisor position (corporal and sergeant), they are now required to attend a mini-academy that includes a section on biased policing. The DPD training program was so successful the Colorado Police Officer Training and Standards Board (POST), Colorado Regional Community Policing Institute (CRCPI) and Anti-Defamation League (ADL) adopted it into the statewide training program now mandated by legislation.

It is emphasized that, “while certainly a significant component of the process, data collection was conceived as part of a much broader effort to create a dialogue concerning this significant community issue” (8). The data will be used within the context of community oriented policing practices, in order to identify and examine patterns of potential concern, as well as to improve police-community relations and the effectiveness of policing activities.

Amount of space devoted to community relations issues: Approximately one and a half pages.
Title: “Preliminary Summary Report: Denver Police Department Contact Card Data: June 1, 2001 through August 31, 2001”

Authors: Prepared by Dr. Deborah Thomas, University of Colorado at Denver; Statistical Significance Testing by Rick Carlson, Metropolitan State College

Research Affiliation: University of Colorado at Denver

Time Period Covered: June 1, 2001 through August 31, 2001

Geographical Scope: City and County of Denver, Colorado, which includes six Districts and 71 Precincts

Population Studied: Drivers and pedestrians stopped by officers of the Denver Police Department

Data Collection Methods: Denver Police Department officers recorded data on Scantron contact cards

Events Studied: 55,524 contact cards from 39,400 traffic stops and 14,974 pedestrian stops: date, time, precinct, perceived race/ethnicity (Unknown, Asian, African-American, Hispanic, American Indian, Middle Eastern, White), age, gender, residence, reason for stop, action taken, search, contraband, duration, sheriff’s office, off-duty.

Data Analysis Methods: Comparison data was not used for analysis in this preliminary report. Instead, each data element was summarized and described using a table, graph and maps. Differences in the numbers and percentages between groups were tested for statistical significance using Chi Square analysis.

Conclusions about nature or extent of racial profiling: It was stated that it was too soon to draw reliable conclusions.

All differences were statistically significant except for those in seized contraband. Maps show that traffic contacts are most dense on the two interstates, whereas pedestrian stops are concentrated in the central portion of the city. The race/ethnicity was known eleven percent of the time prior to a traffic stop, and 80 percent of the time prior to a pedestrian stop. For traffic stops, the number and percentage of Whites stopped (49 percent) was significantly higher than for either Hispanics (30.3 percent) or African-Americans (16.8 percent). However, for pedestrian stops, the percentages of Whites, Hispanics and African-Americans are nearly the same. The numbers of Asian, American Indian and Middle Eastern people stopped were very low in comparison, so they were not reported in many of the tables, graphs and maps.

Traffic and pedestrian stops of Hispanics occurred mostly in the western and northwestern portions of Denver, while those of African-Americans occurred mostly in the northeast section. Traffic stops of Whites occurred most frequently along the interstate corridors and downtown, and pedestrian stops of Whites occurred mostly along Colfax and downtown.
The largest numbers of people stopped for traffic stops were in the 19-21 age range, and the amount of stops decreased steadily with older ages. For pedestrian stops, the two age peaks were the 17-20 and 40-41 year old ranges.

The number of traffic stops during the day was two to three times the number of stops at night. The number of pedestrian stops was essentially the same during the day and at night. Most traffic and pedestrian stops were 10-19 minutes in duration. The second most common duration time of traffic stops was less than five minutes, and a higher percentage of Whites experienced these stops. The duration of pedestrian stops was nearly identical for all racial/ethnic groups.

The most common reason for traffic stops was moving violations, especially for Whites. Hispanics were more likely than other groups to be stopped because of observation. Most Whites and Hispanics received a citation following a traffic stop, whereas most African-Americans received a field interview. The majority of pedestrian stops was due to observation, and resulted in a field interview. The next most common action for Hispanic and White pedestrians was a citation, and for African-American pedestrians was an arrest.

Searches were concentrated in the center of the city. Hispanics and African-Americans were more likely to be searched than Whites. Hispanics were searched for traffic stops more, and African-Americans for pedestrian stops. For traffic searches, contraband was seized from Whites 17.6 percent of the time, 19.6 percent from African-Americans, and 10.4 percent from Hispanics. For pedestrian searches, contraband was seized 28.4 percent of the time, with the same racial pattern in hit rate as for traffic searches.

Any Data from Oregon? No

Web Link:

Additional Web Links:
- The Denver Biased Policing Task Force is comprised of four subcommittees that focus on policy/procedures, data collection, training and youth. Learn more about this Task Force at http://www.denvergov.org/Police/template19843.asp
- The Task Force elected to pursue “mission driven comparisons” as comparison data for their analyses of stop data. An overview of these recommendations is available at http://www.denvergov.org/admin/template3/forms/Committee%20Recommendations.pdf

Notes: Less than half of all people stopped for traffic stops, and just over 70 percent of those stopped for pedestrian stops, were residents of Denver.

Community Relations: See this section on review of “First Annual Report: Denver Police Department Contact Card Analysis”
Title: “Traffic Stops in Nebraska: A Report to the Legislature on Data Submitted by Law Enforcement per LB593:2001”

Authors: Curtis, Overton, Shepard, Comer

Research Affiliation: Nebraska Crime Commission

Time Period Covered: 2002 and 2003

Geographical Scope: The State of Nebraska.

Population Studied: Motor vehicle drivers in the State of Nebraska.

Data Collection Methods: Standardized forms were provided to all law enforcement agencies in Nebraska. Summary data from an agency is reported quarterly to the Nebraska Crime Commission. 237 agencies submitted reports in 2002 and 218 in 2003.

Events Studied: Motor vehicle stops including information on:
- number of motor vehicle stopped
- race/ethnicity of the driver stopped (as perceived by the officer)
- if a law violation, the nature of the alleged violation
- whether warnings or citations were issued, arrests made, or searches conducted

Data Analysis Methods: Analysis of stop data by year.

Conclusions About Nature or Extent of Racial Profiling: Findings include:
- Less than 1% of all stops involved a criminal code violation but over 3% of stops involving Native Americans were for criminal violations
- Less than 2% of stops resulted in an arrest but there were large variations by race
- 9.3% of Blacks stopped were taken into custodial arrest
- Hispanic and Native Americans were arrested more than 3 times the general population
- Minority drivers were more often searched following a stop

Authors state, “We cannot say definitively whether there is or is not racial bias in traffic stops, we can only point to seeming disproportionality. In other words, it is not difficult to measure whether there is disparity between racial/ethnic groups in stops made by police; the difficulty comes in identifying the causes for the disparity and whether or not it is racially biased.”

Web Link: http://www.ncc.state.ne.us/pdf/stats_and_research/04_traffic_stop.pdf

Additional Web Links: No.
Mention of Oregon: No.

Additional Information: The Nebraska Legislature passed an act in 2001, requiring law enforcement to collect, record, and report data on traffic stops. The aggregate data does not allow for looking at individual stops or tracking by individual police officer. In addition, agencies must provide the Nebraska Crime Commission with allegations of racial profiling received and the disposition of the allegation. Both the officer and complainant were kept anonymous.

KANSAS

Title: “Racial Profiling Study and Services: A Multijurisdictional Assessment of Traffic Enforcement and Data Collection in Kansas”

Authors: John C. Lamberth, PhD

Research Affiliation: The Police Foundation; Lamberth Consulting, LLC


Geographical Scope: Within a two-block radius of the intersections that were benchmarked and on selected portions of highways. All are located in Kansas and within one or more of the participating jurisdictions.

Population Studied:
- Drivers stopped by seven law enforcement agencies throughout Kansas
- Drivers recorded by benchmark surveyors

Data Collection Methods:
Ten law enforcement agencies were selected for this study, including the Kansas Highway Patrol. Overland Park was selected because it had already collected stop data and thus served as the pilot site for the study. The other eight agencies were randomly selected from within small (25 or fewer officers), medium (26-149 officers) and large (more than 150 officers) agencies statewide. One agency declined to participate in the study, and two agencies provided incomplete or inconclusive data, due to officer resistance, misinterpretation of training and other considerations. Therefore, only seven of the ten selected agencies’ data could be analyzed.

All agencies were also surveyed to collect complaint data and written policies regarding racial profiling. The returned surveys were placed in computer-readable format and analyzed. A copy of this survey is included in pages 150-162 of the report.

The Kansas Highway Patrol funded the procurement of stop-data forms and the study team provided a “train-the-trainer” session at no additional cost. The train-the-trainer program was designed because so few of the agencies had experience collecting stop
data. The program was specifically targeted towards the Kansas study. Trainers from all participating agencies were provided with instructor materials, corresponding participant materials, and instruction on how best to deliver the content of the class. It was also meant to ensure a baseline comprehension of the course content in each department and to develop training contacts between the facilitator and the trainers.

The end-user training course (the course that the trainers presented at their own departments) included overview information on racial profiling, specific information about the components of stop-data programs, the officer’s role in collecting stop data, and a review of the stop-data forms. Agencies were instructed to call upon researchers for clarification or support.

It was determined that four months of stop data collection would be the minimum amount of time needed to supply a sufficient sample size for departments. In hindsight, it was understood that a longer data period may be needed for small and medium departments in order to have an adequate sample size.

**Collection of Benchmark Data**

The racial/ethnic make-up of the driving population within each selected agency’s jurisdiction was assessed through stationary and rolling surveys of the transient population in specific locations.

Law enforcement agency personnel assisted in selecting the survey locations for benchmarking. Those locations selected had relatively high transient populations, were patrolled frequently and were locations where police stops were frequently made. Other criteria considered include traffic patterns and surveyor accessibility. Specific locations were identified as follows: for highways, direction and mile marker; for urban areas, street and nearest cross street. The number of locations selected varied from three to ten, and were representative of police activities in all areas of each city, except in the case of the Kansas Highway Patrol, who specifically chose areas in which they thought racial profiling was occurring.

The times that the roadways were sampled were randomly selected, but the surveys took place both day and night and for a long enough period to ensure large sample sizes. A survey schedule was developed, and surveying time periods at specific locations lasted from 25 to 135 minutes per session.

Teams of surveyors were hired and trained. The two-day training session consisted of: an overview of the purpose of the study; an explanation of the survey method, schedule, and roles; and hands on practice in the field, using the actual data sheets developed for the survey and with guidance, review and feedback.

Each survey team was comprised of one team leader (who also acted as a surveyor) and one surveyor. Stationary surveys were conducted at all intersections and on two highway locations. Each surveyor captured data for traffic moving in one direction. They recorded data for one lane at a time and alternated lanes.
Rolling surveys were conducted on highways. A team of two surveyors traveled in a moving car that drove in the middle or right lane. The car would then exit the highway and proceed in the opposite direction, and the process would be repeated for the duration of the time allotted for surveying.

Some pedestrian benchmarking took place on a stretch of a road in Kansas City. Between 8:00 p.m. and 2:00 a.m., surveyors drove a car in two-hour shifts, taking notes on pedestrians on both sides of the street.

After completion of these surveys, recorded data was input into SAS/STAT software for future comparison to traffic stop and/or ticket data. Benchmarking quality assurance activities were conducted by the researchers and survey team leaders throughout the duration of the surveys. Some quality assurance activities include the following: inter-rater reliability tests (esp. in areas where there were high concentrations of Hispanics) to measure the extent to which surveyors uniformly perceived race; ongoing status meetings; post-survey reviews; periodic reviews of captured data to ensure that the data sheets were properly catalogued and filed; and data entry reviews.

**Events Studied:**

For benchmark data:
- Race/ethnicity (Asian, Black, Hispanic, White, Other, Unknown), sex, and age (under 30, 30-59, 60 and older) of driver
- Kansas license plate county designation (county tag) of cars

All but one jurisdiction (Overland Park) collected the same information as the benchmark data on stops and citations, although those conducted within a two to three-block radius of benchmark locations were the only ones used in analysis. Overland Park did not report ethnicity on their citations, but did report it on traffic stops not resulting in a citation.

