PORTLAND POLICE BUREAU
STRATEGIC SERVICES DIVISION

# STOPS DATA COLLECTION

2017 ANNUAL REPORT

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# EXECUTIVE SUMMARY

## Introduction

- The Portland Police Bureau conducts traffic stops in Portland. The drivers and pedestrians stopped are residents, commuters, and visitors. Identifying benchmarks that accurately captures the driver or pedestrian population is difficult.

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

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

## Stops of Drivers

- Portland Police Bureau officers performed 22,488 stops of drivers in 2017. Driver stops have declined by 69% over the last five years.

- The largest number of driver stops occurred in North Precinct (35.9%). The number of stops completed in Central Precinct have significantly declined since 2013.

- Traffic Division officers made 10,713 stops of drivers in 2017 and stopped drivers at rates similar to their expected values when compared to the Injury Collision Benchmark.

- Non-Traffic Division officers made 11,775 stops of drivers in 2017. Non-traffic division officers stopped drivers at rates similar to the Crime Victimization Rate.

- The majority of drivers (82.4%) were stopped for Moving Violations. Asian drivers were significantly more likely to be stopped by non-traffic officers for moving violations. No other groups were stopped at significantly different rates.

## Searches of Drivers

- In 2017, 1 in every 16 stops (6.2%) included a discretionary search. Non-traffic division officers performed the majority (90%) of the searches.

- In 2017, American Indian /Alaskan Native and Black/African American drivers were searched at significantly higher rates when compared to overall stop rates. The search disparity rates for these two groups declined from 2016.

- Asian drivers were searched significantly less than expected when compared to overall stop rates. There was no change in search under-representation from 2016.

- Consent searches continue to be the most common search type used by Non-Traffic Division officers, though the use of this search type has been decreasing since 2013. Traffic Division officers almost exclusively use probable cause searches.

- Black/African American drivers are significantly more likely to be searched by Non-Traffic officers with consent and significantly less likely to be searched with probable cause.

- Officers have become better at detecting contraband during searches with a 40.0% hit rate in 2017 compared to a 36.8% hit rate 2013. The perceived race of the driver is not a significant predictor of whether or not contraband will be found.

## Driver Stop Outcome

- Citations were the most common (47.7%) outcome of driver stops in 2017. Traffic Division officers were significantly more likely to issues a citation than other officers with 83.1% of Traffic Division stops resulting in a citation.

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

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

## Stops of Pedestrians

- Portland Police Bureau officers performed 192 stops of pedestrians in 2017. Pedestrian stop declined by 78% over the last five years.

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

- The perceived racial demographics of stopped pedestrians has remained stabled over the past five years with no group showing a significant increase or decrease.

- Non-Traffic officers stopped a significantly higher percentage of Black / African American pedestrians (28) than Traffic officers (6) in 2017.

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

- Pedestrians are significantly more likely to be searched (22.9%) than drivers. Black / African Americans were searched significantly more than stopped White pedestrians – but not disparately so. This is an improvement from 2016 where Black / African American pedestrians were searched at a disparate rate.

- Illegal contraband was found on a majority (63.6%) of pedestrians searched. There were no significant differences in hit rate by search type or the hit rates of White and Black / African American pedestrians.

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

## Gang Enforcement Team Appendix

- Stops conducted by the Gang Enforcement Team/Gun Task Force (GET /GTF) have decreased 39% since 2013, with only 602 drivers and pedestrians stopped in 2016.

- Gang enforcement focus patrols in areas with high occurrences of gang and gun violence with 80% of stops occurring within a half mile of a recent gang violent incident. The Gang Crime Victimization Benchmark is used for stops by gang officers because the benchmark is representative of the population gang officers contact as part of the specialized mission of reducing gang and gun violence.

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

- GET/GTF officers are significantly more likely to perform a search than officers from other divisions. The majority (89%) of gang enforcement searches are consent searches and all racial groups were searched at rate similar to their overall stop rate. Officers are more likely to request a consent search from Black/African American subjects.

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

- The majority (87%) of GET/GFT stops result in a warning. The gang enforcement officers also have the highest arrest rate in the Bureau with 10% of all stops resulting in an arrest.

**Gender Appendix**

- The majority of 2017 subject stops by Portland Police Bureau officers (69.5% in 2017) were conducted on individuals that were perceived to be male.

- There is no research-supported benchmark for gender demographics in driver stops; therefore, the 2017 Injury Accident Benchmark was used for driver stops made by all Traffic and Non-Traffic officers. Compared to the benchmark, drivers of all perceived genders are stopped similar to expected rates.

- A majority of searches conducted on male subjects (52.0% in 2017) were consent based, followed by Probable Cause (24.9%), Plain View (19.9%), and Weapons Pat Downs (3.2%). Females were searched significantly different than men, although most searches were still based on Consent (38.7%), followed by Plain View (33.7%), Probable Cause (25.9%), and Weapons Pat Downs (1.7%). Males were searched significantly more than females, but not disparately so.

- Male subjects were significantly more likely to be arrested in 2017, while Female subjects were significantly more likely to receive a warning at the end of the stop.

**Age Appendix**

- PPB officers indicate the perceived age of stopped subjects in four broad categories: Under 16, 16 to 24, 25 or Over, and Unknown. Since 2013, the vast majority (78.9%) of subject stops have been of individuals perceived to be 25 or Over.

- The 2017 Injury Accident Benchmark was used for all driver stops conducted by all Bureau officers since there is no research-supported benchmark that solely focuses on the perceived age of the driver. Compared to the benchmark, drivers are stopped similar to expected rates.

- Drivers perceived to be under 16 were the most searched group in 2017 (34.8%); however, only 8 total searches were conducted on subjects perceived to be that age. Young subjects aged 16 to 24 were the next searched group (7.2%), followed by 25 or Over subjects (6.1%). Young subjects were significantly more likely to be searched with Consent, while 25 or Over subjects were more likely to be searched using Plain View or Probable Cause. 25 or Over subjects were searched significantly more than young Subjects, but not disparately so.

- Subjects between the ages of 16 to 24 were arrested significantly less than other age categories in 2017. There were no other significant differences between the age groups.

**Mental Health Status Appendix**

- The Portland Police Bureau began collecting officers' perceptions on the stopped subject's mental health status in October 1, 2014. Since that date, less than 1 percent of all subjects stopped by PPB officers were perceived to have a mental health issue.

- Non-Traffic Officers were significantly more likely to indicate in 2017 that they stopped a subject with a perceived mental health issue when compared to Traffic Officers.

- Subjects that were perceived to have a mental health issue were searched almost twice as often as people that were not perceived to have a mental health issue. Since 2014, Consent Searches (39.3%) were the most common search type utilized for people that were perceived to have a mental health issue, followed by Probable Cause (34.4%), Plain View (21.3%), and Weapons Pat Down (4.9%).

- The stop outcomes vary significantly based on the officer's perception of their mental health status. Subjects perceived to have a mental health issue were significantly less likely to receive a citation in 2017; however, this could possibly be best explained by stop differences in the different operation groups of the PPB.

## INTRODUCTION

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

It should be noted that the data contained in this report are not necessarily an accurate proxy to aid in the determination of racial profiling. Instead, these data allow for an examination of disparities in stops between different demographic groups from an empirical standpoint. As such they allow for a more informed community-wide discussion about how best to keep the community safe and how to accomplish this in the most equitable manner possible. Through community and police partnerships, we can identify areas of potential concern, find solutions on ways to reduce racial bias and perceptions of racial bias, and develop new strategies for community policing and accountability.

### Background

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

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

## City of Portland Population Statistics

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

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

According to the 2010 U.S. Census, the City of Portland has 583,776 residents[2] split among the three administrative precincts of the Portland Police Bureau. However, since then, Portland has experienced an explosive growth in residents, gaining about 65,000 residents over the last six years with an estimated 2017 population of 639,100[3]. Estimates from the U.S. Census Bureau[4] indicate that resident demographics in Multnomah County[5] have shifted in the past few years, as individuals that identify solely as Asian are the fastest growing racial group, with White alone growing the slowest. All other racial groups have grown at normal rates.

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

**Figure 1. Portland Precincts and Patrol Districts**



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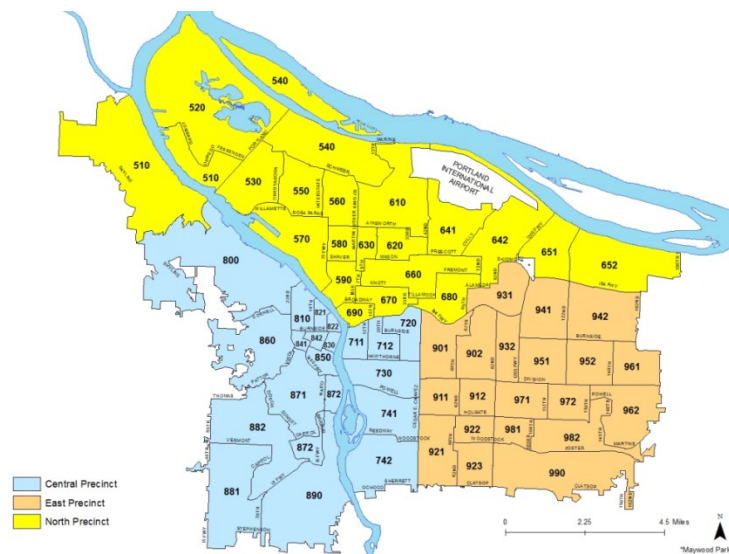
[2] The official decennial census number is used as five-year estimates for smaller geographic areas, such as a city, have a higher margin of error.

[3] Population Research Center. (2017). Certified Populations Estimate 2017. Population Research Center, Portland State University.

[4] U.S. Census Bureau. (2016). Annual Estimates of the Resident Population by Sex, Race, and Hispanic Origin for the United States, States, and Counties: April 1, 2010 to July 1, 2015. U.S. Census Bureau, Population Division.

[5] County is the smallest geographic area in which the U.S. Census Bureau produces mid-decade population estimates. Given the City of Portland makes up about 79 percent of the County's population and about 31 percent of the County's land area, the County estimate is a good proxy for general population trends.

regardless of their residency. About 250,000 people commute into Portland for work[6], swelling the daytime population of the city to more than 860,000 people. White individuals make-up the largest share of the population with full-time jobs in Portland (86.8%) and are also more likely to drive alone to work, with all other racial / ethnic groups utilizing higher levels of carpooling or public transportation[7]. In addition to commuters, 8.6 million people visited the region in 2016, staying for an average of 3.1 nights, boosting the daily population by another 73,000 individuals[8] to a total of about 933,000 people.

## Disparity Benchmarks

Identifying the appropriate benchmarks for an accurate and reliable assessment is one of the biggest challenges in identifying potential bias and disparities in policing. Census data are the most common benchmark used to identify the existence or lack of racially-biased policing – mainly due to its accessibility and availability. However, Census data is not a good indicator of the driving population or their driving patterns within the city. A more accurate and effective measurement of the driving population for the area is the demographics of drivers involved in injury collisions as it provides an indication of both driving frequency and behavior. The 2017 Injury Collision Benchmark summarizes the identified race / ethnicity of involved drivers in injury collisions investigated by Portland Police Bureau officers

**Table 2. 2017 Injury Collision Statistics, by Race of Drivers**

| Race/Ethnicity | 2017 Count | 2017 Percent |
|---|---|---|
| American Indian/Alaskan | 6 | 0.4% |
| Asian | 91 | 6.5% |
| Black/African American | 150 | 10.7% |
| Hispanic | 126 | 9.0% |
| White | 991 | 70.8% |
| Unknown/Other | 36 | 2.6% |
| **Total** | **1,400** | **100.0%** |

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

**Table 3. 2017 Crime Victimization Benchmark, by Race of Victim**

| Race/Ethnicity | 2017 Count | 2017 Percent |
|---|---|---|
| American Indian/Alaskan | 47 | 1.4% |
| Asian | 143 | 4.3% |
| Black/African American | 547 | 16.4% |
| Hispanic | 310 | 9.3% |
| White | 2,207 | 66.3% |
| Unknown/Other | 74 | 2.2% |
| **Total** | **3,328** | **100.0%** |

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[6] U.S. Census Bureau. (2016). LEHD Origin-Destination Employment Statistics Data (2002 – 2015). U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program.

[7] U.S. Census Bureau. (2017). 2012 – 2016 American Community Survey 5-Year Estimates. Table S0804: Means of Transportation to Work by Selected Characteristics for Workplace Geography. U.S. Census Bureau, American Community Survey.

[8] Dean Runyan Associates. (2017). *Oregon Travel Impacts: Statewide Estimates, 1992 – 2017p.* http://deanrunyan.com/doc_library/ORImp.pdf.

Portland Police Bureau officers have significantly reduced the amount of self-initiated activity, including traffic stops, over the past five years. In 2017, Portland Police Bureau officers performed 22,488 stops of drivers across the city – a 67 percent decrease since 2013. The Traffic Division stopped 69 percent fewer drivers than they did five years ago – the largest decline in the Bureau. For the first time since data collection began in 2012, Traffic officers stopped fewer drivers than Patrol, investigative, and support unit officers, even though Non-Traffic units experienced a similar decline of 64 percent over the same time period. The decline can primarily be attributed to reduced staffing levels over the

**Figure 2. Non-Traffic officers stopped more drivers than Traffic Officers for the first time since data collection began in 2012**



past six years, coupled with an increase in calls for service due to sustained growth in the City of Portland. Traffic Division officers also spend approximately 25 percent of their time detached to the Patrol Division to provide rotational support, contributing to the decline in stops from that division. Stops for upcoming years are projected to remain at rates similar to 2017 due to additional patrol support from various investigations and support units and Council-approved funding for 49 new sworn officers.

## Stop Locations

Portland Police Bureau officers typically focus on a distinct geographic area during the shift (such as Patrol officers work a particular patrol district or Traffic officers monitoring a High Crash Corridor), but may respond to incidents and initiate stops anywhere in the state. Of the stops

**Figure 3. More stops occurred in North Precinct than any other area for the first time in 2017**

with a valid location[9], the largest plurality of driver and pedestrian stops in 2017 occurred in North Precinct, followed by East Precinct and Central Precinct. The number of stops initiated in Central Precinct have significantly declined[10] over the last five years, while both East and North Precincts have seen gradual, but non-significant[11], increases in stop rates. Officers have also significantly decreased[12] the number of stops initiated outside of Portland (1.7% in 2013 vs. 1.2% in 2017).

## Stopped Drivers Demographics

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

**Table 4. Racial Demographics of Stopped Drivers, since 2013**

| | | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Traffic | American Indian/Alaskan | 28 | 0.1% | 32 | 0.1% | 25 | 0.1% | 25 | 0.1% | 10 | 0.1% |
| | Asian | 1,618 | 4.7% | 1,365 | 4.8% | 1,173 | 4.9% | 1,045 | 5.3% | 531 | 5.0% |
| | Black/African American | 2,676 | 7.8% | 2,332 | 8.2% | 2,148 | 8.9% | 1,745 | 8.8% | 1,168 | 10.9% |
| | Hispanic | 2,125 | 6.2% | 1,886 | 6.6% | 1,733 | 7.2% | 1,443 | 7.3% | 797 | 7.4% |
| | White | 27,080 | 78.8% | 22,057 | 77.5% | 18,184 | 75.3% | 14,433 | 72.9% | 7,695 | 71.8% |
| | Unknown/Other | 835 | 2.4% | 803 | 2.8% | 875 | 3.6% | 1,107 | 5.6% | 512 | 4.8% |
| | **Traffic Total** | **34,362** | **100%** | **28,475** | **100%** | **24,138** | **100%** | **19,798** | **100%** | **10,713** | **100%** |
| | | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
| | Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Non-Traffic | American Indian/Alaskan | 113 | 0.3% | 75 | 0.3% | 87 | 0.5% | 80 | 0.6% | 68 | 0.6% |
| | Asian | 1,602 | 4.9% | 1,027 | 4.4% | 764 | 4.4% | 635 | 4.7% | 481 | 4.1% |
| | Black/African American | 5,897 | 17.9% | 4,156 | 17.7% | 3,312 | 19.2% | 2,726 | 20.2% | 2,553 | 21.7% |
| | Hispanic | 2,728 | 8.3% | 1,980 | 8.4% | 1,422 | 8.3% | 1,281 | 9.5% | 1,064 | 9.0% |
| | White | 21,128 | 64.3% | 15,156 | 64.6% | 10,677 | 62.0% | 8,255 | 61.1% | 7,173 | 60.9% |
| | Unknown/Other | 1,411 | 4.3% | 1,055 | 4.5% | 971 | 5.6% | 536 | 4.0% | 436 | 3.7% |
| | **Non-Traffic Total** | **32,879** | **100%** | **23,449** | **100%** | **17,233** | **100%** | **13,513** | **100%** | **11,775** | **100%** |

TRAFFIC DIVISION

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

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[9] About 12 percent of calls each year cannot have their location verified by the system due to non-standard location entries, such as landmarks or highway ramps, or typographical errors. These stops are excluded from location analyses.

[10] $p < .03$, $r^2 = .87$

[11] $p < .24$, $r^2 = .43$ ; $p < .26$, $r^2 = .40$

[12] $p < .03$, $r^2 = .85$

[13] https://www.portlandoregon.gov/transportation/54892

on driving behavior, the Injury Collision Benchmark (see Table 2) is the best indicator to assess potential biases of officers enforcing traffic laws.

The racial demographics of drivers stopped by PPB Traffic officers has significantly changed over the past five years, with officers stopping significantly fewer White drivers (78.8% vs. 71.8%)[14] and significantly more Hispanic (6.2% vs. 7.4%)[15] and Black / African American (7.8% vs. 10.9%)[16] drivers. This trend mirrors the overall demographic patterns in the area, with communities of

**Figure 4. No racial group was significantly over-represented in stops by Traffic officers in 2017.**



color growing at a faster rate than White residents. Even with the changes in stop rates since 2013, Traffic officers essentially stopped drivers at rates similar to their expected values when compared to the 2017 Injury Collision Benchmark[17], with no group over- or under-represented in the dataset[18].
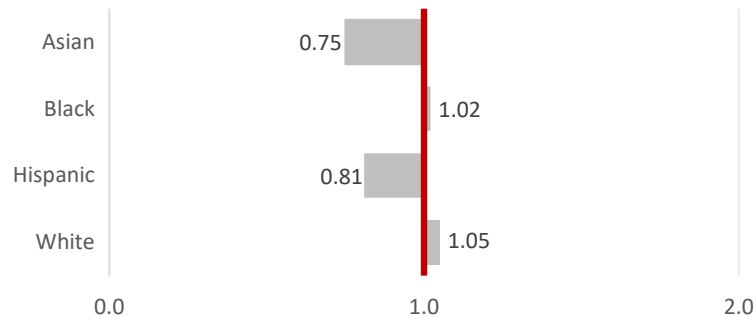
NON-TRAFFIC DIVISIONS

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

**Figure 5. Non-Traffic officers stopped drivers in-line with the Crime Victimization Benchmark in 2017**



the area with vehicles, whether they are residents, commuters, or visitors to the community.

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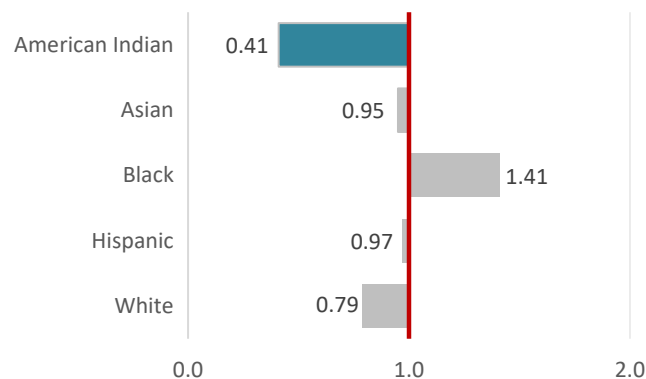
[14] $p < .001, r^2 = .99$

[15] $p < .02, r^2 = .92$

[16] $p < .04, r^2 = .82$

[17] The Disparity Index compares the proportion of stopped drivers to a benchmark for each racial group. Races with a disparity index greater than 2.0 would indicate a meaningful overrepresentation, while a value below 0.5 would indicate a meaningful underrepresentation of the stopped group.

[18] American Indian / Alaskan Native drivers were excluded from all analyses for Traffic officers as only 10 individuals were stopped in 2017.

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

Non-Traffic divisions have seen changes in demographic stop rates similar to the Traffic Division. Significantly fewer White drivers[20] (64.3% vs. 60.9%) were stopped in 2017 compared to 2013 while Black / African American drivers were stopped significantly more[21] (17.9% vs. 21.7%). Despite the significant changes, neither drivers perceived as White or Black / African American were meaningfully over- or under-represented in stops when compared to 2017 Crime Victimization Rates. Each precinct's stop rates roughly mirrored victimization rates in their respective precincts, with no group meaningfully over- or under-represented in stops.

The significant changes cannot be solely attributed to demographic trends, as White and Black individuals are increasing at similar rates in the region. The changes may be more easily explained by changes in patrol patterns, as North Precinct now makes up for the greatest share of stop locations in the Bureau while accounting for the largest number of African American a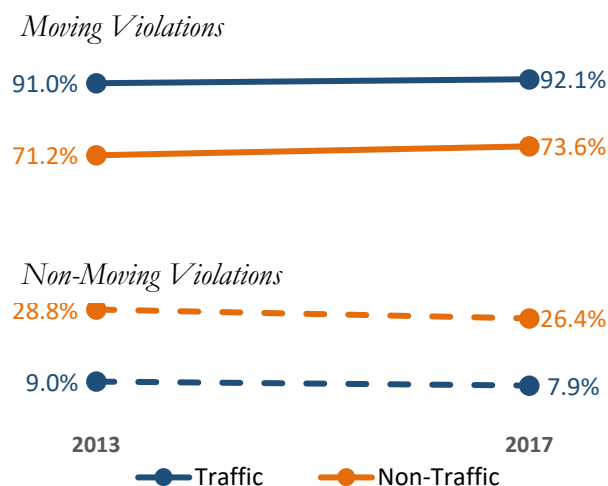nd smallest number of White residents in the Bureau. Central Precinct, which has the largest percentage of White individuals and the smallest percentage of African American residents, now accounts for the lowest amount of stops in the City.

## Driver Stop Reasons

Differential stop patterns based on the intersection between the driver's perceived race and the severity of the alleged infraction can highlight biased police behavior; specifically, non-White drivers being stopped at a higher rate for more minor infractions can be an indicator of biased policing. In previous years, the Portland Police Bureau analyzed the differences between Major Moving Violations[22] and all other violations, including Minor Moving Violations and Non-Moving Violations such as Equipment and City Code Violations. Since 2015, the Portland Police Bureau has been a partner in the City of Portland's Vision Zero, a goal to eliminate traffic deaths and serious injuries on Portland roadways by 2025. A key action of Vision Zero centers on curbing dangerous behaviors that contribute to fatal and serious injury crashes (including speed, impairment, and other dangerous behaviors) through traffic enforcement. Since driving behaviors associated with Major and Minor Moving Violations can contribute to fatal and serious injury crashes, Non-Moving Violations represent a greater portion of an officer's discretionary judgement on whether to initiate a traffic stop.

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

*Moving Violations*

91.0% ●━━━━━━━━━━━━━━━● 92.1%

71.2% ●━━━━━━━━━━━━━━━● 73.6%

*Non-Moving Violations*

28.8% ●╍╍╍╍╍╍╍╍╍╍╍╍╍╍╍● 26.4%

9.0% ●╍╍╍╍╍╍╍╍╍╍╍╍╍╍╍● 7.9%

**2013**            **2017**

━━●━━ Traffic      ━━●━━ Non-Traffic

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[20] *p < .03, r² = .84*

[21] *p < .02, r² = .92*

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

The overwhelming majority of driver stops (82.4%) initiated by Portland Police Bureau officers are for Moving Violations on Portland roadways. Personnel from Non-Traffic units were significantly more likely[23] to stop a driver for Non-Moving Violations than Traffic personnel; however, they still stopped a majority of drivers for Moving Violations. There were few differences between the stop reasons for different perceived racial groups, as Asian drivers stopped by Non-Traffic officers were the only group stopped significantly more for Moving Violations than drivers of other races.