Seven of the ten participating agencies returned the survey including the following information:
- The number of citizen complaints of police misconduct (unnecessary/excessive force, rude/discourteous behavior, illegal/unlawful search or seizure, harassment, false arrest, abuse of authority, conduct unbecoming an officer, racially abusive treatment)
- Methods used to inform citizens about the complaint process (posters, flyers, newsletters, public service announcements, citizen complaint/information hotlines, department Web sites)
- Ways citizens can file complaints of police misconduct (anonymously, through mail, over the telephone to the main department number, over the telephone to a separate or special number, in person, by the department Web page)
- Personnel who are authorized to accept complaints from citizens (any employee, any sworn personnel, only a sworn supervisor)
- Types of assistance provided to complainants by departments (complaint forms, bilingual complaint forms, completion of forms by officers or civilian personnel, assistance to non-English speaking persons, copies of complaints for the citizens, informing of citizen of the final disposition of the complaint, informing of citizen
of any disciplinary actions taken against officers)
- Requirements of citizens filing complaints (sign, swear to, certify, notarize the complaint)
- Policies and training related to issues of racial profiling (whether or not they have a written directive/policy prohibiting illegal profiling; whether or not the directive also includes corrective measures if profiling occurred; whether or not training addressing profiling issues was provided to department personnel)

Data Analysis Methods:
In daylight, the inter-rater reliability of benchmark surveyors was .93. In dusk or dark conditions, it was .84 overall, and .83 for situations in which there were a large percentage of Hispanics under low light conditions. These measurement errors were considered when statistical analyses were computed. Pedestrian stops were not included in the report’s analysis due to insufficient data.

Separate analyses were conducted for Blacks and Hispanics. They computed chi-square, as well as odds-ratio, analyses on the number of minorities in the benchmark data compared to the number stopped. When there were small numbers of one group or another, Fisher’s Exact Test (FET) was used instead of chi-square.

Whereas odds ratios between 1.0 and 1.5 were considered benign, odds ratios of 1.5 to 2.0 suggested that targeting may have been occurring. Those of over 2.0 or under .75 needed to be seriously considered by the police and the community.

Meetings were held in which preliminary results were shared with the chief or sheriff of each department and they were asked to consider any special circumstances, enforcement activities, or strategies that may have impacted the results for their jurisdiction. Every suggestion was “carefully considered for plausibility and, if possible, was checked by additional inspection or analysis of the stop database” (35).

It is noted that, “unfortunately, at this time there is no way to know that all stops are being recorded accurately” (144).

Conclusions about nature or extent of racial profiling:
It is stated that “the results of this study demonstrate, by and large, that the State of Kansas is experiencing profiling of Hispanic and Black motorists. [. . .] Seven assessed agencies had evidence of at least one of these two groups being targeted by police in traffic stops” (2). Hispanics appear to be targeted more than Blacks in Kansas, particularly in the central portion of the state. Researchers found no evidence indicating that members of minority groups were more likely to violate traffic laws.

Conclusions for each participating jurisdiction:
Overland Park: Blacks were being stopped at a statistically significantly higher rate than should be expected in nine of the ten locations studied. The odds ratios at all ten locations were above 1.0.
Wichita: There was some evidence that the Wichita police were targeting Black
motorists, but this problem was a moderate one overall (overall odds ratio: 1.76). The data strongly suggested that the Wichita police were not targeting Hispanics.

**Kansas City:** No conclusions could be drawn from the limited data the researchers were able to obtain from this jurisdiction.

**Emporia:** There was no evidence to suggest that Emporia police were targeting Black motorists (overall weighted odds ratio: .70). However, the data strongly suggested that they were targeting Hispanic motorists, for which all odds ratios were above 2.0 and the weighted odds ratio for all locations was 2.85. It is stated that “this disparity was not explained by any special enforcement priorities [. . .] and is therefore evidence of ethnic profiling” (81).

**Olathe:** There was evidence from both analyses that racial profiling was occurring in Olathe (overall odds ratio: 1.93, but with two locations above 2.0 and one above 3.0). It is also quite likely that the Olathe police were targeting Hispanics (overall odds ratio: 2.28).

**Hutchinson:** The number of stops reported was much lower than would be expected based on their citation data. The Hutchinson PD knew of no reason why the number of stops was so low. In addition, many of the forms did not report race/ethnicity due to misinterpretation of training. No conclusions could be drawn about racial/ethnic profiling.

**Osage County:** The race (Black) disparities, because they occurred at the location with the fewest stops and involved a small number of stops of Black motorists, were not conclusive (overall odds ratio: 3.89). There were, however, very large disparities in the stopping of Hispanic motorists in the two locations with the largest numbers of stops (overall weighted odds ratio: 5.32). This disparity is totally unexplained. It is concluded that “there is evidence of profiling of Blacks and substantial evidence of profiling of Hispanics” (105).

**Park City:** There was no evidence of disparities of Black motorists stopped by this police department (overall weighted odds ratio: 0.29). However, there were substantial disparities of Hispanics stopped (overall odds ratio: 2.92). The police department explained that a plant, which employed a substantial number of Hispanic workers in the area, had opened up subsequent to the benchmarking surveys. In addition, an officer, who had been assigned for retraining for aggressive enforcement and who had subsequently resigned, had accounted for 39 percent of the stops of Hispanics. Because this is a small department, these events could have influenced the overall proportion of Hispanic motorists stopped. The researchers still cautioned this department to be aware of the possibility of the targeting of Hispanic motorists by their officers.

**Marysville:** Subsequent to its selection as a site for this study, Marysville, already a small department, lost approximately one third of its officers. This had profound effects upon the amount of data collected, which made it impossible to draw conclusions.

**Kansas Highway Patrol:** The overall odds ratio for Blacks was 3.03, and for Hispanics was 3.12. These were determined to be serious disparities.

None of the agencies provided bilingual complaint forms. All large departments allowed for anonymous complaints, and the rates went down with agency size. Conversely, none of the large agencies provided information on discipline imposed as a result of the complaint, whereas some of the small and medium agencies did. In sum, policies and practices for complaints varied substantially across agencies, with size appearing to be
the most influential factor on complaint policies and practices.

While some agencies did provide training on racial profiling, only one agency actually had a written directive on profiling.

**Any Data from Oregon? No**


**Additional Web Links**
- The Police Foundation: [http://www.policefoundation.org](http://www.policefoundation.org)

**Notes:**
- This study was done due to legislative mandate, and the Kansas legislature prohibited identification of individual officers and motorists. The Police Foundation was awarded a contract and subcontracted with Lamberth Consulting, LLC.
- Racial profiling is defined as “selectively stopping, questioning, and searching people on the basis of arbitrary minor offenses and the color of their skin” (xv).
- A map, displaying the cities and highways of Kansas, was included, along with maps of the benchmark locations for each jurisdiction.
- The report for Overland Park, the pilot of this study, was submitted in April 2001 and is incorporated into this report.
- Overall, surveyors in the benchmarking process categorized 65,062 car drivers, of which 97.7 percent were race identified.

**Community Relations**

**Issues addressed:** Survey on complaints/policies/training

It is stated that “police administrators should proactively institute and enforce strong policies governing conduct” (xvi), and collect and analyze data on police-citizen contacts such as complaints, use of force incidents, and traffic stops. They propose a holistic approach that includes assessment of racial profiling, effective training of law enforcement, and communication with the stakeholder communities and groups affected by the practice.

An eight-page survey was used to collect information on the participating law enforcement agencies' complaint data and racial profiling policies and training. This survey was a modified version of the instrument developed by the Police Foundation for a national study on use of force and complaints received in 1991 by law enforcement agencies.

**Amount of space devoted to community relations issues:** Approximately 25 pages. Pages 128-140 of the report go into the most detail.
Title: “Racial Profiling Data Analysis Study: Final Report for the San Antonio Police Department”

Authors: Dr. John C. Lamberth

Research Affiliation: Lamberth Consulting

Time Period Covered: Stop data was collected by the San Antonio Police Department (SAPD) from January 1, 2002 through December 31, 2002. Benchmarking surveys took place between June 22, 2003 and August 8, 2003.

Geographical Scope: The city of San Antonio, Texas.

Population Studied: Drivers and pedestrians stopped by San Antonio Police Officers.

Data Collection Methods: Stop data were collected on forms by San Antonio Police Officers subsequent to stopping a vehicle or pedestrian. Benchmark data was collected by trained traffic surveyors at 41 pre-determined sites within the City of San Antonio on randomly selected days and times. The sites were selected based on a high number of stops at each, traffic patterns, and accessibility for traffic surveyors. Both rolling and stationary surveys were conducted.

Events Studied: Tier 1 data (information in which a citation is issued subsequent to a traffic stop) and Tier 2 data (information subsequent to a traffic or pedestrian stop) were collected. Tier 1 variables include race, ethnicity, whether a search was conducted, and whether an individual consented to the search. Tier 2 variables include gender, race and ethnicity, reason for the stop, whether a search was conducted, whether the individual detained consented to a search, whether contraband was found, whether probable cause to search existed, whether an arrest was made, street address of the stop, and whether a warning or citation was issued after the stop. In addition to the mandated variables, SAPD working groups opted to capture the duration of the stop and capture an individual’s race/ethnicity by officer’s perception rather than self-report.

Data Analysis Methods: Data from the benchmark surveys were entered into SPSS for comparison against stop data. Odds-ratio analysis and chi-square analysis were conducted separately for Black and Hispanic populations. Odds-ratios between 1.0 and 1.5 were considered benign. Ratios between 1.5 and 2.0 indicated a review of stops at a specific location may be warranted. Ratios greater than 2.0 suggest potential targeting of minority drivers and pedestrians. Odds ratios for the Hispanic population were adjusted according to the decrease in inter-rater reliability when surveying this population. Ratios between 1.0 and 1.7 were considered benign, ratios between 1.7 and 2.2 indicated a review of stops may be warranted, and ratios above 2.0 indicated potential targeting.
Conclusions About Nature or Extent of Racial Profiling: Of the 39 odds-ratios calculated for Black individuals, 3 were less than 1.0, 5 were 1.0, 13 were between 1.5 and 2.0, and 4 were above 2.0. The overall odds-ratio for stops of black motorists by the San Antonio Police Department was 1.3 (one of the lowest for Black motorists seen in analyses around the country). The author concluded that there is no racial profiling by the SAPD in the stops of Black motorists going on overall, though, there are certain locations in the city that should be reviewed due to higher odds-ratios. Of the 39 odds-ratios calculated for Hispanic motorists, 13 were 1.0 or less, 18 were between 1.1 and 1.7, 6 were from 1.8 to 2.2, and 2 were higher than 2.2. The overall odds-ratio for Hispanics is 1.2, leading the author to conclude that no overall profiling is occurring. Searches following a stop were also broken down by race and type of search. Though there were disparities by race, the author cites several variables that could be contributing to such differences. The lack of search benchmark data is also troublesome in making definitive statements about targeting minorities during police searches. Lastly, the duration of stops (in minutes) was greatest for Whites and least for Blacks.


Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: Collection efforts were legislatively mandated in the State of Texas. Author cites the need for future research in the field of driving behaviors amongst different racial and ethnic groups. The San Antonio Police Department provided community representatives with information about the research project at its onset.
Events Studied: Analyzed the San Antonio Police Department’s traffic stop data report.

Data Analysis Methods: Analyzed over 154,000 traffic tickets issued in 2002 that were included in the SAPD study. They found that 26% of the tickets listed a race that was different than the individual’s race as listed in their municipal court file.

Conclusions About Nature or Extent of Racial Profiling: This article questions the results of the SAPD traffic stop data report and the subsequent conclusions that were made about racial profiling in San Antonio. The investigative reporter interviewed several individuals who had received tickets in which their race was coded incorrectly. Some of the errors seemed large, for example, a Caucasian individual from Louisiana being recorded as a black individual. The reporter suggests that the “errors” may be an attempt on the part of the SAPD to meet certain quotas and downplay any existence of racial profiling. A chief in the SAPD denied the allegations.


Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: None.

Title: “Texas Department of Public Safety: 2002 Annual Traffic Stop Data Report”

Authors: Texas Department of Public Safety (DPS)

Research Affiliation: See above

Time Period Covered: January 1, 2002 – December 31, 2002

Geographical Scope: The State of Texas

Population Studied: Drivers in Texas

Data Collection Methods: Not mentioned.

Events Studied: Traffic stops made by troopers with the Texas Department of Public Safety. Information about stops, drivers license state, citations, warnings, arrests, searches, and drug interdiction was collected.