## Search Rates

A common measure for examining bias policing is to examine racial disparities in searches. Police can exercise their discretion in one of two ways during a search—low discretion or high discretion search. In low discretion searches, policy or training dictates the likelihood of a search occurring. For example, if police stop an individual and take custody of them to administer a breathalyzer test, policy would require that the subject be searched for weapons prior to being transported. In high discretion searches, such as consent searches, police officers exercise more judgment in their decision to search. Racial profiling experts maintain that if police overuse high discretion searches on people of color, especially when combined with a lower rate of recovering contraband it could suggest that police are engaged in bias policing.

**Figure 7. Search rates have remained stable for most racial groups since 2013**
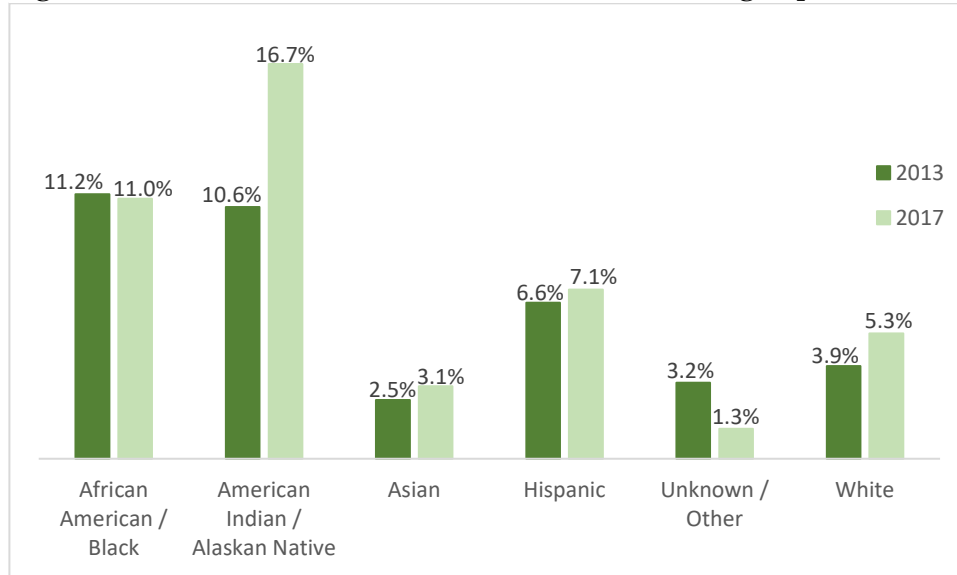


In 2017, approximately 1 out of every 16 stops (6.2% of all stops) performed by Portland Police Bureau on drivers included a discretionary search. Non-Traffic officers perform the bulk of searches associated with driver stops in the Bureau, accounting for about 90 percent of all searches for every year since data collection began in 2012. Bureau members are searching roughly the same percentage of drivers they did five years ago, with no significant change for either Traffic[24] or Non-Traffic[25] divisions. Drivers stopped in Central Precinct (4.1% searched in 2017) are significantly less likely[26] to be searched than those stopped in East (8.1%) or North Precinct (7.8%). Search rates have remained roughly consistent across the different precincts, with no significant changes[27] over the past five years.

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[23] $x^2 = 1317.535, p < .001$
[24] $p < .54, r^2 = .14$
[25] $p < .38, r^2 = .27$
[26] $x^2 = 158.347, p < .001$
[27] Central: $p < .24, r^2 = .42$ ; East: $p < .69, r^2 = .06$ ; North: $p < .39, r^2 = .25$

Portland Police Bureau officers display differential search rates based on Race / Ethnicity when compared to overall stop patterns. In both 2016 and 2017, American Indian / Alaskan Native[28] and Black / African American[29] drivers were searched at significantly higher rates than expected – however, both groups were searched at less disparate rates than last year[30] as rates were closer to expected when compared to overall stop rates. Asian drivers were searched significantly less

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



than expected[31], as with 2016, with no change from last year's proportional rate. Traffic Division officers account for much of the disparity for Black / African American drivers[32], searching drivers almost twice as often as expected when compared to their stop rates[33]. Non-Traffic officers searched Black / African American drivers significantly more than expected[34] – but not disparately so.

Consent search has been the most commonly utilized search type[35] used across the Bureau for the last five years (49.3% of all searches and 3.0% of all driver stops in 2017), even though it has seen a meaningful, but non-significant[36], decline since 2013. Plain View Searches have seen the largest, but non-significant[37], increase during that time period, although it still remains as the third most utilized search reason behind Probable Cause searches. The two operational groups are significantly different in how they search stopped drivers[38]; Traffic Division officers are significantly more likely to use Probable Cause and Weapons Pat Down searches while Non-Traffic officers utilize Consent Searches. The only difference in search patterns between different perceived racial groups occur in Non-Traffic units as they are significantly more likely to utilize Consent Searches on Black / African American drivers than other racial groups[39].

---

[28] $x^2 = 14.953, p < .001$

[29] $x^2 = 180.188, p < .001$

[30] https://www.portlandoregon.gov/police/article/689285

[31] $x^2 = 17.570, p < .001$

[32] $x^2 = 11.590, p < .001$

[33] Traffic Division officers searched 0 American Indian / Alaskan Native drivers in 2017 (out of 10 drivers), while Non-Traffic officers only searched 13 (out of 55) American Indian / Alaskan Native drivers. The small search and stop rates for this population make it difficult to discern statistical patterns.

[34] $x^2 = 60.125, p < .001$

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

[36] $p < .11, r^2 = .65$

[37] $p < .16, r^2 = .55$

[38] $x^2 = 54.291, p < .001$

[39] $x^2 = 62.824, p < .001$

## Contraband Hit Rates

Portland Police Bureau personnel has become gradually, but non-significantly[40] better, at uncovering contraband over the past five years. In 2017, 40.1 percent of all searches ended with a PPB detecting prohibited material, including alcohol, drugs, stolen property, weapons, and other illegal contraband – up from 36.8 percent in 2013. Both operation groups have seen similar increases in successful search rates of the past five years and are equally likely to uncover contraband. Probable Cause searches are significantly more likely[41] to discover contraband, while Plain View and Weapon Pat Down searches are the least likely to be successful. Consent searches were significantly more likely to be successful than Weapon Pat Down searches and significantly less successful than Probable Cause searches.

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

| | Total Searches | Found Contraband | |
|---|---|---|---|
| Search Type | Count | Count | Percent |
| Plain View | 315 | 81 | 25.7% |
| Consent | 683 | 271 | 39.7% |
| Probable Cause | 346 | 193 | 55.8% |
| Weapon Pat | 41 | 11 | 26.8% |
| **Total** | **1,385** | **556** | **40.1%** |

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

| | Total Searches | Found Contraband | | Alcohol | | Drugs | | Weapons | | Stolen Property | | Other | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Race/Ethnicity | Count | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| American Indian/Alaskan | 13 | 8 | 61.5% | 1 | 7.7% | 6 | 46.2% | 2 | 15.4% | 1 | 7.7% | 2 | 15.4% |
| Asian | 31 | 10 | 32.3% | 2 | 6.5% | 6 | 19.4% | 1 | 3.2% | 2 | 6.5% | 1 | 3.2% |
| Black/African American | 409 | 161 | 39.4% | 32 | 7.8% | 88 | 21.5% | 32 | 7.8% | 12 | 2.9% | 18 | 4.4% |
| Hispanic | 133 | 53 | 39.8% | 17 | 12.8% | 27 | 20.3% | 5 | 3.8% | 5 | 3.8% | 7 | 5.3% |
| White | 787 | 322 | 40.9% | 53 | 6.7% | 181 | 23.0% | 56 | 7.1% | 42 | 5.3% | 40 | 5.1% |
| Unknown/Other | 12 | 2 | 16.7% | 1 | 8.3% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 1 | 8.3% |
| **Total** | **1,385** | **556** | **40.1%** | **106** | **7.7%** | **308** | **22.2%** | **96** | **6.9%** | **62** | **4.5%** | **69** | **5.0%** |

Each racial group saw a general increase in successful search rates for drivers over the last five years, however African American / Black drivers were the only group that saw a significant increase during the time period[42]. The perceived race of the driver is not a significant predictor whether or not contraband will be found as there were no significant differences between the different groups for contraband hit rates[43]. There is also no correlation between a group's overall search rate and hit rate within any given year[44].

## Stop Outcomes

Stop disposition, or the outcome of the stop, is a common method to assess disparities among stops made by law enforcement personnel on different groups of people in a community. More locally, Portland community members have cited equitable stop outcomes as an important goal. In the 2009 plan to address racial profiling, community

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



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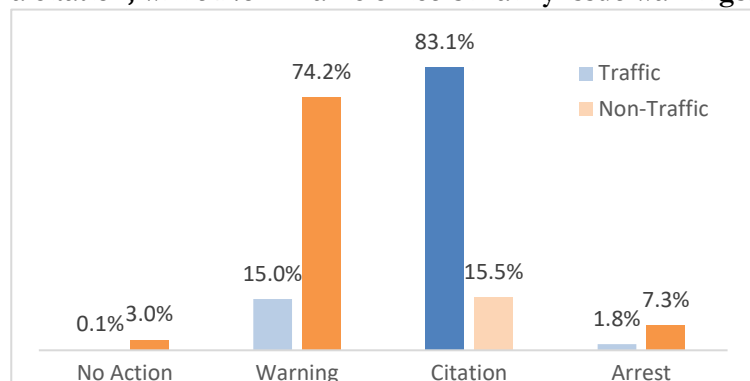
[40] $p < .18$, $r^2 = .51$
[41] $x^2 = 65.589$, $p < .001$
[42] $p < .02$, $r^2 = .89$
[43] $x^2 = 5.552$, $p = .470$
[44] $p < .06$, $r^2 = .12$

members raised concerns that traffic stops that result in no enforcement action – meaning drivers received no warning, citation, or were not arrested – can feel like harassment, especially to people of color. Large differences between racial and ethnic groups may imply an unequal impact on a particular race.

Most driver stops performed by PPB sworn personnel in 2017 (47.7%) resulted in a citation issued to the vehicle operator. Citations have always been the most common enforcement action; however, over the last five years, they have been trending downward as Traffic officers, who are significantly more likely to issue a Citation[45], have executed a decreasing share of stops each year. Officers from patrol, investigations, and other support divisions are also issuing significantly fewer[46] citations than before. Over the same period arrests have become significantly more likely across the Bureau[47].

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

|  | Total Stops | | Enforcement Action | | | | | | | |
|  |  | | None | | Warning | | Citation | | Arrested | |
| Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| American Indian/Alaskan | 10 | 0.1% | 0 | 0.0% | 1 | 10.0% | 8 | 80.0% | 1 | 10.0% |
| Asian | 531 | 5.0% | 0 | 0.0% | 97 | 18.3% | 424 | 79.8% | 10 | 1.9% |
| Black/African American | 1,168 | 10.9% | 1 | 0.1% | 203 | 17.4% | 936 | 80.1% | 28 | 2.4% |
| Hispanic | 797 | 7.4% | 0 | 0.0% | 94 | 11.8% | 681 | 85.4% | 22 | 2.8% |
| White | 7,695 | 71.8% | 8 | 0.1% | 1,156 | 15.0% | 6,403 | 83.2% | 128 | 1.7% |
| Unknown/Other | 512 | 4.8% | 1 | 0.2% | 56 | 10.9% | 449 | 87.7% | 6 | 1.2% |
| **Total** | **10,713** | **100.0%** | **10** | **0.1%** | **1,607** | **15.0%** | **8,901** | **83.1%** | **195** | **1.8%** |

*Traffic*

|  | Total Stops | | Enforcement Action | | | | | | | |
|  |  | | None | | Warning | | Citation | | Arrested | |
| Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| American Indian/Alaskan | 68 | 0.6% | 1 | 1.5% | 44 | 64.7% | 5 | 7.4% | 18 | 26.5% |
| Asian | 481 | 4.1% | 10 | 2.1% | 376 | 78.2% | 77 | 16.0% | 18 | 3.7% |
| Black/African American | 2,553 | 21.7% | 72 | 2.8% | 1,910 | 74.8% | 357 | 14.0% | 214 | 8.4% |
| Hispanic | 1,064 | 9.0% | 29 | 2.7% | 778 | 73.1% | 183 | 17.2% | 74 | 7.0% |
| White | 7,173 | 60.9% | 208 | 2.9% | 5,300 | 73.9% | 1,136 | 15.8% | 529 | 7.4% |
| Unknown/Other | 436 | 3.7% | 35 | 8.0% | 333 | 76.4% | 64 | 14.7% | 4 | 0.9% |
| **Total** | **11,775** | **100.0%** | **355** | **3.0%** | **8,741** | **74.2%** | **1,822** | **15.5%** | **857** | **7.3%** |

*Non-Traffic*

The progressive nature of a stop, and the multiple decision points within the interaction, make it difficult to discern what role, if any, implicit or explicit racial bias plays in stop disposition. Multiple logistic regressions were conducted to statistically determine which predictors were statistically significant to the stop outcome and their relative importance to other factors. There are no significant predictors[48] for how Traffic Division officers decide to issue citations[49] or arrest[50] drivers, nor when Non-Traffic officers decide to take action versus ending the interaction without any action[51]. Perceived race of the driver, stop reason, and search outcomes are significant predictors[52]

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[45] $x^2 = 103074.094, p < .001$

[46] $p < .03, r^2 = .83$

[47] $p < .05, r^2 = .78$

[48] The Traffic Division ended only 10 stops ended with No Enforcement Actions in 2017, precluding any statistical analysis.

[49] Omnibus Test: $x^2 = 5.980, p = .542$

[50] Omnibus Test: $x^2 = 15.604, p = .271$

[51] Omnibus Test: $x^2 = 15.275, p = .850$

[52] Omnibus Test: $x^2 = 31.518, p = .035$

of whether a citation was issued by Non-Traffic officers; however, no individual predictor or interaction were statistically significant. Drivers found carrying contraband are significantly more likely[53] to be arrested[54], even when accounting for race and stop reason.

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[53] $b = 1.802, p < .001$
[54] Omnibus Test: $x^2 = 223.937, p < .001$

Similar to driver stops, Portland Police Bureau stopped substantially fewer pedestrians over the last five years. In 2017, officers stopped 192 pedestrians – a decline of 78 percent from 2013 (882). Both operational divisions have seen steep declines in the number of pedestrian stops conducted over the last five years, with both victims declining by approximately the same amount. Excluding 2016, Non-Traffic officers routinely initiate more stops on pedestrians over the course of the year. In total, pedestrians accounted for 0.8 percent of all stops in 2017.

**Figure 10. Pedestrian stops have declined by 78 percent over the last five years.**



## Stop Locations

The broad location of where pedestrians are being stopped has remained consistent since data collection began in 2013. Central Precinct has always been the dominant location for pedestrian stops and it has accounted for a majority of the pedestrian stops over the last two years. The precinct encompasses a number of highly-trafficked pedestrian-friendly areas, including Downtown, SE Hawthorne Blvd., and NW 23rd St., where sworn personnel are more likely to encounter people walking in the area. Additionally, Central Precinct is the primary operating location of two units, the Entertainment Detail and the Portland Patrol detail, that contact a high number of pedestrians in the district.

**Figure 11. Central Precinct has been the primary location for pedestrian stops over the past five years**
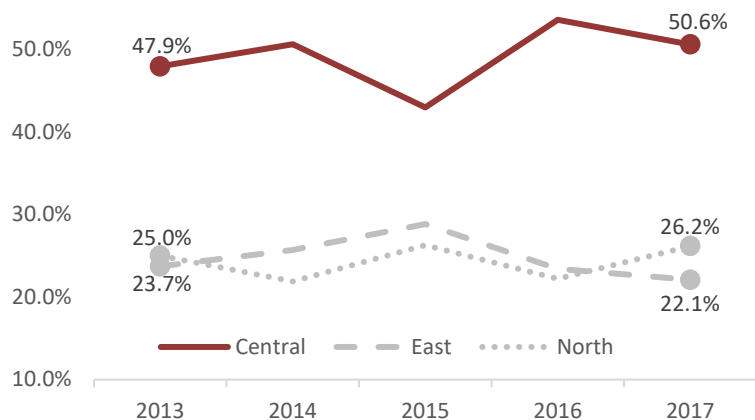


## Stopped Pedestrian Demographics

Portland Police Bureau officers contact pedestrians in support of the broad operational mission for their divisions, namely road safety for Traffic officers and crime response and prevention for Non-Traffic officers. However, it is more difficult to determine the appropriate benchmark for

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

**Table 8. Pedestrian stop rates for perceived racial / ethnic groups has remained steady over the last five years.**

|  | Race/Ethnicity | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Traffic** | American Indian/Alaskan | 1 | 0.3% | 0 | 0.0% | 1 | 1.1% | 0 | 0.0% | 0 | 0.0% |
|  | Asian | 14 | 4.6% | 7 | 3.3% | 1 | 1.1% | 2 | 1.5% | 3 | 4.3% |
|  | Black/African American | 21 | 6.9% | 11 | 5.2% | 11 | 12.4% | 10 | 7.7% | 6 | 8.7% |
|  | Hispanic | 16 | 5.2% | 10 | 4.7% | 4 | 4.5% | 8 | 6.2% | 3 | 4.3% |
|  | White | 246 | 80.4% | 176 | 83.0% | 69 | 77.5% | 105 | 80.8% | 54 | 78.3% |
|  | Unknown/Other | 8 | 2.6% | 8 | 3.8% | 3 | 3.4% | 5 | 3.8% | 3 | 4.3% |
|  | **Traffic Total** | **306** | **100%** | **212** | **100%** | **89** | **100%** | **130** | **100%** | **69** | **100%** |
|  | Race/Ethnicity | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
| **Non-Traffic** | American Indian/Alaskan | 7 | 1.4% | 5 | 1.6% | 6 | 3.1% | 0 | 0.0% | 1 | 0.8% |
|  | Asian | 11 | 2.1% | 5 | 1.6% | 1 | 0.5% | 4 | 3.2% | 2 | 1.6% |
|  | Black/African American | 120 | 23.3% | 64 | 20.3% | 30 | 15.5% | 25 | 19.8% | 28 | 22.8% |
|  | Hispanic | 32 | 6.2% | 20 | 6.3% | 13 | 6.7% | 9 | 7.1% | 6 | 4.9% |
|  | White | 336 | 65.1% | 216 | 68.6% | 134 | 69.1% | 84 | 66.7% | 84 | 68.3% |
|  | Unknown/Other | 10 | 1.9% | 5 | 1.6% | 10 | 5.2% | 4 | 3.2% | 2 | 1.6% |
|  | **Non-Traffic Total** | **516** | **100%** | **315** | **100%** | **194** | **100%** | **126** | **100%** | **123** | **100%** |

Across all divisions, there have been virtually no changes in the stop demographics of pedestrians over the last five years. White pedestrians were the most stopped group (71.9%) in 2017, followed by Black / African Americans (17.7%), Hispanic (4.7%), Asian (2.6%), Unknown / Other (2.6%), and American Indian / Native American (0.5%) pedestrians. Officers from patrol, investigative, and support divisions are significantly more likely to stop Black / African American pedestrians[55] than Traffic Division officers[56].
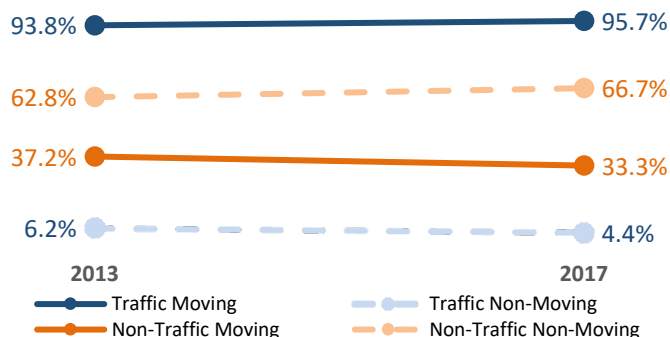
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[55] Due to small pedestrian stop rates, subjects with a perceived race of American Indian / Native American, Asian, and Unknown / Other are excluded from all race-based analyses. Hispanic pedestrians are excluded from analyses comparing the two operational divisions.

[56] $x^2 = 5.543, p < .02$

## Pedestrian Stop Reasons

The identified reason for stopping a pedestrian is highly dependent on the stopping officers' assigned division and mission. Traffic officers are significantly more likely[57] to stop a pedestrian for a Moving Violation, highlighting the division's commitment to Vision Zero enforcement missions. The inverse is true for officers from Patrol, investigations, and other support divisions, who are primarily concerned with crime reduction, and mainly stop pedestrians for Non-Moving Violations. There have been no significant changes for either division over the past five years, even with the overall decline in total pedestrian stops. There are also no significant differences in the stop patterns between White and Black / African American pedestrians[58].

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

93.8% ———————————————— 95.7%
62.8% — — — — — — — — — 66.7%
37.2% ———————————————— 33.3%
6.2% — — — — — — — — — 4.4%

**2013**  **2017**

● Traffic Moving    ● Traffic Non-Moving
● Non-Traffic Moving    ● Non-Traffic Non-Moving

## Search Rates

Pedestrians stopped by PPB officers are significantly more likely[59] to be searched than their driver counterparts, as 22.9 percent of all pedestrian stops ended in a search in 2017. Total pedestrian searches have not changed significantly since 2013[60] since 2013 when 24 percent of all stops ended in a search. Nearly all searches are conducted by Non-Traffic officers; Traffic officers only searched three pedestrians in 2017 while officers from other divisions searched 41 pedestrians. Individuals were most commonly searched with Probable Cause (50.0%), followed by Consent (31.8%), Plain View (15.9%), and a Weapons Pat Down (2.3%). Search types have not significantly changed since 2013.

Search rates for all racial groups have declined non-significantly, or remained steady, since 2013. Black / African American pedestrians stopped by PPB officers were searched significantly more than White pedestrians[61] - but not disparately when compared to

**Figure 13. Pedestrians were searched similar to 2017 stop rates**

Black

White     0.68

0.0     1.0     2.0

2017 stop rates. This is an improvement over 2016 when Black / African American pedestrians were disparately searched. With only 13 Black / African American searched during the entire year, no analyses were performed to examine potential significant differences in types of searches between White and Black / African American pedestrians.

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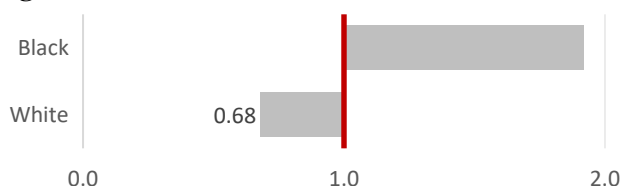
[57] $x^2 = 69.581, p < .001$
[58] $x^2 = 1.314, p = .252$
[59] $x^2 = 90.801, p < .001$
[60] $p < .82, r^2 = .02$
[61] $x^2 = 4.839, p < .03$

## Contraband Hit Rates

Illegal contraband was found on a majority of pedestrians searched by PPB personnel in 2016. Successful search rates have increased at a slight, but non-significant[62], rate since 2013 (45.2%). Small sample sizes precluded any in-depth statistical analysis of differences between the different search types or the perceived race / ethnicity of stopped pedestrians.