Data Analysis Methods: 2000 US Census Data were used to determine the ethnic breakdown for the Texas population which served as the benchmark estimates.
Conclusions About Nature or Extent of Racial Profiling: The report does not contain any written conclusions about the nature or extent of racial profiling by the Texas DPS. Graphs and tables of the data are included but no interpretation is provided.

Web Link: http://www.txdps.state.tx.us/director_staff/public_information/trafrep2002totals.pdf

Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: Senate Bill 1074 was passed during the 77th Regular Session of the Texas Legislature requiring law enforcement agencies to collect specific traffic stop data to report it annually.

A supplement to the annual report is issued each six months (the end of June and end of December) by DPS to keep interested parties informed on department activities.

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Title: “Racial Profiling Charges: How Should Texas Respond?”

Authors: Kellie Dworaczyk, Research Analyst

Research Affiliation: Texas House of Representatives, House Research Organization

Time Period Covered: NA – published October 17, 2000

Geographical Scope: The State of Texas

Population Studied: NA

Data Collection Methods: NA

Events Studied: NA

Data Analysis Methods: NA

Conclusions About Nature or Extent of Racial Profiling: This report provides an overview of major issues in racial profiling, around the country and in Texas, including how to define racial profiling, whether it exists, and whether it is a negative practice. The author cites specific Constitutional Amendments and Supreme Court cases that address racial profiling. Lastly, the author examines racial profiling and policy regarding racial profiling in Texas. At the time of publishing, legislation had not been passed that prohibited racial profiling or required the collection of race stop data in Texas. It had
been brought to the floor during the 76th legislature, but not adopted. However, several law enforcement agencies in Texas have begun examining the issues voluntarily.

**Web Link:** http://www.capitol.state.tx.us/hrofr/focus/racial.pdf

**Additional Web Links:** [http://www.aclu.org/profiling](http://www.aclu.org/profiling)

**Mention of Oregon:** No mention.

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**MINNESOTA**

**Title:** “Minnesota Statewide Racial Profiling Report: All Participating Jurisdictions”

**Authors:** Staff of the research affiliations listed below

**Research Affiliation:** Institute on Race and Poverty, University of Minnesota; Council on Crime and Justice

**Time Period Covered:** January 1, 2002 through December 31, 2002

**Geographical Scope:** 65 law enforcement jurisdictions in Minnesota

**Population Studied:** Drivers stopped by officers of a participating agency

**Data Collection Methods:** Departments were instructed to have officers fill out a form for each traffic stop. Most jurisdictions filled out paper forms, but five used computers located in squad cars. Data were submitted to the Department of Public Safety (DPS) regularly throughout the duration of the data collection period. Written instructions were provided by DPS and a voluntary training that reviewed these instructions was offered and attended by 25 law enforcement representatives.

In addition, each participating jurisdiction was sent a questionnaire designed to elucidate possible explanations for racial patterns that might emerge in the data that they collected. A copy of this questionnaire can be found on pages 32-33 of the report.

**Events Studied:** 194,189 recorded traffic stops in participating jurisdictions, which includes 31 city police departments, 33 county sheriff’s departments, and the Leech Lake Indian Reservation:
- location; date; time;
- age of driver (recorded as year of birth); gender of driver; race/ethnicity of driver (American Indian, Asian, Black, Latino, White);
- reason leading to stop (dispatch, driving violation, equipment violation, registration violation, other); disposition of stop (arrest, citation, warning, no action);
- whether a search was conducted of the driver, passengers or vehicle; authority for the search (driver’s verbal permission, consent to search form signed by driver, ensuring
the officer’s safety, officer observed contraband, incident to arrest); whether or not any contraband was discovered; nature of the contraband;
• whether or not the officer knew the race/ethnicity of the driver prior to the stop; the officer’s law enforcement agency

Note: 911 calls were not considered a traffic stop for the purpose of this study, since they are not officer-initiated.

**Data Analysis Methods:** The estimated driving population in each jurisdiction was calculated using primarily 2000 U.S. Census population counts by race/ethnicity for persons of ages 16 to 85 in each jurisdiction. The racial categories used by the census differ from those listed on the traffic stop forms, so it was necessary to “bridge” them in order to directly compare the two data sets. For a description of this process, see page 35 of the report.

The absolute and relative differences between the number of actual stops and the number of expected stops for each racial/ethnic group were calculated, by jurisdiction, and presented in tables.

In addition, relative differences between observed and expected values for each race/ethnicity were computed for all of the following:
- Central cities (defined by the census)
- Metro counties (those inside a census defined metropolitan area)
- The city of Minneapolis (separated from other central cities because of the much larger number of stops recorded in Minneapolis in 2002)
- Rural counties (those not in census defined metropolitan areas)
- Small cities (municipalities inside census defined urban areas, but outside census defined metropolitan areas)
- Suburbs (municipalities in metropolitan areas that are not census defined central cities)
- Towns (municipalities outside of census urban areas)

The racial demographics of the stopped populations were compared, by jurisdiction, to the racial demographics of each of the following:
- those stopped for a particular reason
- those searched
- dispositions of stops

Passenger searches were not included in the analysis because the traffic stop forms did not require officers to provide information about the race/ethnicity or other characteristics of passengers subjected to searches.

Relative differences were analyzed between observed and expected discretionary searches. Discretionary search hit rates, by race and jurisdiction, were also analyzed and compared to discretionary search rates as well as the general population.

It was explained that discretionary searches are those whose reason was one of the following: driver’s verbal permission, consent to search form signed by driver, or ensuring the officer’s safety. Incident to arrest searches that did not result in arrest were...
categorized as “discretionary” or “non-discretionary” according to a process outlined on page 54.

Calculations were presented of how many fewer minorities would have been stopped or searched if their stop and search rates were consistent with those of other racial groups. For example, it is stated that, “if Blacks stopped in Minneapolis had been subjected to discretionary searches at the same rate as all stopped drivers, 1,053 fewer Blacks would have been searched” (2).

Due to limited resources, the analysts were able to map traffic stop data within only ten jurisdictions (five police departments and five sheriff’s departments). A list of the ten jurisdictions can be found on page eight of the report, and the maps can be found in the jurisdictions’ individual reports.

The researchers analyzed whether the racial demographics of stopped drivers varied by whether the officer reported knowing the race/ethnicity of a driver prior to making a stop. However, many cautions are listed in interpreting the results of this analysis (see page 36). First, they evaluated whether responses to this question varied by jurisdiction. Then they evaluated whether answers to this question varied between 10 a.m. – 4 p.m. (daylight hours) and 10 p.m. – 4 a.m. (night). Finally, they evaluated whether the rate at which officers responded to this question varied by race/ethnicity of the driver.

Detailed information on the data auditing process used can be found on pages 29-31 of the report.

**Conclusions about nature or extent of racial profiling:** Black, Latino and American Indian drivers were stopped and searched at greater rates, with lower hit rates, than white drivers.

On average, the reason for stop did not differ dramatically by race. However, some differences were noted. The extent to which a given reason for a stop was used varied substantially from jurisdiction to jurisdiction. This speaks to “the great variability among law enforcement policies and practices across jurisdictions” (14).

Variation was found in the rates at which officers of the agencies reported knowing the drivers’ race/ethnicity prior to stopping them. A pattern in “yes” rates that would suggest an enforcement-related reason for this variation was not found. On average, the “yes” rates were higher during the daylight period. However, nine of the 65 agencies recorded higher “yes” rates during the nighttime period. There was no indication that responses varied based on the race/ethnicity of the driver.

It is stated that “these patterns suggest a strong likelihood that racial/ethnic bias plays a role in traffic stop policies and practices in Minnesota. The same is true for the searches that result from these stops. Taken together, these patterns warrant serious examination” (2). It is added that, “while the magnitude of relative differences varies across
jurisdictional types, the pattern is fairly consistent” (12), and not necessarily isolated to the participating jurisdictions.

Any Data from Oregon? No

Web Link: http://www1.umn.edu/irp/racialprof/aggregate%20report%2092303.pdf

Additional Web Links: To access individual reports for each jurisdiction, visit: http://www1.umn.edu/irp/mnrpreport.html

Notes:
In 2001, the Minnesota Legislature enacted a statute providing for a racial profiling study. Minnesota law enforcement agencies were given the option of participating in the study. Those that did participate were at least partially compensated for the cost of participation and received additional state money for the purchase and installation of video cameras in their police vehicles. The statute specified data elements to be recorded for each traffic stop.

Suggestions for data collection include: use of scannable data collection forms; inclusion of residence of the stopped driver so that the data collected and the driving population baseline are more compatible; creation of categories of “reason for stop” and “authority of search” that more clearly delineate high and low discretion decisions; inclusion of whether or not an arrest warrant was involved; more information on passenger searches; correlation of the data with the particular officers, or at least unit or district, making the stops; and inclusion of an effective and independent auditing mechanism to insure the accuracy of the data.

Community Relations

Issues Addressed: Terminology, communication and involvement with community

It is noted that the National Organization of Black Law Enforcement Executives (NOBLE) suggests that “bias-based policing” is a more accurate term for the scope of activities commonly referred to as racial profiling (see page seven). The Police Executive Research Forum (PERF) recommends the term “racially biased policing.”

It is stated that it is critical that public officials engage the community, particularly communities of color, in constructive conversation in order to better understand and possibly augment the issues raised in the report. Several recommendations for all jurisdictions in the state are offered, including:

- Involve the community, especially communities of color, in sustained participation in the review of the study and the fair and effective identification of problem areas
- Involve local elected officials
- Hold community forums
- Examine departmental policies and practices
- Examine the wide variances in practices relating to stops and searches

August 26, 2005
LECC National Literature Review of Stop Data Reports
- Provide state-level leadership and assistance
- Provide ongoing and improved statewide data collection, which generate periodic individual reports for each jurisdiction.

**Amount of space devoted to community relations issues:** Approximately three and a half pages

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**IOWA**

**Title:** “An Examination of Iowa State Patrol Traffic Stops 10/00 – 3/03”

**Authors:** Dick Moore, Director of the Iowa Division of Criminal and Juvenile Justice Planning (CJJP)

**Research Affiliation:** Iowa Division of CJJP

**Time Period Covered:** October 1, 2000 through March 30, 2002

**Geographical Scope:** Fifteen Posts throughout the State of Iowa

**Population Studied:** Drivers stopped by Iowa State Patrol (ISP) Troopers, of which there were approximately 435

**Data Collection Methods:** ISP designed the methodology for this study. The data collection methods were not explicitly described. However, it was mentioned that ISP vehicles are equipped with in-car audio/visual apparatus due to policies that require the recording of all contact with the driving public.

**Events Studied:** Traffic stops made by ISP Troopers: race/ethnicity of driver (African-American, Asian, Caucasian, Hispanic/Latino, Native American, Other, Unknown), road type (interstate, other, unknown), vehicle registration (Iowa, Non-Iowa), reason for traffic stop, contact outcome (arrest, citation, no action, warning, unknown), whether or not a search was conducted, type of search conducted (arrest, consent, officer safety, probable cause, none, unknown), whether or not contraband was seized

**Data Analysis Methods:**
- Compared number of stopped drivers of different races in vehicles registered in Iowa to the number of people of such races aged 16 and older within the general population of Iowa, according to the US Census (year of Census not provided)
- Compared number of stopped drivers of different races in vehicles registered in states other than Iowa to the number of people of such races aged 16 and older within the general population of the US, according to the US Census
- Cross-tabulated the following variables:
  - Race, Reason for contact
  - Race, Vehicle registration

August 26, 2005
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Conclusions about Nature or Extent of Racial Profiling:

It is emphasized that, due to data shortcomings, the data contained in the report cannot provide clear or statistically significant evidence for or against the existence of racial profiling. The number of traffic stops of people of “unknown” race exceeds the number in each race category except for “Caucasian,” which makes conclusions difficult to draw. It is concluded that the data provides “an indication that Iowans are not more or less likely to be stopped by ISP troopers because of their race” (8), and also that the data seem to indicate that race/ethnicity may have sometimes influenced troopers’ decisions to conduct a search or issue a warning versus a formal sanction.