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

| | Total Searches | Found Contraband | |
|---|---|---|---|
| Search Type | Count | Count | Percent |
| Plain View | 7 | 6 | 85.7% |
| Consent | 14 | 9 | 64.3% |
| Probable Cause | 22 | 13 | 59.1% |
| Weapon Pat | 1 | 0 | 0.0% |
| **Total** | **44** | **28** | **63.6%** |

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

| | Total Searches | Found Contraband | | Alcohol | | Drugs | | Weapons | | Stolen Property | | Other | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Race/Ethnicity | Count | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| American Indian/Alaskan | 1 | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| Asian | 0 | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| Black/African American | 13 | 9 | 69.2% | 3 | 23.1% | 5 | 38.5% | 2 | 15.4% | 1 | 7.7% | 0 | 0.0% |
| Hispanic | 1 | 1 | 100.0% | 1 | 100.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| White | 28 | 17 | 60.7% | 4 | 14.3% | 10 | 35.7% | 3 | 10.7% | 1 | 3.6% | 2 | 7.1% |
| Unknown/Other | 1 | 1 | 100.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 1 | 100.0% | 0 | 0.0% |
| **Total** | **44** | **28** | **63.6%** | **8** | **18.2%** | **15** | **34.1%** | **5** | **11.4%** | **3** | **6.8%** | **2** | **4.5%** |

## Stop Outcomes

Portland Police Bureau officers end pedestrian stops with significantly different outcomes[63] than driver stops. Pedestrians are significantly more likely to have no action taken or be arrested while being significantly less likely to be cited for their actions. There have been no significant changes in pedestrian stop outcomes over the past five years. Traffic officers are significantly more likely to issue citations, while officers from

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



Patrol, investigations, and other support divisions are significantly more likely to arrest pedestrians[64], which highlights their heightened involvement in crime reduction and prevention missions.
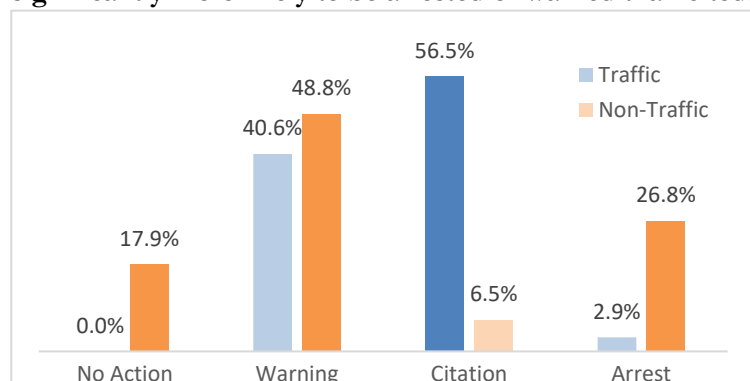
No analyses could be conducted on difference between the different operational groups and the perceived race of the stopped pedestrian due to small stop rates. However, across all Bureau personnel, Black / African American and White pedestrians receive significantly different outcomes[65]; however, no specific differences were significant once a Bonferroni correction is applied, even though not a single Black / African American pedestrians received a citation[66]. A full

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[62] $p < .47, r^2 = .19$

[63] $x^2 = 202.450, p < .001$

[64] $x^2 = 72.052, p < .001$

[65] $x^2 = 11.643, p < .01$

[66] Statistical tests, specifically the chi square, have difficult assessing situations when the observed count is zero. The difference would have likely been significant with an adequate sample size.

logistic regression revealed no significant predictors[67] for any enforcement action[68], including the arrest[69] of pedestrians, including race, reason for stop, and search outcomes[70].

**Table 11. Bureau personnel are more likely to warn Black / African American pedestrians while issuing citation to stopped White pedestrians.**

| | | Total Stops | | Enforcement Action | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | |
| | Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Traffic | American Indian/Alaskan | 0 | -- | 0 | -- | 0 | -- | 0 | -- | 0 | -- |
| | Asian | 3 | 4.3% | 0 | 0.0% | 0 | 0.0% | 3 | 100.0% | 0 | 0.0% |
| | Black/African American | 6 | 8.7% | 0 | 0.0% | 6 | 100.0% | 0 | 0.0% | 0 | 0.0% |
| | Hispanic | 3 | 4.3% | 0 | 0.0% | 0 | 0.0% | 3 | 100.0% | 0 | 0.0% |
| | White | 54 | 78.3% | 0 | 0.0% | 22 | 40.7% | 30 | 55.6% | 2 | 3.7% |
| | Unknown/Other | 3 | 4.3% | 0 | 0.0% | 0 | 0.0% | 3 | 100.0% | 0 | 0.0% |
| | **Total** | **69** | **100.0%** | **0** | **0.0%** | **28** | **40.6%** | **39** | **56.5%** | **2** | **2.9%** |

| | | Total Stops | | Enforcement Action | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | |
| | Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Non-Traffic | American Indian/Alaskan | 1 | 0.8% | 1 | 100.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| | Asian | 2 | 1.6% | 0 | 0.0% | 2 | 100.0% | 0 | 0.0% | 0 | 0.0% |
| | Black/African American | 28 | 22.8% | 5 | 17.9% | 15 | 53.6% | 0 | 0.0% | 8 | 28.6% |
| | Hispanic | 6 | 4.9% | 0 | 0.0% | 3 | 50.0% | 1 | 16.7% | 2 | 33.3% |
| | White | 84 | 68.3% | 15 | 17.9% | 39 | 46.4% | 7 | 8.3% | 23 | 27.4% |
| | Unknown/Other | 2 | 1.6% | 1 | 50.0% | 1 | 50.0% | 0 | 0.0% | 0 | 0.0% |
| | **Total** | **123** | **100.0%** | **22** | **17.9%** | **60** | **48.8%** | **8** | **6.5%** | **33** | **26.8%** |

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[67] Lack of stop outcome variability prevented analyses on citation outcomes
[68] Omnibus Test: $x^2 = 0.816$, $p = .846$
[69] Omnibus Test: $x^2 = 3.278$, $p = .351$
[70] The overall analyses has relatively low power due to small sample sizes

# APPENDIX A: STOPS DATA COLLECTION MASK

## TRAFFIC STOP DATA

**CITE NBR:**

**CANCEL REASON :**

[ ▼ ]

**SUBMIT**

**1. DATA FOR :**

[ ▼ ]

**2. PERCEIVED RACE PRIOR TO STOP**

UNKNOWN [ ▼ ]

**3. PERCEIVED GENDER PRIOR TO STOP**

UNKNOWN [ ▼ ]

**4. PERCEIVED AGE PRIOR TO STOP**

UNKNOWN [ ▼ ]

**5. PERCEIVED MENTAL HEALTH ISSUES PRIOR TO STOP**

UNKNOWN [ ▼ ]

**6. PERCEIVED RACE AT STOP**

[ ▼ ]

**7. PERCEIVED GENDER AT STOP**

[ ▼ ]

**8. PERCEIVED AGE AT STOP**

[ ▼ ]

**9. PERCEIVED MENTAL HEALTH ISSUES AT STOP**

[ ▼ ]

**10. REASON FOR STOP (SELECT MOST SERIOUS)**

[ ▼ ]

**11. SEARCH TYPE (DISCRETIONARY)**

[ ▼ ]

**12. RESULTS OF SEARCH**

| ☐ DRUGS | ☐ STOLEN PROPERTY | ☐ NOTHING FOUND |
| ☐ ALCOHOL | ☐ WEAPON(S) | ☐ OTHER |

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

[ ▼ ]

**14. ACTION TAKEN**

[ ▼ ]

**SUBMIT**

# APPENDIX B: TYPES OF SEARCHES

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

Examples include:

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

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

- Probable Cause. Probable cause searches include searching for additional evidence after an officer has established probable cause for an arrest. An example of this might include searching a subject's pockets for narcotics after an officer observed them selling drugs.

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

## Data Source

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

Since the launch of the Stops Data Collection system in 2012, law enforcement personnel have completed 321,356 masks related to the contact of a community member. The majority of masks (86.3%) represented completed driver or pedestrian stops, with a smaller number of interactions that were flagged by the system as a formal stop when it was actually another type of interaction (13.0%), including a flag down, mere conversation, or welfare check. Completed stops flagged as passenger stops or stops initiated by officers from other law enforcement agencies were also excluded from all analyses.

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

|  | 2012 | | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Completed Stops | 68,872 | 89.4% | 68,063 | 89.1% | 52,451 | 85.8% | 31,804 | 79.7% | 33,567 | 84.5% | 22,680 | 83.5% |
| Passenger Stops | 448 | 0.6% | 363 | 0.5% | 308 | 0.5% | 244 | 0.6% | 300 | 0.8% | 198 | 0.7% |
| Non-PPB Initiated Stops | 139 | 0.2% | 52 | 0.1% | 64 | 0.1% | 123 | 0.3% | 22 | 0.1% | 15 | 0.1% |
| Canceled Stops | 7,598 | 9.9% | 7,923 | 10.4% | 8,309 | 13.6% | 7,712 | 19.3% | 5,817 | 14.7% | 4,284 | 15.8% |
| **Total** | **77,057** | **100%** | **76,401** | **100%** | **61,132** | **100%** | **39,883** | **100%** | **39,706** | **100%** | **27,177** | **100%** |

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

## Data Considerations

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

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

## Analysis Methodology

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

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

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

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

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

**Results Limitations**

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

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Portland Police Bureau. (2000). *Blue Ribbon Panel on Racial Profiling: Recommendations.* Portland, OR.: Portland Police Bureau. https://www.portlandoregon.gov/police/article/32381

Renauer, B.C. (2012). Neighborhood Variation in Police Stops and Searches: A Test of Consensus and Conflict Perspectives. *Police Quarterly, 15*(3), 219 – 240.

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Withrow, B. L. (2008). *The Portland Police Bureau's Stop Data, An Independent Analysis.* Portland, OR: Portland Police Association. https://www.ppavigil.org/pdfs/PPA10STDATARPT.pdf

## APPENDIX E: GANG ENFORCEMENT TEAM ANALYSIS

The Gang Enforcement Team / Gun Task Force (GET / GTF) is an investigatory team tasked with responding, reducing, and preventing criminal activity related to street gang violence. In 2017, there were 121 shooting incidents, and 1 stabbing incident, related to gang activity, with 38 injuries and one fatality – a slight decrease from 157 incidents, 73 injuries, and 2 fatalities in 2016. The GET / GTF routinely patrol areas with high amounts of gang activity to actively prevent future incidents of gang violence, arrest individuals wanted for other crimes, and seize illegal or prohibited weapons. The team had 28 sworn members in 2017 and were occasionally supplemented by officers from other units and precincts during violence reduction missions.

In 2017, the Gang Enforcement Team / Gun Task Force stopped 602 drivers and pedestrians[71]. Total stops by the unit have decreased 39 percent since 2013. Pedestrian stops account for the steepest decline, as GET / GTF officers stopped about 10 percent as many pedestrians as they did five years ago. Stops by Gang team officers have historically represented about two percent of all stops in the Bureau.

**Figure 15. Stops initiated by GET / GTF officers have declined 39 percent in five years**
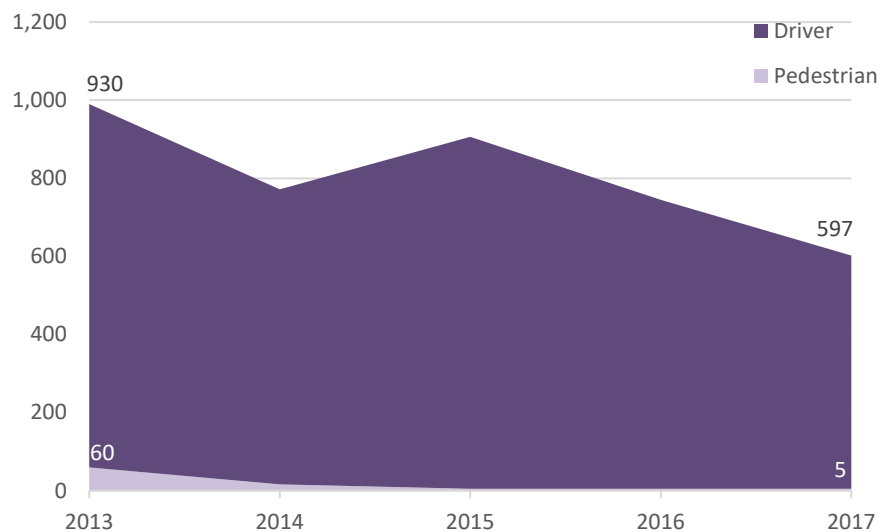


## Stop Locations

Gang Enforcement Team officers do not randomly patrol certain area, districts or neighborhoods – rather, they spend the majority of their time in areas where prior Gang violence has occurred and areas with a high potential for additional gang violence based on intelligence and investigations. On average, officers stopped individuals approximately a quarter-of-a-mile from recent gang violence incidents. About 80 percent of all Gang Enforcement Team stops were within a half mile of a gang violence incident (see Figure 16). Almost all stops, about 91 percent, occurred in East and North Precincts.

---

[71] GET / GTF officers had an additional 191 encounters in 2017 that were not official driver or pedestrian stops. These encounters were mischaracterized as stops in the Stops Data Collection system due to inaccurate coding in the Computer Aided Dispatch (CAD) system.

**Figure 16. About 80 percent of GET / GTF stops occurred within a half-mile of a gang incident**
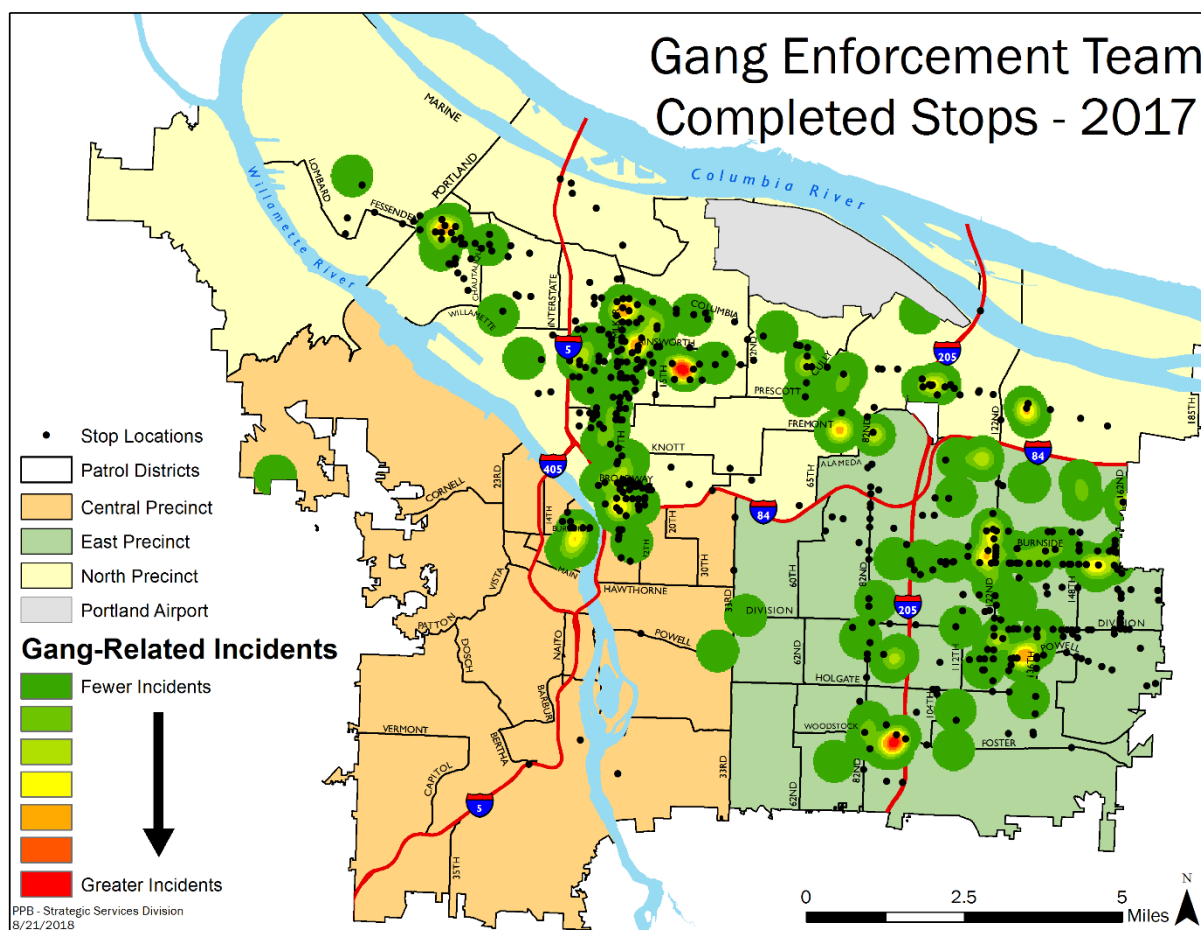


## Stopped Subjects Demographics

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

**Table 13. 2017 Gang Crime Victimization Rate, by Race**

| Race/Ethnicity | 2017 | |
| --- | --- | --- |
| | Count | Percent |
| American Indian/Alaskan | 0 | 0.0% |
| Asian | 2 | 1.2% |
| Black/African American | 108 | 63.2% |
| Hispanic | 6 | 3.5% |
| White | 19 | 11.1% |
| Unknown/Other | 36 | 21.1% |
| **Total** | **171** | **100.0%** |

Officers from the Gang Enforcement Team / Gun Task Force have seen little change in overall stop demographics since 2013. Subjects perceived to be Hispanic have been stopped significantly less[72] over the last five years, while no other perceived racial group has seen a significant increase, or decrease, in stop rates since data collection began. African American / Black subjects have always been the most commonly stopped group – however at non-disparate rates when compared to Gang Victimization Rates. Asian, Hispanic, and White subjects were stopped at substantially higher-than-expected rates and were disparately over-represented in stops enacted by GET / GTF officers. Hispanic subjects saw an improvement over 2016 disparity values, while Asian[73] and White subjects were stopped at a higher disparity rate than the previous year.

**Figure 17. Asian, Hispanic, and White subjects were stopped disparately higher than 2017 Gang Victimization Rates**

| | |
|---|---|
| Asian | 2.90 |
| Black | 0.73 |
| Hispanic | 2.06 |
| White | 3.39 |

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

| | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|---|
| Race/Ethnicity | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| American Indian/Alaskan | 11 | 1.1% | 1 | 0.1% | 3 | 0.3% | 11 | 1.5% | 5 | 0.8% |
| Asian | 36 | 3.6% | 18 | 2.3% | 22 | 2.4% | 19 | 2.6% | 20 | 3.3% |
| Black/African American | 568 | 57.4% | 455 | 58.9% | 570 | 62.9% | 453 | 60.8% | 335 | 55.6% |
| Hispanic | 107 | 10.8% | 74 | 9.6% | 76 | 8.4% | 66 | 8.9% | 42 | 7.0% |
| White | 236 | 23.8% | 204 | 26.4% | 209 | 23.1% | 172 | 23.1% | 179 | 29.7% |
| Unknown/Other | 32 | 3.2% | 20 | 2.6% | 26 | 2.9% | 24 | 3.2% | 21 | 3.5% |
| **Traffic Total** | **990** | **100%** | **772** | **100%** | **906** | **100%** | **745** | **100%** | **602** | **100%** |

## Subject Stop Reasons

Gang Enforcement Team / Gun Task Force personnel stop reason patterns largely mirror overall Bureau trends. The majority of subjects since 2013 (83.1%) were stopped for Moving Violations on city roadways, sidewalks, and paths. There has been no significant change in the last five years, with at least 80 percent of any year's subjects stopped for Moving Violations. There are no significant differences[74] in stop patterns among the different racial groups, as at least 80 percent of the subjects for every racial group are stopped for Moving Violations by GET / GTF officers.

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

| 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|
| 80.7% | 82.3% | 82.3% | 86.6% | 84.9% |

---

[72] $p < .03$, $r^2 = .87$

[73] Asian disparity rates are volatile in part due to large changes in small samples. In 2016, for instance, 9 gang violence victims were Asian while only 2 Asian individuals were victims in 2017.

[74] $x^2 = 6.370$, $p = .173$

## Search Rates

Officers from the Bureau's Gang Enforcement Team are significantly more likely[75] to perform a discretionary search on stopped subjects than officers from other divisions. Stopped subjects are about 6 times more likely to be searched when stopped by a GET / GTF officer than if they were stopped by an officer from another unit or division. Gang Enforcement Team officers have gradually reduced the rate of discretionary searches they are conducting, but at a non-significant rate.[76] Consent searches account for the vast majority of completed discretionary searches over the last five years, representing 89 percent of the searches conducted by GET / GTF officers.

Gang Enforcement Team / Gun Task Force officers did not display differential search patterns based on the Race / Ethnicity of the stopped individual in 2017 – similar to 2016. Black / African American (34.9% search rate) subjects were more likely to be searched than any other perceived racial group, but not at a disparate rate. All other racial groups were searched at rates similar to their overall stop rate[77]. Gang officers are significantly more likely[78] to request a consent search from stopped Black / African American individuals, while relying more on probable cause with White subjects, even though Consent searches made up the majority of searches for both groups (Black / African American: 94.0%; White 78.0%).



**Figure 19. Black / African American subjects were searched more than expected, but not at disparate rates**
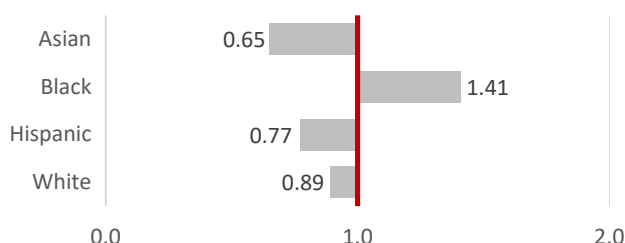
## Contraband Hit Rates

Despite a higher search rate than other operation divisions within the Portland Police Bureau, the Gang Enforcement Team / Gun Task Force recover contraband at a lower rate than other units. Since 2013, the hit rate for GET / GTF has remained constant, with about 1-out-of-3 searches (33.4%) discovering contraband. A contributing factor to the unit's lower hit rate is the reliance on Consent searches; searches where the officer sought consent (36.0% hit rate in 2017) from the stopped individual are significantly less likely[79] to result in the seizure of alcohol, drugs, weapons, or other contraband compared to probable cause searches (63.2% hit rate in 2017). There were no significant differences in the contraband recovery rate between subjects of different races[80].

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

| Search Type | Total Searches Count | Found Contraband Count | Percent |
|---|---|---|---|
| Plain View | 1 | 1 | 100.0% |
| Consent | 161 | 58 | 36.0% |
| Probable Cause | 19 | 12 | 63.2% |
| Weapon Pat | 2 | 0 | 0.0% |
| **Total** | **183** | **71** | **38.8%** |

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[75] $x^2 = 525.829, p < .001$

[76] $p < .43, r^2 = .23$

[77] The search patterns of American Indian / Alaskan Native (5 total searches) individuals were not analyzed due to a limited number of searches.