All people driving vehicles registered in Iowa seemed to be similarly likely to be stopped by the ISP regardless of their race or ethnicity. All, except Caucasians (who were overrepresented), driving vehicles registered in states other than Iowa also seemed to be similarly likely to be stopped.

While people of all races were usually stopped for a traffic offense, Caucasians were the most likely to be stopped for such a reason. Hispanics/Latinos were stopped for equipment violations more than other groups. African-Americans, Native Americans and, to a somewhat lesser extent, Hispanics/Latinos experienced contacts with troopers offering roadside assistance more than other groups. The data indicate little difference among races regarding traffic stops initiated as a result of complaints or inquiries of the public. The reason for contact was “unknown” for Native Americans at almost double the rate as for many other groups.

Caucasians received warnings at the highest rate and were arrested or issued a citation following the stops at one of the lowest rates. African-Americans, Hispanics/Latinos and Native Americans were arrested as the result of stops at the highest rates. Although the data indicate that relatively few people (three percent) stopped by the ISP were searched, Hispanics/Latinos were searched the most, followed by African-Americans and Native Americans. People of these races were searched more than twice as much as Caucasians or Asians. However, it is stated that this does not necessarily lead to the conclusion that race/ethnicity was the reason for such a difference. Few officer safety searches were performed, which was seen as a positive sign.

Contraband was seized in approximately 40 percent of the cases in which a search was conducted. While Caucasians may have been the least likely to be searched, the searches of Caucasians were the most likely to have found contraband. In contrast, while Hispanics/Latinos may have been the most likely to be searched, contraband was found in a significantly smaller percentage of their cases than in the cases of Caucasians or African Americans. No clear conclusions were drawn as to the reasons for such differences.

Any Data from Oregon? No

Web Link: http://www.state.ia.us/government/dps/isp/Stop_Data.pdf
Additional Web Links:
- An article published in 2001 that looks forward to this effort can be found at: http://www.press-citizen.com/opinion/pceditorials/staffedit032101.htm
- Online copy of CJJP report along with Colonel Robert O. Garrison’s initial thoughts upon release: www.iowastatepatrol.org

Notes:
- The ISP voluntarily decided to collect this data
- Included with the report are:
  - A letter from Colonel Robert Garrison, Chief of ISP, as well as several pages from his presentation outlining the Department of Public Safety’s commitment to investigating complaints of racial profiling brought by motorists, which includes an overview of complaints from October 2000 to April 29, 2003.
  - A one-page comparison between the International Association Chief’s of Police Model to Eliminate Racial Profiling Within Police Agencies and the Iowa State Patrol Policy and Practices
  - A document explaining the ISP procedures for receiving and investigating complaints

Community Relations

Issues addressed: Guidelines and Practices, training

The ISP Guidelines and Practices is included in the report. There was a Memorandum in February 2000 which strengthened prohibition of racial profiling. ISP requires each trooper to attend a 20-week basic academy along with annual in-service training, which includes the topics suggested by the International Association Chiefs of Police (IACP). ISP troopers are trained in Verbal Judo and receive annual training related to search and seizure. ISP continually monitors troopers’ activities through supervisory “ride-a-longs” and review of their investigative reports. Troopers are instructed to issue a formal written
warning or citation to document each contact. ISP vehicles are equipped with in-car audio/visual recording equipment in order to record all contact with the motoring public.

Amount of space devoted to community relations issues: Approximately half of a page.

MISSOURI

Title: “Executive Summary on 2003 Missouri Traffic Stops”

Authors: Jay Nixon

Research Affiliation: Missouri Attorney General

Time Period Covered: 2003

Geographical Scope: The State of Missouri – 616 law enforcement agencies in Missouri reported.

Population Studied: Drivers in Missouri.

Data Collection Methods: Each peace officer in Missouri is required to report information including a driver’s race for each traffic stop he or she makes in the state. Law enforcement agencies are required to report the data to the Attorney General’s Office by March 1 of each year and the Attorney General is required to compile the data in a report for the Governor by June 1 of each year. The Governor may withhold state funds for agencies that don’t comply with these procedures.

Events Studied: Traffic stops.

Data Analysis Methods: 2000 census statistics were used to establish population estimates for The State of Missouri. A “disparity index” was used to relate each race/ethnic group’s proportion of total traffic stops to its proportion of the population age 16 and older. A disparity index value of 1 indicates that a group’s proportion of traffic stops is equal to its proportion of the population. Index values greater than 1 indicate over-representation and index values under 1 suggest under-representation. Second, disparities in “search rates” were analyzed by dividing the number of searches by the number of stops for each race. The third method of analysis was determining the contraband hit rate for each race and the fourth analysis involved determining arrest rates by race.

Conclusions About Nature or Extent of Racial Profiling: The disparity index for whites was .97 and was 1.36 for African-Americans. Asians, American Indians, and individuals of mixed or unknown race had a disparity index below 1, while Hispanics had an index value slightly over 1. Asians were searched at rates below the state average of
7.78%. African-Americans, Hispanics, and American Indians were searched at rates above the average. Results showed that searches of African-Americans and Hispanics produced less contraband, on average, than searches of whites. Approximately 9% of African-American and Hispanic stops resulted in an arrest, while only 5% of white stops resulted in an arrest.

The author concludes that the 2003 data show disparities in stop and search rates but also notes that statistical disproportion does not necessarily prove that officers are stopping motorists based on race or ethnicity.


Mention of Oregon: No mention.

Additional Information: State law Section 590.650, RSMo(2000) was enacted on August 28, 2000, requiring that all peace officers in Missouri report information including a driver’s race, for every traffic stop made.

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Title: “2000 Annual Report to the Attorney General”

Authors: Unknown

Research Affiliation: Unknown


Geographical Scope: Missouri

Population Studied: Drivers

Data Collection Methods: Unknown

Events Studied: Traffic stops.

Data Analysis Methods: Unknown

Conclusions About Nature or Extent of Racial Profiling: This is an example of the form used to report traffic stop data to the Missouri Attorney General’s Office.

Web Link: http://www.mopca.com/profiling/reports.htm
Additional Web Links: Instructions that address each individual question on the form can be found at http://www.mopca.com/profiling/instructions.htm

Mention of Oregon: No mention.

Additional Information: None.

Title: “Racial Profiling: How Many is Too Many?”

Authors: David W. Stockburger

Research Affiliation: Southwest Missouri State University, Psychology Department

Time Period Covered: NA

Geographical Scope: NA

Population Studied: NA

Data Collection Methods: NA

Events Studied: NA

Data Analysis Methods: With potential punitive action pending, the statistics used to examine individual peace officers’ actions becomes very important. The author cites the following example. For a city with a minority population of 10%, proportional stops would suggest that 10 out of every 100 cars pulled over by an officer would have a minority driver. What if an officer pulled over 12 minority drivers out of that 100? Or 15? The author asks, “At what point is the number of minority stops unlikely?” The author suggests using a statistical model in the form of the binomial distribution to answer such questions. The binomial calculator is included on this article’s webpage. It will automatically calculate the probability of making a specific number of minority vehicle stops out of a total number of stops for a given minority population percentage. Two issues to consider in the use of this model are the point at which the line is drawn between chance occurrence and real effects, and how to accurately identify the target population.

Conclusions About Nature or Extent of Racial Profiling: NA

Web Link: Racial Profiling: How Many is Too Many
http://www.psychstat.smsu.edu/pdf/racialprofiling.htm

Additional Web Links: None.
Mention of Oregon: No mention.

Additional Information: The Missouri Legislature passed a statute in 2000 requiring peace officers to collect vehicle stop data, including the driver’s race. It also required each agency to “(a) Determine whether any peace officer of the law enforcement agency have a pattern of stopping members of minority groups for violations of vehicle laws in a number disproportionate to the population of minority groups residing or traveling within the jurisdiction of the law enforcement agency; and” “(b) If the review reveals a pattern, require an investigation to determine whether any peace officers of the law enforcement routinely stop members of minority groups for violations of vehicle laws as a pretext for investigating other violations of criminal law;” “(c) Provides for appropriate counseling and training of any peace officer found to have engaged in race-based traffic stops within ninety days of the review”.

Michigan

Title: “Ann Arbor Police Department Traffic Stop Data Collection Methods and Analysis Study”

Authors: Dr. John C. Lamberth

Research Affiliation: Lamberth Consulting

Time Period Covered: Stop data were collected January 2003 – September 2003.

Geographical Scope: The City of Ann Arbor, Michigan.

Population Studied: Drivers.

Data Collection Methods: Stop data were collected by Ann Arbor police officers. Officers were required to capture each traffic stop on the AAPD CAD system. At the end of their shifts, they were required to submit a Scantron form to their individual shift command officer for each traffic stop they made. Benchmark data were collected through stationary traffic surveys at 9 locations throughout the city of Ann Arbor by trained surveyors over a 7-week period at randomly selected days and times. Drivers’ race/ethnicity and gender were captured.

Events Studied: Each traffic stop conducted by an Ann Arbor police officer.

Data Analysis Methods: The major analysis reported is an odds-ratio of being stopped if the motorist is Black versus if they are not Black. Odds-ratios between 1.0 and 1.5 are considered benign. Ratios between 1.5 and 2.0 suggest that targeting of Black motorists may be occurring. Ratios over 2.0 warrant serious review by the police department. Chi-square analysis was used to analyze the difference between the benchmark percentage of
Blacks and the actual stop percentage of Blacks. A .05 probability was used to determine the statistical significance.

**Conclusions About Nature or Extent of Racial Profiling:** 2 benchmark locations did not have enough stops in the database for reliable measurement so only 7 benchmarks were reported on. 5 of the 7 odds-ratios were in the benign range and 2 were slightly above 1.5. The overall odds-ratio is 1.5. The author cites this as an indication that no profiling in the stops of Black motorists was occurring overall in the benchmark areas studied. The author recommends that the AAPD further consider the 2 locations that were above 1.5.


**Additional Web Links:** None.

**Mention of Oregon:** No.

**Additional Information:** The AAPD started collecting stop data following an Ann Arbor City Council Resolution passed in February 2000.

Author cites the need for future research of driving behaviors among different racial and ethnic groups.

Lamberth Consulting provided the “Collecting Stop Data Training: Training for Trainers” course to 128 AAPD officers.

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**Title:** “Results from the 2001 Traffic Enforcement Citizen Survey”

**Authors:** Michael D. Reisig, Ph.D.

**Research Affiliation:** Dr. David L. Carter and Dr. Andra J. Katz-Bannister (private consultants)

**Time Period Covered:** August 2001

**Geographical Scope:** N/A

**Population Studied:** Citizens who received a traffic citation from the Lansing Police Department (LPD)

**Data Collection Methods:** The 2001 Traffic Encounter Survey was an updated version of a survey conducted in
The objective of the 2001 Survey was to determine whether the quality of traffic encounters had improved since 1999.

Samples for both the 1999 and 2001 Surveys were selected from LPD records. 1,500 citizens from all walks of life were randomly selected from each time period. All those selected to participate were mailed pre-survey postcards describing the project and requesting cooperation. The postcards also helped to identify bad addresses. Shortly thereafter, the questionnaire was mailed to each participant along with a prepaid return envelope. Two additional waves of surveys were distributed to nonrespondents. The overall response rate for the 2001 sample was 37 percent.

**Events Studied:** Over 500 returned surveys: respondent’s sex, age, and race/ethnicity (Caucasian/White, Native American, Black/African American, Hispanic/Latino, Asian American, Other). The sections of the survey were as follows:

1. **Citizen Expectations:** Respondents were asked if they expected LPD officers to perform the following tasks:
   - Inform them as to why they were stopped
   - Ask to see their registration and proof of insurance
   - Provide them with information as to how to take care of the traffic violation
   - Complete the encounter in a reasonable amount of time
   - Answer questions regarding the stop
2. **Police Service:** Respondents were asked whether the officers “actually” provided any of the five service-oriented elements listed in Section 1, above.
3. **Expectancy Confirmation:** Citizen Expectations (Section 1) – Police Service (Section 2) = Expectancy Confirmation
4. **Police Behavior:** Respondents were asked if the officer was courteous, sarcastic, business-like and/or friendly, and if s/he took time to listen during the encounter.
5. **Encounter-Level Satisfaction:** Each motorist was asked how satisfied they were with the way the LPD handled their most recent traffic stop. This survey item featured a 4-point response, ranging from “very dissatisfied” to “very satisfied.”
6. **General Satisfaction with the LPD:** Respondents were asked how satisfied they were in general with the LDP. This item featured the same 4-point response as item five, above.
7. **Additional Findings:** Respondents were asked if they believe that the officer stopped and cited them because the LPD is concerned with preventing traffic accidents. If the respondent answered “no,” s/he was directed to check all that apply of the following reasons they believed were responsible for the stop and citation:
   - To generate money
   - To meet a quota
   - Your age
   - Your race
   - Your sex
   - The car you were driving
   - The neighborhood you were traveling through
   - Other: (specify)
**Data Analysis Methods:**
Information from this survey was compared with the 1999 Survey.

In each section, results from the full samples and from different social groupings (i.e., race/ethnicity, age, and gender) are reported and presented in tables and graphs.

**Conclusions about nature or extent of racial profiling:**
An overwhelming majority of respondents in 1999 and 2001 expected LPD officers to perform all of the tasks listed under Section 1, above. Overall, differences between the 1999 and 2001 Surveys regarding expectations of police service were almost nonexistent, and expectations appeared to be fairly consistent across different social groupings.

For Caucasians, significant improvements in police service were reported nearly across the board, especially in officers answering questions regarding the stop. For African Americans, improvements in police service were also seen, except in the officer answering questions regarding the stop. For Non-Black Minorities, all aspects of police service improved. African Americans were, relatively, much less likely to report that officers took the time to answer their questions when compared to Caucasians and Non-Black Minorities.

Except in the area of registration & insurance, LPD officers reduced the level of disparity between citizens’ expectations and actual police service. Improvements in expectancy confirmation among African Americans were comparatively modest. Nevertheless, officers did do a better job at completing encounters with African Americans in a reasonable amount of time.

Caucasian motorists rated all categories of police behavior in more positive terms in the 2001 Survey. Evaluations of police behavior improved among Non-Black Minorities as well. African American evaluations of police behavior remained fairly consistent over the two time periods.

In 2001, encounter-level satisfaction was significantly higher for Caucasians and Non-Black Minorities. The only change for African Americans in this category was a decline in the percentage of those that were “very dissatisfied.” Although the majority of responses from each racial/ethnic group signified some level of satisfaction with the encounter, a significant gap of approximately 23 percent, was observed between Caucasians and African Americans in 2001.

General satisfaction with the LPD was significantly higher in 2001 for Caucasians and Non-Black Minorities. Although the largest increase in general satisfaction was observed among African Americans, they still report the lowest levels of general satisfaction. Nevertheless, a majority of respondents from all racial/ethnic groups indicated some level of general satisfaction.

The percentage of African Americans that reported the reason for the stop/citation to be their race decreased. The most common reason given, other than “to prevent traffic accidents,” was “to meet a quota.” The percentage of Non-Black Minorities that believed...
they were stopped and cited in order to “prevent traffic accidents” jumped by nearly 14 percent in 2001. The percentage of African Americans believing this remained about the same.

Any Data from Oregon? No


Community Relations
Issues Addressed: Very brief description of general plan for community involvement.

Carter and Katz-Bannister developed “a multi-stage protocol” which featured, among other things, focus groups with uniformed personnel, community meetings and officer training on how to conduct a proper traffic stop.

Amount of space devoted to community relations issues: One small paragraph.

Title: “Racial Profiling: Issues and Responses for the Lansing, Michigan Police Department. Prepared as a Foundation for Policy Implementation and Training”

Authors: David L. Carter, Ph.D. and Andra J. Katz-Bannister, Ph.D.

Research Affiliation: Not mentioned.

Time Period Covered: NA – published in December 2000

Geographical Scope: Policy development for the City of Lansing, Michigan.

Population Studied: NA

Data Collection Methods: NA

Events Studied: NA

Data Analysis Methods: NA

Conclusions About Nature or Extent of Racial Profiling: The authors define racial profiling as, “any police-initiated action that relies upon the race, ethnicity, or national origin of an individual rather than the behavior of that individual or information that leads the police to a particular individual who has been identified as being engaged in or having been engaged in criminal activity.” They examine the concept of law enforcement profiling in its development from the FBI’s Behavioral Sciences Services Unit (BSSU). The BSSU team conducted research that taught investigators how to survey a crime scene
and develop a list of traits and behaviors specific to the offender – the profile. They note that offender profiling is not improper, however, it is often improperly applied when officers use selected variables from the profile rather than the entire profile to target individuals.

The authors highlight views on racial profiling obtained from focus groups of officers and citizens in the community. Both groups displayed stereotyped views about the other that were at the heart of the conflict between them. Oftentimes, the stereotypes were based on anecdotal experiences and unsubstantiated word of mouth rather than empirical evidence.


Additional Web Links: http://www.domelights.com/racprof1.htm

Mention of Oregon: No mention.

Additional Information: Includes quotes from community members and law enforcement on each page that illustrates the various perspectives on racial profiling.

Authors state that legislation from Missouri is often noted as the model for police data collection.

Authors address police opposition to stop data collection. The primary reasons are:
1.) monitoring policies suggest that all officers profile minorities
2.) officers are concerned that the interpretation of the data by statisticians will not accurately reflect the realities of the situations.

The authors suggest a multi-faceted approach to addressing racial disparities in the Lansing Police Department including provisions for leadership, data collection, training/changing the organizational culture, training the community, supervision, evaluation, and technology.

## OHIO

**Title**: “Police Vehicle Stops in Cincinnati: July 1 – December 31, 2001”

**Authors**: John E. Eck, Ph.D. (University of Cincinnati, Division of Criminal Justice), Lin Liu, Ph.D. (University of Cincinnati, Department of Geography), Lisa Growette Bostaph, M.A. (Boise State University, Department of Criminal Justice).

**Research Affiliation**: See above.

**Time Period Covered**: July 1, 2001 – December 31, 2001

**Geographical Scope**: The City of Cincinnati, Ohio.
**Population Studied:** Motor vehicle drivers and their passengers.

**Data Collection Methods:** Cincinnati police officers completed a contact card after each vehicle stop. Police data entry personnel manually entered completed cards into computer files. The police provided the external analysis team with the computer files and copies of the original cards. Data were divided into three linked databases: the first described the stops, the second described the occupants, and the third described the outcomes.

**Events Studied:** After a vehicle stop, officers enter information on the contact card including:
- race, gender, and age of the driver
- race, gender, and age of occupants
- location of the stop
- time of day
- reason for the stop
- how long the stop took
- whether a ticket/citation was issued
- whether an arrest was made
- whether the officer searched an occupant or vehicle

**Data Analysis Methods:** Stops were examined by race, gender, age, repeat stops, time of stop, reason for the stop, number of occupants in the vehicle, duration, and result of stop. Geo-coding was used to examine where stops were concentrated throughout the city. 2000 Census statistics were used to determine the driving population “base rate”. A modified disproportionality index (using vehicle miles by race rather than drivers by race) was used to determine the disproportionality of African-American stops to White stops.

**Conclusions About Nature or Extent of Racial Profiling:** Cincinnati police officers stopped Whites as often as African-Americans. However, since there are more Whites living in the city, this creates a disproportionate rate at which African-Americans were stopped. Using the modified disproportionality index, 9 neighborhoods had index numbers below the neutral interval, 2 neighborhoods had an index of 0, and 34 neighborhoods had numbers above the neutral interval. This method again indicates a disproportionate stopping of African-Americans. The group of African-Americans stopped during the research period, tended to contain more males and was younger than the group of Whites stopped during the same time frame. There were more repeat stops of African-American drivers as well. White drivers were more likely to be stopped during the day than were stops of African-Americans. Vehicles driven by African-American drivers were more likely to have multiple occupants. Both African-American and White drivers were most often stopped for moving violations, however, more African-American drivers were stopped for crime-related reasons. From these results, the authors conclude that African-Americans and Whites may have been engaged in different behaviors before being stopped. In terms of outcome of the stop, African-American drivers were more likely to be arrested, searched, or receive no sanction than their White counterparts.
leaving the authors to ask, “Why are a greater proportion of the African-Americans who are stopped given no-sanction than is the case with White drivers being stopped?” and “Why is the probability of an African-American being searched when no arrest has taken place two times greater than that of a comparable White?” African-Americans also had longer average stop duration times. The authors’ analysis of searches did not uncover any noticeable differences between African-Americans and Whites. They had almost identical search time durations, no meaningful difference in the type of search, and similar probabilities that the searches would turn up contraband. The authors conclude that if officer bias is involved anywhere in the stopping process, the results indicate it may be after the stop has been made rather than in the initial decision to make the stop.


Additional Web Links: No.

Mention of Oregon: No mention.

Additional Information: In March of 2001, the Cincinnati City Council passed an ordinance requiring police to collect the race of individuals in the vehicles they stop and required the data to be analyzed by outside experts.

Title: “Monitor’s Report on University of Cincinnati Police Vehicle Stop Study”

Authors: Saul Green (Monitor) and Richard Jerome (Deputy Monitor)

Research Affiliation: See above.

Time Period Covered: July 1, 2001 – December 31, 2001

Geographical Scope: The City of Cincinnati, Ohio

Population Studied: Critiqued the research study by the University of Cincinnati on motor vehicle drivers and passengers that were stopped by Cincinnati Police Officers.

Data Collection Methods: Commented on the data collection methods of the Cincinnati Police Department – a contact card completed after each vehicle stop.

Events Studied: Vehicle stops and the disposition of the stop.

Data Analysis Methods: The authors examined the final report by The University of Cincinnati team. They note the most difficult and controversial aspect of these studies is establishing an accurate “benchmark” to compare vehicle stop data against. The Monitor concluded that the University of Cincinnati Research team developed a “reasonable” way to create a benchmark for their disproportionality analysis. They suggested variables that
may have impacted the overall accuracy of the benchmarking and made suggestions for improvement.

Conclusions About Nature or Extent of Racial Profiling: The Monitor agrees with the overall conclusion in the University of Cincinnati report that, while there are disparities between the rates at which Black and White drivers were stopped, none of the hypotheses explaining disproportionality can be eliminated. The Monitor does state, however, that there are “indications that some of the disproportion may be the result of officers’ heightened suspicions of black drivers.” They advocate for police departments openly discussing deployment decisions so their “actions do not lead to increased complaints about police activity from the very same communities that are seeking greater police presence.” The Monitor acknowledges the limitations of vehicle stop data in addressing other concerns of minority groups in Cincinnati such as arrests, use of force, jail sentencing, and the overall racial disparities in the criminal justice system.


Additional Web Links: www.racialprofilinganalysis.neu.edu

Mention of Oregon: No mention.

Additional Information: The City of Cincinnati joined a Collaborative Agreement with police and other community stakeholders to address the issue of racial profiling. The goal of the agreement is to improve relations between members of the community and the police department. Data collection regarding police vehicle stops is one piece of that effort. The results of the data collection effort are reported by the Monitor to evaluate whether or not the goals of the Collaborative Agreement are being accomplished. The authors point out that collecting race data for vehicle stops will not provide definitive answers about the existence of biased policing. Rather, the data is useful in examining the allocation of police resources, raising questions about police strategies, and leading to a public discussion of how policing should be conducted in their community. After the external evaluation team at The University of Cincinnati completed their report, members of the Collaborative Agreement were granted an opportunity to work with the City to add input before the study was released.

TENNESSEE

Title: “Vehicle Stops and Race: A Study and Report in Response to Public Chapter 910 of 2000”

Authors: John G. Morgan, Tennessee Comptroller of the Treasury

Research Affiliation: Tennessee Comptroller of the Treasury Office of Research (Ethel Detch, Director; Douglas W. Wright, Assistant Director); Dr. Dan Cohen-Vogel, Principal Legislative Research Analyst; Brian Doss, Associate Legislative Research

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Time Period Covered: January 1, 2001 through December 31, 2001

Geographical Scope: Within 44 participating Tennessee law enforcement jurisdictions

Population Studied: Drivers and passengers stopped by officers of 44 participating law enforcement agencies (including six county sheriffs’ departments, one university police department, and 37 municipal police departments)

Data Collection Methods:
Officers filled out data forms, either written/scannable or electronic, developed by the Comptroller. Data were submitted monthly to the Comptroller. Office of Research staff communicated with participating agencies regarding drastic changes in reported stops and other anomalies. Agencies’ explanations varied from policy changes to data collection problems. A pre-test was conducted with the Franklin Police Department, one of the participating agencies, prior to beginning statewide data collection.