[78] $x^2 = 10.763, p < .001$

[79] $x^2 = 5.265, p < .03$

[80] $x^2 = 4.806, p < .10$

**Table 16. Weapons were recovered from 9 percent of all searches conducted by GET officers**

| Race/Ethnicity | Total Searches Count | Found Contraband Count | Found Contraband Percent | Alcohol Count | Alcohol Percent | Drugs Count | Drugs Percent | Weapons Count | Weapons Percent | Stolen Property Count | Stolen Property Percent | Other Count | Other Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| American Indian/Alaskan | 1 | 1 | 100.0% | 0 | 0.0% | 1 | 100.0% | 1 | 100.0% | 0 | 0.0% | 0 | 0.0% |
| Asian | 4 | 1 | 25.0% | 0 | 0.0% | 1 | 25.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| Black/African American | 117 | 49 | 41.9% | 12 | 10.3% | 20 | 17.1% | 13 | 11.1% | 1 | 0.9% | 7 | 6.0% |
| Hispanic | 10 | 6 | 60.0% | 4 | 40.0% | 2 | 20.0% | 0 | 0.0% | 1 | 10.0% | 0 | 0.0% |
| White | 50 | 14 | 28.0% | 2 | 4.0% | 8 | 16.0% | 3 | 6.0% | 1 | 2.0% | 0 | 0.0% |
| Unknown/Other | 1 | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| **Total** | **183** | **71** | **38.8%** | **18** | **9.8%** | **32** | **17.5%** | **17** | **9.3%** | **3** | **1.6%** | **7** | **3.8%** |

## Stop Outcomes

In 2017, 87 percent of all stops initiated by Gang Enforcement Team / Gun Task Force ended with a warning, written or verbal, at the end of the interaction – the highest in the Bureau. GET / GTF officers also have the highest arrest rate in the Bureau, ending 10 percent of 2017 stops with an arrest. Arrest rates have gradually increased over the past five years (6.6% of subjects were arrested in 2013); however, rates for all stop dispositions have not significantly changed over time. Limited variation and small sample sizes make it impossible to run a more robust statistical analysis on the outcomes of GET / GTF initiated-stops; initial analyses indicate that there are no significant differences between subjects of different racial groups, with White, Black, and Hispanic subjects all equally likely to be arrested[81].

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

| Race/Ethnicity | Total Stops Count | Total Stops Percent | None Count | None Percent | Warning Count | Warning Percent | Citation Count | Citation Percent | Arrested Count | Arrested Percent |
|---|---|---|---|---|---|---|---|---|---|---|
| American Indian/Alaskan | 5 | 0.8% | 0 | 0.0% | 3 | 60.0% | 0 | 0.0% | 2 | 40.0% |
| Asian | 20 | 3.3% | 0 | 0.0% | 20 | 100.0% | 0 | 0.0% | 0 | 0.0% |
| Black/African American | 335 | 55.6% | 12 | 3.6% | 292 | 87.2% | 1 | 0.3% | 30 | 9.0% |
| Hispanic | 42 | 7.0% | 0 | 0.0% | 35 | 83.3% | 2 | 4.8% | 5 | 11.9% |
| White | 179 | 29.7% | 4 | 2.2% | 151 | 84.4% | 1 | 0.6% | 23 | 12.8% |
| Unknown/Other | 21 | 3.5% | 0 | 0.0% | 20 | 95.2% | 1 | 4.8% | 0 | 0.0% |
| **Total** | **602** | **100.0%** | **16** | **2.7%** | **521** | **86.5%** | **5** | **0.8%** | **60** | **10.0%** |

---

[81] $x^2 = 0.569, p < .76$

The Portland Police Bureau collects data on officer perception of the race, gender, and age of all stopped drivers and pedestrians. Across the Bureau, officers are stopping an increasingly higher percentage of male drivers (65.9% in 2013 vs. 69.4% in 2017), with Non-Traffic officers stopping males at a significantly increased pace[82]. Pedestrian subjects perceived as female were stopped at a higher rate than they were five years ago (22.9% in 2013 vs. 25.0% in 2017) – mainly due to a consistent, but non-significant change from Non-Traffic personnel[83]. Traffic personnel stopped significantly fewer male drivers than the Non-Traffic personnel[84], with no significant differences between the divisions for pedestrian stop rates[85].

**Table 18. Both operational divisions of the Bureau stop male drivers at similar rates.**

| | | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Traffic | Female | 12,269 | 35.7% | 10,292 | 36.1% | 8,670 | 36.1% | 6,610 | 33.4% | 3,504 | 32.7% |
| | Male | 22,088 | 64.3% | 18,087 | 63.5% | 15,321 | 63.7% | 13,005 | 65.7% | 7,203 | 67.2% |
| | Unknown | 5 | 0.0% | 96 | 0.3% | 50 | 0.2% | 183 | 0.9% | 6 | 0.1% |
| | Traffic Total | 34,362 | 100% | 28,475 | 100% | 24,041 | 100% | 19,798 | 100% | 10,713 | 100% |
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Non-Traffic | Female | 10,022 | 30.5% | 7,162 | 30.5% | 4,954 | 28.7% | 3,872 | 28.7% | 3,230 | 27.4% |
| | Male | 22,192 | 67.5% | 15,788 | 67.3% | 11,751 | 68.2% | 9,484 | 70.2% | 8,408 | 71.4% |
| | Unknown | 665 | 2.0% | 499 | 2.1% | 528 | 3.1% | 157 | 1.2% | 137 | 1.2% |
| | Non-Traffic Total | 32,879 | 100% | 23,449 | 100% | 17,233 | 100% | 13,513 | 100% | 11,775 | 100% |

**Table 19. Traffic and Non-Traffic officers stopped male pedestrians at a 3-to-1 ratio over females**

| | | 2013 | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Traffic | Female | 84 | 27.5% | 59 | 27.8% | 20 | 23.3% | 36 | 27.7% | 17 | 24.6% |
| | Male | 222 | 72.5% | 153 | 72.2% | 66 | 76.7% | 93 | 71.5% | 52 | 75.4% |
| | Unknown | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 1 | 0.8% | 0 | 0.0% |
| | Traffic Total | 306 | 100% | 212 | 100% | 86 | 100% | 130 | 100% | 69 | 100% |
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Non-Traffic | Female | 104 | 20.2% | 62 | 19.7% | 38 | 19.6% | 30 | 23.8% | 31 | 25.2% |
| | Male | 407 | 78.9% | 249 | 79.0% | 149 | 76.8% | 92 | 73.0% | 90 | 73.2% |
| | Unknown | 5 | 1.0% | 4 | 1.3% | 7 | 3.6% | 4 | 3.2% | 2 | 1.6% |
| | Non-Traffic Total | 516 | 100% | 315 | 100% | 194 | 100% | 126 | 100% | 123 | 100% |

When analyzing stops data for disparities by race, PPB utilizes two different benchmarks that are tailored to the differing mission of Traffic Division and the Non-Traffic divisions. The use of the Crime Victimization benchmark as a proxy for subjects that may be working, living, recreating, or transiting in an area is supported by the literature. However, the literature shows that no single measure explains potential gender differences by geographic

**Table 20. 2017 Injury Collision Statistics, by Gender of Drivers**

| | 2017 | |
|---|---|---|
| Gender | Count | Percent |
| Female | 521 | 37.2% |
| Male | 879 | 62.8% |
| Total | 1,400 | 100.0% |

---

[82] $p < .02$, $r^2 = .89$

[83] $p < .07$, $r^2 = .73$

[84] $x^2 = 152.695$, $p < .001$

[85] $x^2 = 0.034$, $p < .86$

location, with age and physical activity[86], economic factors[87], and sexual preference[88] all contributing to locale-based gender differences. Furthermore, women are also more likely to report being victims of violent crimes[89]. Without comprehensive research on how these known and unknown factors contribute to geographic place-making in Portland, it is improper to use crime victimization as a proxy for potential police contact by gender.

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

**Figure 20. Drivers are stopped at rates similar to the 2017 Injury Accident Benchmark**
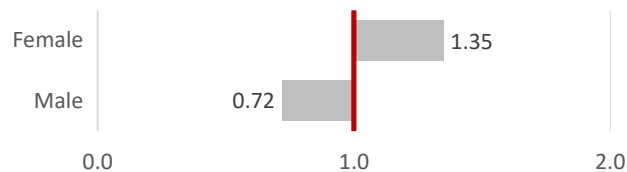


## Search Rates by Gender

Search rates, based on perceived gender, have changed little over the last five years. Males and females were both searched more than they were five years ago, but the increase for both groups was non-significant[90]. Consent search was the most common search type in 2017 for both males (52.0% of all searches) and females (38.7%), although it has declined from years past (significantly[91] so for females). The second and third most common search types for females were plain view (33.7%) and probable cause (25.9%) searches, while the reverse was true for males (Probable Cause: 24.9%; Plain View: 19.9%). Overall, females were searched significantly different than their male counterparts by PPB officers[92].

**Figure 21. Search rates have remained statistically stable for gender groups since 2013**

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

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

[88] Diehm, J. (2018, June). Men are from Chelsea, Women are from Park Slope: How "gayborhoods" in 15 major American cities are divided by gender. Retrieved from https://pudding.cool/2018/06/gayborhoods/.

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

[90] Female: $p < .37, r^2 = .28$ ; Male: $p < .79, r^2 = .03$

[91] $p < .05, r^2 = .79$

[92] $x^2 = 28.383, p < .001$

Portland Police officers displayed differential search patterns for stopped drivers based on the subject's perceived gender – but not disparately so. Male drivers were searched significantly more than their female counterparts[93], mainly due to the searching practices of Non-Traffic officers who searched Males significantly more than expected[94] whereas Traffic officers showed no significant differences. Despite the significant differences, PPB officers did not search Males at a disparate rate when compared to overall stop rates.

**Figure 22. Subjects of different perceived genders were not searched at disparate rates when compared to stop rates**
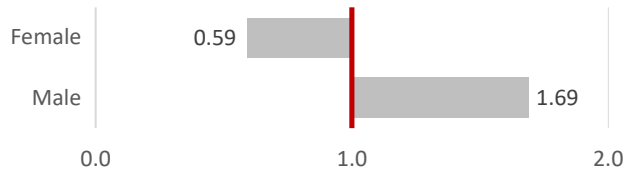


## Contraband Hit Rates

Even though Male subjects were searched at significantly higher rates than Females, their hit rates were statistically similar[95]. In 2017, Males were found with contraband in 42.0% of searches, while Females were found with contraband in 36.0% of searches. Drugs were the most commonly found items for both groups, followed by Alcohol, Weapons, Stolen Property, and Other Contraband.

**Table 21. Illicit drugs are the most commonly uncovered item during subject searches.**

| Gender | Total Searches Count | Found Contraband Count | Found Contraband Percent | Alcohol Count | Alcohol Percent | Drugs Count | Drugs Percent | Weapons Count | Weapons Percent | Stolen Property Count | Stolen Property Percent | Other Count | Other Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Female | 289 | 104 | 36.0% | 25 | 8.7% | 56 | 19.4% | 11 | 3.8% | 10 | 3.5% | 19 | 6.6% |
| Male | 1,133 | 476 | 42.0% | 89 | 7.9% | 266 | 23.5% | 90 | 7.9% | 54 | 4.8% | 50 | 4.4% |
| Unknown | 7 | 4 | 57.1% | 0 | 0.0% | 1 | 14.3% | 0 | 0.0% | 1 | 14.3% | 2 | 28.6% |
| **Total** | **1,429** | **584** | **40.9%** | **114** | **8.0%** | **323** | **22.6%** | **101** | **7.1%** | **65** | **4.5%** | **71** | **5.0%** |

## Stop Outcomes

Male and Female subjects had significantly different stop dispositions when stopped by a Portland Police Bureau officer. Male subjects were significantly more likely to be arrested[96] than Female subjects, with Female subjects significantly more likely to receive a warning[97]. The progressive nature of a stop, and the multiple decision points within the interaction, make it difficult to discern what role, if any, gender bias plays in stop disposition. Most of the differential occurred in stops made by Non-Traffic officers, with Traffic officers demonstrating little variation between Male and Female subjects.