Events Studied:
All vehicle stops submitted by officers of the 44 participating agencies (322,954 paper forms and 127,623 electronic records):

- Of Driver (based on officer’s individual judgment): race/ethnicity (Asian, African-American, Hispanic, Other (not apparent), White), gender, age (under 16, 16-25, 26-35, 36-45, 46-60, 61-70, over 70)
- Of Officer: Agency’s ORI number, officer ID number
- Of Stop: location (beat, district, sector, tract, zone), time (military), date, reason (criminal, moving violation, vehicle equipment violation), disposition (verbal warning, written warning, citation, arrest, citation and arrest), who action was taken against (driver, passenger(s)), whether or not a search was conducted
- Of Search (if one occurred): type (vehicle, personal effects, driver, passengers), legal basis (consent, probable cause, incident to arrest, warrant, inventory, plain view), whether or not any contraband was discovered or property seized, type of contraband (weapon(s), drugs, other)

Data Analysis Methods:
2000 Census data (age 18 and over), as well as driving population data from the Tennessee Department of Safety were used as comparison data, although the report includes a lengthy discussion of the limitations of these sources. It is recommended that, if the General Assembly wishes to continue studying vehicle stops, the Department of Safety should develop a licensed driver database that contains uniformly collected and geographically referenced data. It is stated that factors that may skew the results of their comparison include licensed drivers, commuting patterns, tourism, higher education institutions, modes of transportation used, little or no representation and law enforcement deployment. Each of these is described in detail on pages 10-12 of the report.

It is important to note that the following groups represent less than one-half of one

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percent of the populations in areas served by participating agencies:
- Asians in the areas served by 21 agencies
- African-Americans in the areas served by three agencies
- Hispanics in the areas served by six agencies
- “Other” groups in the areas served by three agencies

The percentage of all stops of each racial group by agency were shown for each reason for stop, each disposition, each search status, and each type of evidence seized. Statewide summaries of the above were also shown, as well as summaries of the statewide percentage of all stops of each racial group according to the following:
- both reason for and disposition of stop;
- both reason for the stop and whether officers conducted a search;
- both disposition of the stop and whether officers conducted a search;
- evidence seized as a percentage of all searches

Maps, which compared city and zip code boundaries, were included. In addition, maps of various types of crimes in Davidson County in 2001 were included in Appendix four of the report.

Conclusions about nature or extent of racial profiling:
Law enforcement officers stopped drivers in proportions different than drivers’ racial representative in the overall population. For example, African-Americans represented 31.0 percent of the population (over 18 years of age) and 39.1 percent of all stops. Whites represent 63.1 percent of the population and 55.3 percent of all stops.

Officers’ reasons for stopping vehicles, as well as the dispositions of stops, varied significantly by race. However, the differences in the reasons officers reported for stopping vehicles did not appear to explain all of the racial variation in dispositions of stops. For example, although officers gave the highest percentage of verbal warnings to Hispanic drivers overall, officers gave the highest percentage of verbal warnings to “Other” drivers when the stop was for criminal reason and to Asian drivers when the stop was for a moving or vehicle equipment violation.

Rates of search subsequent to stops varied by race. However, the differences in neither the reasons for stopping vehicles nor the disposition of stops appeared to explain all of this racial variation in the rates of search. Statewide, officers searched 16.8 percent of Hispanics stopped, followed by African-Americans (8.1 percent) and then Whites (5.8 percent).

The incidences of evidence seized and the types of evidence seized as a result of searches varied by race. Differences in the rate of search did not appear to explain all of the racial variation in evidence seized. For example, instances in which officers did not seize evidence after a search were most common among Hispanics (86.9 percent), and least common among Whites (73.9 percent).

Possible mitigating factors, including the following, are described in detail:
- Neither statute nor case law clearly defines the appropriate place of race in law
enforcement decisions
- Potential data form recording errors, including:
  o the form combined race and ethnicity in one item and did not give officers
    the option of choosing more than one
  o the form primarily concerned the driver of the vehicle and did not reflect
    instances in which passengers’ profiles contributed to the vehicle stop or
    subsequent officer actions
- Officers’ fear of liability (see pages 4-5 of the report)
- Administrative inconsistencies, such as training and turnover, and lack of
  collection or submission of data
- Potential data processing errors (staff discovered and corrected numerous data
  entry errors)

Any Data from Oregon? No, but Meredith Bliss of the Oregon Criminal Justice
Commission is listed in “Appendix 2: Contacts and Participants” (23).

Web Link: http://www.comptroller.state.tn.us/orea/reports/racialprofiling.pdf

Additional Web Links:
- Department of Law, Colorado Peace Officer Standards and Training Commission,
  Anti-Bias Training Program: http://www.ago.state.co.us/post/anitbiasprog.html

Notes:
- This study was a pilot project, required by Public Chapter 910 of 2000, in which
  law enforcement agencies could participate voluntarily. A copy of Public Chapter
  910 of 2000 is included on pages 21-22 of the report.
- A copy of the traffic stop data form is included in Appendix 3 of the report.
- Definitions of each of the race/ethnicity categories offered on the traffic stop data
  form were provided in the form’s instructions (see pages 27-28 of the report).

Community Relations

Issues addressed: Building relationships with law enforcement, community outreach,
training, policies (all briefly)

The researchers collected additional information through discussions with the sponsors of
Public Chapter 910, representatives of the participating law enforcement agencies,
ACLU, law enforcement agencies in other states, and researchers with expertise in the
area of racial profiling. They also attended Tennessee Association of Chiefs of Police and
Tennessee Sheriffs’ Association meetings.

Some examples of community outreach programs at some agencies in Tennessee include
citizen police academies, civilian oversight committees and quality-of-service
questionnaires. Some agencies in the state have implemented policies that define racial
profiling and provide guidelines to prevent it.
The Tennessee Peace Officer Standards and Training (POST) Commission requires minimum curriculum standards in areas such as criminal and constitutional law and procedures as well as human relations. Other academies in the state explicitly address racial profiling through training.

It is stated that “The General Assembly may wish to define statutorily the appropriate consideration of race in search and seizure” (20). They also may wish to require policies and procedures specifically related to profiling, such as ongoing data collection and analysis and formal public input, in all state and local law enforcement agencies.

Amount of space devoted to community relations issues: Approximately one page

NORTH CAROLINA

Title: “The North Carolina Highway Traffic Study: Final Report to the National Institute of Justice, U.S. Department of Justice” (The Executive Summary)


Research Affiliation: See above.

Time Period Covered: Project began in 1999
June 22, 2000 – March 20, 2001 for citizen survey data
June, 2001 for NCSHP focus group data


Population Studied: Drivers in North Carolina and NCSHP troopers.

Data Collection Methods: Information was provided by the NCSHP and included data sets on vehicle stops, citations, written warnings, and searches.

The North Carolina Driver Survey was created to supplement the statistical data described above. A telephone survey of a stratified random sample of current North Carolina licensed drivers was conducted.

Themes and patterns of police-citizen encounters for both African Americans and whites were collected during citizen focus groups.

A random selection process was used to create 6 NCSHP focus groups. Groups consisted of 6-9 troopers and lasted approximately 2 hours. Members of the research team facilitated the sessions.
Events Studied: The project combines demographic analyses, traffic observations, citizen surveys, and focus groups of drivers and of North Carolina State Highway Patrol troopers to estimate racial disparity in traffic stops and identify perceptions of biased policing.

Data Analysis Methods: Baseline comparisons were produced from available records (i.e. licensed drivers within each county), calculations of drivers driving within NCSHP districts, observation of vehicles and drivers on the highway, and accident rates. Observations of drivers at 14 sites (each site consisting of between 10 and 15 miles of highway) were used to establish a baseline of the racial composition of speeding motorists. Data on the residency of drivers cited outside of their county of residency were used to create a baseline of “drivers driving” in a specific area. The third baseline was created from data on the racial composition of drivers involved in accidents.

Regression models were used to analyze individual trooper behavior.

Conclusions About Nature or Extent of Racial Profiling: African Americans are more often involved in objectively measured behaviors such as speeding or failure to wear a seatbelt than in subjectively measured behaviors such as failure to yield or driving too close. The authors suggest that variations in driving behaviors may be the most important factor in whether or not an individual is cited for a traffic violation.

Racial disparity in written warnings was greater than in citations.

Differences in speeding-behaviors were found by race.

There were several districts with a disproportionately high number of citations given to African Americans. There were also districts with a disproportionately low number of citations given to African Americans. Districts identified as “over-representing” or “under-representing” varied according to which baseline estimates were used. The researchers used this to rule out any widespread racial bias by the NCSHP across districts.

Approximately 18 individual troopers were identified as over-citing African Americans while slightly more were identified as under-citing African Americans.

In the telephone survey, African American drivers were significantly more likely to report a traffic stop in North Carolina than were white drivers. Local police may stop African Americans at two times the rate as whites. The disparity in stops by the NCSHP was much smaller but still significantly significant. Differences in experiences following a stop, were much less pronounced. African Americans were slightly more likely to report that they were treated disrespectfully and to have been informed that the stop was for a discretionary reason. There were no racial differences in self-reported rates of citations, written warnings, and verbal warnings.
Results of the citizen focus groups indicate that African American drivers have a generally positive view of the job that police do while, at the same time, have very little trust in individual police officers. African American drivers viewed lack of respect during an encounter as an indication of racial bias. Troopers with the NCSHP were generally viewed as more respectful and professional than local police officers. In contrast, white drivers tended to view all stops as discretionary and evaluated the police more harshly in many ways. Differences were also apparent in views on racial profiling in general. African American drivers saw it as another example of the continual bias they face on a daily basis. White focus groups tended to accept racial profiling as “understandable” and “justifiable”.

During the NCSHP focus groups, troopers stated it was not possible to determine the race of a driver on the interstate or at night, before a stop is made. They reported focusing on the behavior of the vehicle in making a stop decision. Some troopers still attributed likely traffic violations to certain segments of the community, however.

Web Link: http://www.chass.ncsu.edu/justice/reports/hwy_traffic_study_03.htm

Additional Web Links: None.

Mention of Oregon: No.

Additional Information: The North Carolina State legislature mandated that law enforcement agencies in the state begin data collection efforts on the race of individuals stopped by police.

In a survey of adult, North Carolina-licensed drivers, 30% of whites and 80% of African Americans believed that African Americans were pulled over by police at a higher rate.

PENNSYLVANIA

Title: “Analysis of Police Stops and Searches: City of Erie, PA”

Authors: Not mentioned specifically. The research team established by Mercyhurst College to conduct the analysis included:

- Professors Thomas Gamble and Peter Benkos (principal investigators)
- Former Millcreek PD Officer Bill Hale (liaison with the City of Erie Bureau of Police)
- Paul Gambill of Central City Neighborhood Watch (liaison to the minority community)
- Julie Bush-Miller, Karel Exner, and J.D. Haltigan (background researchers)
- Amy Danzer (database management)

Research Affiliation: The Civic Institute at Mercyhurst College

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LECC National Literature Review of Stop Data Reports
Time Period Covered: September 1, 2001 – February 28, 2002

Geographical Scope: Erie, PA

Population Studied: Drivers and pedestrians stopped by City of Erie Police Officers.

Data Collection Methods: Officers completed a machine-scannable form following each vehicle or pedestrian stop they made. The forms were then scanned into a database and electronically transferred to the Civic Institute at Mercyhurst College for analysis. Benchmark data was obtained from the 2000 United States Census Tract Data.

Events Studied: Officer-initiated vehicle and pedestrian stops and searches.

Data Analysis Methods: The city was divided into 12 zones for a more precise analysis of race stop data. The more detailed analysis was thought to control for crime rate differences and police surveillance differences in various areas of the city. For vehicle stops, Census data was used to calculate individuals age 16 and older for each zone and then separated by race/ethnicity. For pedestrian stops, Census data was used to calculate individuals age 10 and older for each zone and then separated by race/ethnicity. Statistical significance was calculated using chi-square.

Conclusions About Nature or Extent of Racial Profiling: Results show that while whites are 83% of the driving-age population in Erie, they represented 67% of the stops. While blacks are 12% of the driving-age population, they represented 25% of the stops. These differences were statistically significant. 9 of the 12 zones examined showed statistically significant disparities in stop rates by race. 2 zones had higher levels of disparity than the citywide numbers but many had less disparity. This indicates that some of the disparity may have been the result of police deployment practices in different geographical areas of the city. There was no significant difference in arrests or citations by race. There was, however, a statistically significant difference in individuals stopped in high discretion situations by race and in the likelihood of being searched following a stop. There was no statistical difference between groups searched following a high discretion stop or in the likelihood that contraband was found subsequent to a search. The authors concluded that “there seems to be sufficient evidence of racial and ethnic disparity to suggest that the City of Erie and the Bureau of Police may wish to consider the following recommendations in their attempts to improve relations between the police and the minority communities.” The authors did note, however, that they did not interpret the disparities as evidence of explicit racial bias in determining who to stop and search.


Additional Web Links: None.

Mention of Oregon: No mention.
**Additional Information:** The City of Erie, PA and the Bureau of Police voluntarily collected data on police stops and searches.

The local chapter of the NAACP created a discussion forum to address racial profiling issues and the local media covered alleged cases of racial profiling in Erie. In addition, the Erie Concerned African American Clergy (Concerned Clergy) brought their concerns about racial profiling by the Erie Police Department to the mayor during regularly scheduled meetings. A coalition was formed to address the issue of racial profiling which included the Mayor’s office, the Erie Police Department, the NAACP local chapter, and the Concerned Clergy. The coalition was termed “The Alliance”.

The Civic Institute’s Research Team met with individuals from the Bureau of Police and the Mayor’s office to discuss the specific variables to collect for the study and to precisely define each variable. The Civic Institute then presented its recommendations to The Alliance (mentioned above) and obtained their agreement to the recommendations. Next, the Institute worked with the Bureau of Police and Scanning Systems of Columbus, Ohio to develop the machine-scannable data form and the electronic database. When the form was finalized, the Institute developed a training manual and provided training sessions for all City of Erie Police Department employees.

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**NEW YORK**

**Title:** “Police Practices and Civil Rights in New York City”: “Letter of Transmittal,” “Executive Summary” and “Chapter 1: Introduction”

**Authors:** Staff of the U.S. Commission on Civil Rights

**Research Affiliation:** The U.S. Commission on Civil Rights

**Time Period Covered:** The exact time period is unclear.

**Geographical Scope:** New York City, NY

**Population Studied:** The police officers and those stopped by police officers in New York City

**Data Collection Methods:** The U.S. Commission on Civil Rights conducted a fact-finding hearing in New York City on May 26, 1999 to examine police practices and their impact on civil rights in the community at large. Witnesses included the city’s mayor, the police commissioner, the chair of the Civilian Complaint Review Board, other public officials, religious leaders, representatives of civic and civil rights advocacy groups, New York Police Department (NYPD) officers, and individuals describing personal encounters with the NYPD.

**Events Studied:**

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Facts secured from the sworn testimony of witnesses who appeared before the Commission at its public hearing
- More than 32,000 pages of subpoenaed documents from the agencies that testified at the hearing, including:
  - Orders concerning the Internal Affairs Bureau of the police department
  - Reports on complaints substantiated by the Citizen Complaint Review Board (CCRB)
  - Forms used to process civilian complaints
  - Documents concerning officers with excessive CCRB complaints and the use of performance monitoring systems to address the use of excessive force
  - All complaint procedures and practices
  - Police officer training and recruitment materials
  - Information on cultural diversity training
  - Use of force curricula
  - All dispositions by the CCRB
  - Statements, memos and instructions generated by the NYPD concerning crime reduction strategies
  - Thousands of individual UF-250 forms, which are designed to record descriptions of “stop and frisk” encounters, from the year 1998
- A statistical overlay presented with charts and graphs reflecting information contained in more than 100,000 individual records regarding “stop and frisk” encounters stored on CD-ROM by NYPD officials
- New York City’s policies and programs for police recruitment, training cadets and officers and the treatment of African American and Latino officers

Data Analysis Methods: Documents were reviewed and analyzed.

Conclusions about nature or extent of racial profiling:
As a result of the research, the Commission made several findings of fact and recommendations concerning police practices in New York City.

Some findings include the following:

1. Recruitment:
   - The NYPD does not reflect the diverse population of New York City, and most NYPD officers live outside of the five boroughs.
   - The department also does not utilize a number of community organizations and leaders who are willing to help in recruitment.
   - CCRB data show that police with less than an associate degree are more likely to have substantiated misconduct complaints.

2. Training:
   - Cadets may not receive enough training time and experience, especially on topics of diversity and sexual harassment.
   - The NYPD uses training materials with offensive racial, ethnic, religious, sexual and gender stereotypes.
   - High-level officials do not involve themselves in training.
3. **Police-Community Relations:**
   - The NYPD has not involved affected communities sufficiently in planning and implementation of strategies that could reduce tensions while controlling crime.

4. **The CCRB and Internal Affairs Bureau:**
   - There is often a racial or ethnic component to police misconduct complaints in the city, with many incidents also fueled by language barriers and miscommunication.
   - The NYPD’s “48-hour rule” impedes investigations by the CCRB.
   - The low number of substantiated complaints upon which the NYPD and the police commissioner have acted contributes to the pervasive public perception that the CCRB is an ineffective mechanism to control police abuse of authority.
   - CCRB semiannual reports on their own operations include major weaknesses.
   - NYPD officers testified that no one ever asks or rewards them for enforcing the law while maintaining a record of no complaints filed and being a protector of civil rights.

5. **“Stop and Frisk”:**
   - Testimony at the Commission’s hearing indicated that perhaps only one out of 30 stop and frisk encounters resulted in the filing of the required UF-250 form.
   - Everywhere, African-Americans were stopped far out of proportion.
   - Hispanics were also stopped out of proportion, but at somewhat reduced levels.
   - Whites and Asians were stopped at far below their representations of the population in each area policed.
   - While the mayor and police commissioner attributed these disparities to suspects’ profiles as reported by crime victims, this claim is belied by police testimony that the Street Crime Unit and other specialized units root out crime by scouring neighborhoods and making stops with no complaints and no victim.

6. There is a perception among some city residents that police misconduct cases place a tremendous strain on local government prosecutors who rely routinely on the police to provide the evidence to prosecute criminal violations.

7. The NYPD’s use of “pattern descriptions” of alleged suspects is a possible indicator of racial profiling.

8. An investigation by New York State Attorney General Elliot Spitzer in 1999 preliminarily concluded that there is a strong statistical correlation between race and likelihood of being stopped, and that, in one out of seven stops conducted by the NYPD, the facts articulated for making the stop failed to meet the legal threshold of reasonable suspicion.

Some recommendations include the following:

1. **Recruitment:**
   - The NYPD should revise its recruitment plans in order to attract more
applicants and cadets from communities of color.

- The NYPD should require all police officers to live in New York City, or at least increase the preference points for applicants from the city and add incentives for officers to move into one of the five boroughs.
- The NYPD should encourage new officers to have a baccalaureate degree and give officers time off to work on college credits to help professionalize the force.

2. Training:
- The NYPD should enhance its training at the borough and precinct levels and include local community members in the development of courses.
- The NYPD should enhance their “Courtesy, Professionalism and Respect” training by placing more emphasis on diversity, conflict resolution and interpersonal relations.
- Negative stereotypes embedded within training materials should be eliminated.

3. Police-Community Relations:
- The NYPD should develop aggressive outreach programs to involve increased numbers of neighborhood residents in training and policy development.
- The mayor and police commissioner need to release specific information to the public on compliance with the Mayor’s Task Force on Community Relations recommendations.

4. The CCRB and Internal Affairs Bureau:
- The NYPD should eliminate the 48-hour rule.
- The NYPD should provide explanations regarding the department’s decision not to impose disciplinary measures in particular cases.
- CCRB should conduct more regular outreach, town hall meeting and forums. High-level officers should be required to attend.
- The CCRB semiannual reports should include the officer’s command in order to make it possible to monitor specific problem areas in the city.
- There should be monitoring by an independent watchdog that will review and report on NYPD disposition of substantiated complaints.
- In evaluation of officers, complaint avoidance should be rewarded.

5. “Stop and Frisk”:
- The NYPD should involve local organizations to begin or expand its efforts to educate local residents regarding the legal guidelines for a legitimate stop, search or frisk.

6. The City Council should appoint an independent prosecutor in cases alleging serious police misconduct.

7. The NYPD should adopt and implement a written policy that carefully defines, expressly prohibits, and stiffly penalizes racial profiling as the sole motivation in the stopping and searching of individuals.

Any Data From Oregon? No

Web Link:

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- Executive Summary: http://www.usccr.gov/pubs/nypolice/exsum.htm
- Chapter 1: http://www.usccr.gov/pubs/nypolice/ch1.htm

Additional Web Links:

Notes:
- The Commission plans to use this information, as well as other information it continues to gather, to update its 1981 publication, Who Is Guarding the Guardians? A Report on Police Practices, in a national report.
- Chapter One includes a lengthy discussion of the history of investigations into NYPD practices in regards to civil rights.

Community Relations: Issues related to community relations are the sole focus of these documents.

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MASSACHUSETTS

Title: “Massachusetts Racial and Gender Profiling Study”

Authors: Dr. Amy Farrell, Dean Jack McDevitt, Lisa Bailey, Carsten Andresen, Erica Pierce

Research Affiliation: Institute of Race and Justice, Northeastern University

Time Period Covered: April 1, 2001 through June 30, 2003. However, due to budget constraints, the Registry of Motor Vehicles (RMV) initially computerized written warnings data only from April 1, 2001 through May 31, 2001. With an additional $150,000 that was appropriated by the legislature, the RMV computerized a sample of 200,000 additional written warnings issued throughout the full study period.

Geographical Scope: The State of Massachusetts, which includes over 366 law enforcement agencies

Population Studied: Drivers that received a citation or written warning from a Massachusetts law enforcement agency.

Data Collection Methods: Law enforcement officers self-reported the race and gender of drivers on the Massachusetts Uniform Citation. The Massachusetts State Police also conducted a rolling observation survey protocol on the roadways of each State Police Troop (excluding Troop F, Logan Airport) in order to record the racial demographics of drivers observed.
**Events Studied:** Drivers receiving a written warning or citation: race (White, Black, Hispanic, Asian, Native American or Middle Eastern), gender, search status, number of mph above speed limit (for those cited or warned due to speeding violation). Approx. 1.6 million citations were issued and recorded by the RMV.

**Data Analysis Methods:** A preliminary report was released in January 2004 so that police departments and community members could review the information, and comment at meetings/presentations and/or through writing on the analytic approach and sources of data. The four main areas of analysis were the following:

- **Disparities in traffic citations given to residents:** Compared racial demographics of town residents who were cited to demographics of the residential community, based on the 2000 U.S. Census Bureau statistics of 18 individuals who are 18 years old and older. Findings that rose above positive statewide median were seen as indicative of substantial disparity.

- **Disparities in traffic citations given to all drivers:** Compared the race of all citations to an estimate of the racial breakdown of the driving population for each community. The Driving Population Estimate (DPE) was calculated using a sophisticated model that was designed using principles from transportation planning and economic literature. The steps to creating a DPE are outlined on pages 12-13 of the report. Also compared traffic citations of the Massachusetts State Police to the findings of the rolling observation survey. Findings that rose above positive statewide median were seen as indicative of substantial disparity.

- **Racial disparities in the likelihood of being searched once cited:** Analyzed all citations and performed test of statistical significance. Analyzed distribution of racial disparity in searches across city types. Analyzed racial disparities in searches whose citations did not have a corresponding arrest.

- **Racial disparities in receiving a citation versus a written warning:** The 200,000 additional warnings (see “Time Period Covered”) were matched by date with citations from the original RMV database. However, the analysts were able to conduct reliable estimates of this disparity for only 142 of the 366 agencies in Massachusetts. Proportions of drivers receiving a warning or citation were compared by race. Analysis was also performed of race of drivers cited for speeding violations 15 mph or less over speed limit, and race of those cited for speeding violations more than 15 mph over speed limit. Utilized test of statistical significance.

- Once disparities were tabulated across all four of the above summary measures, they identified the total number of summary areas in which each community had disparities.

- **Racial demographics of citations by year** are included in the technical report.
Conclusions about Nature or Extent of Racial Profiling:

- Racial disparity in traffic citations given to residents: Disparities in this measure that rose above the statewide positive median were found in 141 (38 percent) of communities. Eighteen communities had extreme levels (above ten percent) of this disparity.

- Racial disparities in traffic citations given to all drivers: Disparities in this measure that rose above the statewide positive median were found in 201 (56 percent) of communities. This suggests that racial disparities in traffic stops affect out-of-town drivers more than residents.

- Racial disparities in likelihood of being searched once cited: Statewide non-white drivers were more likely to be searched following a citation than white drivers. Some level of racial disparity was found in 208 jurisdictions, across all types of communities. All communities with large populations had racial disparities in searches, and 45 percent of jurisdictions with populations of less than 10,000 had racial disparities in searches. Out of citations that did not have a corresponding arrest, non-white drivers were still significantly more likely to be searched than white drivers in 26 communities. It was concluded that some discussion should take place among law enforcement leaders and community representatives about the optimal criteria for conducting searches.

- Racial disparities in receiving a citation versus a written warning: Out of the 142 communities included in this sample, non-white drivers were significantly more likely than white drivers to receive a citation in 83 (58 percent) of the communities. It is stated that differential behavior patterns do not appear to explain away these racial differences.

- In summary, 249 agencies were identified as having substantial racial disparity in one or more of the four above measures that fell above specified threshold, 92 agencies were identified as having minimal or no disparities, and no measure of disparity could be calculated in 25 of the agencies.

Any Data from Oregon? No

Web Link: http://www.racialprofilinganalysis.neu.edu/IRJsite_docs/finalreport.pdf

Additional Web Links:

Notes: The RMV was required by the Massachusetts legislature to collect data on traffic citations issued in the Commonwealth

Community Relations

Issues Addressed: Feedback to preliminary report, community meetings, searches (very briefly)
A preliminary report was released in order to begin a statewide dialogue about racial profiling. It is stated that “[t]his represents the most extensive public discussion and comment process that has been attempted in any racial profiling study to date” (21). The preliminary report was posted on the Institute on Race and Justice website along with a comment box that allowed general readers to provide feedback. Community members and law enforcement officials were invited to send written comments on the report and the concerns of their particular communities. Copies of these letters and a list of changes can be found in the technical report.

Six community meetings were conducted, with the goals of bringing police and community members together to discuss the report and offer feedback. The technical report contains an in-depth discussion of the community meeting organizational process and feedback. The report was also presented to members of the Massachusetts Chiefs of Police Association, as well as regularly scheduled community meetings and special forums on racial profiling in specific communities. The themes that appeared in these discussions were described.

It is stated that “some discussion should take place among law enforcement leaders and community representatives about the optimal criteria for conducting searches as we move forward” (27).

Amount of space devoted to community relations issues: 2 – 2.5 pages

MULTIPLE STATES

Title: Assessing Measurement Techniques for Identifying Race, Ethnicity, and Gender: Observation-Based Data Collection in Airports and at Immigration

Authors: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics

Research Affiliation: U.S. Department of Justice

Time Period Covered: January 10, 2002-January 13, 2002 for Immigration Data
January 31, 2002 – February 2, 2002 for Airport Data

Geographical Scope: 1.) Immigration and Naturalization Services (INS) Border Patrol Checkpoint on I-5 in San Clemente, California and 2.) Detroit Metropolitan Airport

Population Studied: 1.) Drivers passing through the Border Patrol Checkpoint in San Clemente, California and 2.) Passengers in the Northwest Airlines main terminal and in the Northwest International departure area – both at the Detroit Metropolitan Airport.

Data Collection Methods: Humanalysis, Inc. of Orlando, Florida was contracted to conduct observational studies at the two locations. Data collected at the two sites implemented the combined race/ethnicity format using the following categories:
• American Indian or Alaska Native
• Asian
• Black or African American
• Hispanic or Latino
• Native Hawaiian or Other Pacific Islander
• White

At the Border Checkpoint, 4 observers rotated through observation sessions in pairs. Data were collected on a form containing columns for date, time, vehicle identification, window tint, driver and passenger race/ethnicity and gender, and indicators for observational certainty. As the observations began, observers could not see the license plates nor did they have time to complete the data surety fields (low, medium, high surety) for each race/ethnic assignment. Time only permitted the collection of race/ethnicity and gender of the drivers and their passengers.

At the Detroit Metropolitan Airport, 2 observers collected observational data. The observers recorded the data on survey forms containing columns for date, time, sampling location, passenger race/ethnicity, gender, age (adult/child), type and number of carry-ons, whether the passenger was traveling alone, and observational surety. The close viewing range at the airport made identification surety high so it was ignored for subsequent observations.

Events Studied: See above.
Data Analysis Methods: For the Border Checkpoint, the frequency and percent distribution of the total driver observations were summarized for each observation session. For the Detroit Airport, the frequencies and percents of the total observations for each race/ethnic and gender classification were summarized for each session.

Conclusions About Nature or Extent of Racial Profiling: The main goal of this study was to test whether baseline data could be practically collected using the observational method. The degree of inter-rater reliability for driver race/ethnicity classification was 77%. The airport observers had an inter-rater reliability of 97%. The report calls for additional data based on subject self-report of race/ethnicity to assess the validity of observational classifications. It indicates that an actual border crossing where cars are stopped may be a suitable site to do this. The authors also advocate for conducting studies in airports with various layouts to undertake a comparison of sampling designs and to collect demographics from the airport users themselves.

Web Link:

Additional Web Links: http://www.lamberthconsulting.com/research_articles.asp

Mention of Oregon: No.

Additional Information: The major issues that presented themselves were gaining access to a site and finding an unobtrusive observational area within the site.
Theory and racial profiling: Shortcomings and Future Directions in Research

Authors: Engel, Calnon, and Bernard

Research Affiliation: University of Cincinatti (Engel) and Penn. State University (Calnon & Bernard)

Time Period Covered: Reviewed 13 studies that each covered different time periods.


Population Studied: Not stated in article.

Data Collection Methods: Not stated in article.

Events Studied: Events studied varied for each study reviewed. 8 studies examined initial stops and subsequent dispositions (see Table 1).

Data Analysis Methods: Not stated in article.

Conclusions About Nature or Extent of Racial Profiling: This article reviews and critiques 13 prior research studies examining racial profiling. Although all 13 studies found disparities in stops between whites and non-whites, the authors argue that one cannot simply attribute the disparities to discriminatory practices. The authors support the need for theory-driven research in this field as opposed to the current descriptive studies. They also discuss the difficulties in determining the “base rate” (i.e. the expected rate of stops of specific drivers assuming no racial prejudice by police officers) on which to base conclusions.

Web Link: None.

Additional Web Links: None.

Mention of Oregon: No.

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Title: “Early Warning Systems: Responding to the Problem Police Officer”

Authors: S. Walker, G.P. Alpert, and D.J. Kenney

Research Affiliation: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice

August 26, 2005
LECC National Literature Review of Stop Data Reports
Time Period Covered: Not mentioned.

Geographical Scope: 832 law enforcement agencies nationally and Miami-Dade County, Minneapolis, and New Orleans specifically.

Population Studied: Law enforcement agencies.

Data Collection Methods: The Police Executive Research Forum surveyed 832 sheriffs’ offices and police departments serving populations of 50,000 or more. 571 agencies submitted useable responses.

Three police-departments, with early warning systems that had been operating for at least 4 years, were chosen for case-studies: Miami-Dade County, Minneapolis, and New Orleans.

Events Studied: Early warning systems to detect problematic behaviors on the level of the individual police officer.

Data Analysis Methods: In the case-study analysis, records were divided into two groups: officers identified by the early warning system and officers not identifies. Performance records of the early warning group were examined for a 2-year period before and after the intervention took place. This was done in an effort to determine the impact of the intervention on behavior. The analysis controlled for assignments to various patrol duties.

Conclusions About Early Warning Systems: 27% of the surveyed agencies had early warning systems in place by 1999. Larger agencies were more likely to use early warning systems than smaller agencies. Regardless of differences in their early warning systems, Miami’s, Minneapolis’, and New Orleans’ programs all significantly reduced problematic behaviors. The early warning systems studied, appeared to change the behaviors of both officers and their supervisors.

Web Link: http://www.ojp.usdoj.gov/nij

Additional Web Links: None.

Mention of Oregon: No mention.

Additional Information: In 1981, the U.S. Commission on Civil Rights recommended that police departments create early warning systems to identify officers with problematic behaviors. In 1999, 39% of municipal and county law enforcement agencies serving populations over 50,000, had an early warning system or had plans to develop one.

Early warning systems work in three phases: officer selection, intervention, and post-intervention monitoring.
Performance indicators have been suggested to identify officers with problematic behaviors: citizen complaints, firearm-discharge and use-of-force reports, civil litigation, resisting-arrest incidents, and high-speed pursuits, and vehicular damage.

The authors state that traffic stop data can be incorporated into an early warning system to identify officers who make disproportionate numbers of stops of minorities.

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**Title:** “Racial Profiling in an Age of Terrorism”

**Authors:** Peter Siggins

**Research Affiliation:** Chief Deputy Attorney General for Legal Affairs in California

**Time Period Covered:** Presented this talk to the Markkula Center for Applied Ethics at Santa Clara University on March 12, 2002.

**Geographical Scope:** National.

**Population Studied:** NA

**Data Collection Methods:** NA

**Events Studied:** NA

**Data Analysis Methods:** NA

**Conclusions About Nature or Extent of Racial Profiling:** The author examines The Patriot Act in terms of past Supreme Court decisions and Constitutional Amendments Four and Fourteen. He likens today’s environment to the one following the attack on Pearl Harbor in which Japanese individuals faced internment. The question of how to balance freedom and security is raised. He advocates for restrictions that effect the population as a whole as opposed to singling out individuals based on nationality.

**Web Link:** [http://www.scu.edu/ethics/publications/ethicalperspectives/profiling.html](http://www.scu.edu/ethics/publications/ethicalperspectives/profiling.html)

**Additional Web Links:** No.

**Mention of Oregon:** No mention.

**Additional Information:** No.
Title: “Contacts Between Police and the Public: Findings from the 1999 National Survey”

Authors: P.A. Langan, L.A. Greenfeld, S.K. Smith, M.R. Durose, D.J. Levin

Research Affiliation: Bureau of Justice Statistics Statisticians

Time Period Covered: Conducted from July 1, 1999 – December 31, 1999.

Geographical Scope: A national sample.

Population Studied: Respondents included all National Crime Victimization Survey (NCVC) respondents age 16 and older. The sample consisted of 94,717 individuals. Of this sample, 80,543 individuals were interviewed for a response rate of 85%. Distributions by age, gender, race, and ethnicity parallel the resident population as projected by the U.S. Census Bureau.

Data Collection Methods: U.S. Census Bureau staff finalized the questionnaire, managed the field data collection, processed the data, and provided estimation specifications. 31% of the interviews were conducted in person and 69% were by telephone.

Events Studied: Events studies were categorized under 3 main headings: 1.) Incidence and prevalence of police-public contact 2.) Traffic stops and 3.) Police use of force. Multiple events were analyzed under each heading. Please see report for details.

Data Analysis Methods: Differences in the report were considered significant at a .05-level unless otherwise noted.

Conclusions About Nature or Extent of Racial Profiling: Highlighted findings include:

- 21% of U.S. residents had a contact with police
- 52% of contacts were in traffic stops
- 19% of contacts were to report a crime
- <1% of contacts involved police use of force
- 10% of white drivers were stopped
- 12% of black drivers were stopped
- 9% of Hispanic drivers were stopped
- 84% of drivers considered the stop legitimate

Web Link: http://www.ojp.usdoj.gov/bjs/

Additional Web Links: http://www.ojp.usdoj.gov

Mention of Oregon: No.

August 26, 2005
LECC National Literature Review of Stop Data Reports