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[93] $x^2 = 61.272, p < .001$
[94] $x^2 = 48.687, p < .001$
[95] $x^2 = 2.412, p < .30$
[96] $x^2 = 52.947, p < .001$
[97] $x^2 = 30.230, p < .001$

**Table 22. Male subjects, especially those stopped by Non-Traffic officers, were significantly more likely to be arrested.**

| | | Total Stops | | Enforcement Action | | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | | |
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Traffic** | Female | 3,521 | 32.7% | 4 | 0.1% | 540 | 15.3% | 2,925 | 83.1% | 52 | 1.5% |
| | Male | 7,255 | 67.3% | 5 | 0.1% | 1,094 | 15.1% | 6,011 | 82.9% | 145 | 2.0% |
| | Unknown | 6 | 0.1% | 1 | 16.7% | 1 | 16.7% | 4 | 66.7% | 0 | 0.0% |
| | **Total** | **10,782** | **100.0%** | **10** | **0.1%** | **1,635** | **15.2%** | **8,940** | **82.9%** | **197** | **1.8%** |

| | | Total Stops | | Enforcement Action | | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | | |
| | Gender | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Non-Traffic** | Female | 3,261 | 27.4% | 98 | 3.0% | 2,513 | 77.1% | 482 | 14.8% | 168 | 5.2% |
| | Male | 8,498 | 71.4% | 257 | 3.0% | 6,184 | 72.8% | 1,337 | 15.7% | 720 | 8.5% |
| | Unknown | 139 | 1.2% | 22 | 15.8% | 104 | 74.8% | 11 | 7.9% | 2 | 1.4% |
| | **Total** | **11,898** | **100.0%** | **377** | **3.2%** | **8,801** | **74.0%** | **1,830** | **15.4%** | **890** | **7.5%** |

# APPENDIX G: PERCEIVED AGE ANALYSIS

The Portland Police Bureau indicate the stopped subject's perceived age in four broad categories: Under 16, 16 to 24, 25 or Over, and Unknown. Since 2013, the 25 or Over driver group has always been the most stopped group, representing 78.9 percent of all stops, followed by 16 to 24 (19.6%), unknown (1.3%), and Under 16 (0.1%). Stop rates for drivers have remained essentially unchanged for each age group, varying by one to two percentage points each year. Pedestrian stop rates have changed the most over the last five years, with 25 or Over accounting for about 10% more stops than they did in 2013; however, the changes are non-significant[98]. Traffic officers were significantly more likely[99] to stop 25 or Over drivers than 16-24 age group in 2017, with Non-Traffic officers more likely to report a subject's age as "unknown". There were no significant differences[100] between the operation groups for pedestrian stops.

**Table 23. Adults aged 25 or Older are the most commonly stopped group of drivers.**

| | Age | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Traffic** | Under 16 | 9 | 0.0% | 16 | 0.1% | 11 | 0.0% | 7 | 0.0% | 6 | 0.1% |
| | 16 to 24 | 6,110 | 17.8% | 5,188 | 18.2% | 4,593 | 19.1% | 3,644 | 18.4% | 1,982 | 18.5% |
| | 25 or Over | 28,235 | 82.2% | 23,175 | 81.4% | 19,388 | 80.6% | 15,879 | 80.2% | 8,679 | 81.0% |
| | Unknown | 8 | 0.0% | 96 | 0.3% | 49 | 0.2% | 268 | 1.4% | 46 | 0.4% |
| | **Traffic Total** | **34,362** | **100%** | **28,475** | **100%** | **24,041** | **100%** | **19,798** | **100%** | **10,713** | **100%** |
| | Age | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
| **Non-Traffic** | Under 16 | 47 | 0.1% | 50 | 0.2% | 51 | 0.3% | 37 | 0.3% | 16 | 0.1% |
| | 16 to 24 | 6,875 | 20.9% | 4,861 | 20.7% | 3,746 | 21.7% | 2,912 | 21.5% | 2,515 | 21.4% |
| | 25 or Over | 25,114 | 76.4% | 17,954 | 76.6% | 12,828 | 74.4% | 10,352 | 76.6% | 9,076 | 77.1% |
| | Unknown | 843 | 2.6% | 584 | 2.5% | 608 | 3.5% | 212 | 1.6% | 168 | 1.4% |
| | **Non-Traffic Total** | **32,879** | **100%** | **23,449** | **100%** | **17,233** | **100%** | **13,513** | **100%** | **11,775** | **100%** |

**Table 24. Traffic and Non-Traffic officers stopped different ages of pedestrians at similar rates.**

| | Age | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Traffic** | Under 16 | 3 | 1.0% | 2 | 0.9% | 0 | 0.0% | 1 | 0.8% | 0 | 0.0% |
| | 16 to 24 | 81 | 26.5% | 45 | 21.2% | 17 | 19.8% | 28 | 21.5% | 10 | 14.5% |
| | 25 or Over | 222 | 72.5% | 165 | 77.8% | 69 | 80.2% | 100 | 76.9% | 59 | 85.5% |
| | Unknown | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 1 | 0.8% | 0 | 0.0% |
| | **Traffic Total** | **306** | **100%** | **212** | **100%** | **86** | **100%** | **130** | **100%** | **69** | **100%** |
| | Age | 2013 Count | 2013 Percent | 2014 Count | 2014 Percent | 2015 Count | 2015 Percent | 2016 Count | 2016 Percent | 2017 Count | 2017 Percent |
| **Non-Traffic** | Under 16 | 4 | 0.8% | 4 | 1.3% | 2 | 1.0% | 1 | 0.8% | 1 | 0.8% |
| | 16 to 24 | 122 | 23.6% | 59 | 18.7% | 44 | 22.7% | 25 | 19.8% | 18 | 14.6% |
| | 25 or Over | 381 | 73.8% | 248 | 78.7% | 142 | 73.2% | 95 | 75.4% | 102 | 82.9% |
| | Unknown | 9 | 1.7% | 4 | 1.3% | 6 | 3.1% | 5 | 4.0% | 2 | 1.6% |
| | **Non-Traffic Total** | **516** | **100%** | **315** | **100%** | **194** | **100%** | **126** | **100%** | **123** | **100%** |

Similar to gender analyses, there are no research-supported benchmarks assessing whether officers potentially display bias when choosing to stop a driver based on their perceived age. It's further

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[98] $p < .16, r^2 = .54$

[99] $x^2 = 137.522, p < .001$

[100] $x^2 = 1.713, p < .64$

complicated by the fact that age is not a protected class when it comes to insurance risk analyses[101], with the State explicitly allowing differential rates[102] for drivers under 25 and over 55 (without an authorized prevention course) due to their risk of being involve in a motor vehicle collision. If officers are making stops based on dangerous driving behaviors, there is a likelihood that a greater number of young drivers (and those 55 or over) would be stopped when compared to their population rate. Nationally, there are also significant differences when it comes to crime victimization based on the victim's age, making any victimization benchmark problematic[103].

**Table 25. 2017 Injury Collision Statistics, by Age of Drivers**

| Age | 2017 Count | Percent |
| --- | --- | --- |
| Under 16 | 9 | 0.6% |
| 16 to 24 | 196 | 14.0% |
| 25 or Over | 1,194 | 85.3% |
| **Total** | **1,399** | **100.0%** |

Accounting for the factors discussed above, the Injury Collision Benchmark (based on the age of involved drivers) was used for all operational groups of the Bureau. Based on the reported perceived age of stopped drivers involved in injury collisions, drivers are stopped similar to expected rates across the Bureau. No comparable benchmark exists for pedestrian stops, so no analysis was conducted.
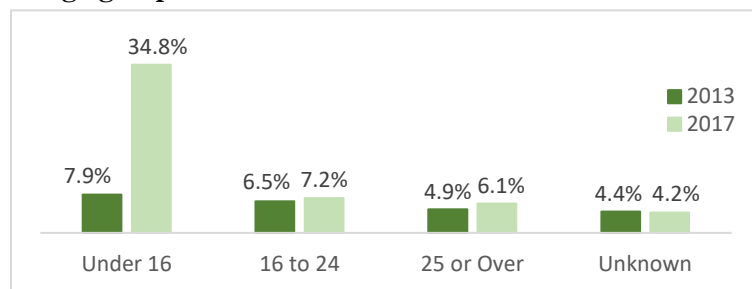
**Figure 23. Drivers are stopped at rates similar to the 2017 Injury Accident Benchmark**
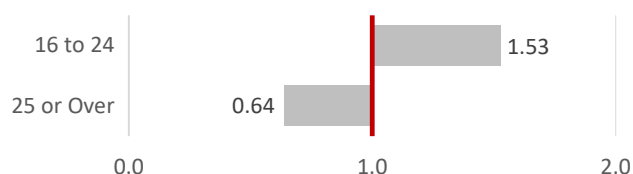


## Search Rates by Age Group

PPB officers have not significantly[104] changed their search patterns for stopped subjects over the past five years. The Under 16 group have been searched at the highest rate each year; however, only 8 subjects were searched in 2017 (vs. 5 in 2013), making it impossible to draw any conclusions from the group. All groups were searched most often by consent in 2017 (49.3%), followed by Probable Cause (25.0%), Plain View (22.7%), and Weapons Pat Down (3.0%). There are slight statistical differences[105] between the stop patterns for the 16 to 24 group and the 25 or Over group[106], the 16 to 24 group being significantly more likely to be searched with Consent, while the 25 or Over group were more likely to be searched using Plain View or Probable Cause.

**Figure 24. Search rates have remained statistically stable for all age groups since 2013**



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[101] OAR 836-080-0055

[102] ORS 742.490

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

[104] 25 or Over: $p < .63, r^2 = .09$ ; 16 to 24: $p < .64, r^2 = .08$ ; Under 16: $p < .21, r^2 = .46$

[105] $x^2 = 17.963, p < .001$

[106] Minors were not analyzed due to small stop rates

Portland Police officers displayed differential search patterns for stopped subjects based on the subject's perceived age – but not disparately so. The 25 or Over subjects were searched significantly[107] more than the 16 to 24 group, but neither group was substantially outside of their expected search rates based on their 2017 stop rates. Under 16 and drivers with an Unknown age could not be compared in the disparity analysis due to small stop rates; however, they were not searched significantly different than expected.

**Figure 25. Subjects of different perceived age groups were not searched at disparate rates when compared to stop rates**
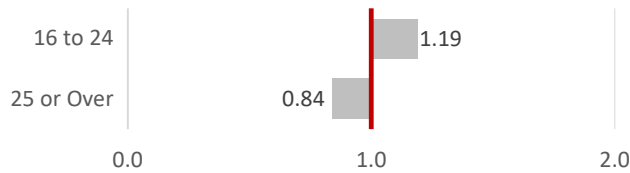


## Contraband Hit Rates

Subjects across multiple age groups that were stopped and searched by Portland Police Bureau officers were nearly statistically equal[108] in their found contraband hit rates. The 16 to 24 group were most likely to have been discovered with Contraband (41.9% in 2017), slightly ahead of the hit rate for the 25 or Over group (40.7%). Drugs were the most found contraband for both groups, followed by Alcohol, Weapons, Other, and Stolen Property.

**Table 26. Illicit drugs are the most commonly uncovered item during subject searches.**

| | Total Searches | Found Contraband | | Alcohol | | Drugs | | Weapons | | Stolen Property | | Other | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Age | Count | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| Under 16 | 8 | 2 | 25.0% | 0 | 0.0% | 0 | 0.0% | 1 | 12.5% | 2 | 25.0% | 0 | 0.0% |
| 16 to 24 | 327 | 137 | 41.9% | 41 | 12.5% | 67 | 20.5% | 28 | 8.6% | 11 | 3.4% | 14 | 4.3% |
| 25 or Over | 1,085 | 442 | 40.7% | 73 | 6.7% | 255 | 23.5% | 72 | 6.6% | 52 | 4.8% | 55 | 5.1% |
| Unknown | 9 | 3 | 33.3% | 0 | 0.0% | 1 | 11.1% | 0 | 0.0% | 0 | 0.0% | 2 | 22.2% |
| Total | 1,429 | 584 | 40.9% | 114 | 8.0% | 323 | 22.6% | 101 | 7.1% | 65 | 4.5% | 71 | 5.0% |

## Stop Outcomes

Stopped subjects that were perceived to be 16 to 24 experienced significantly different stop outcomes[109] than subjects perceived to be 25 or over[110]. The 16 to 24 group were significantly less likely[111] to be arrested than expected, with the outcome rates for all other categories as expected. The progressive nature of a stop, and the multiple decision points within the interaction, make it difficult to discern what role, if any, perceived age plays in stop disposition.

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[107] $x^2 = 39.022, p < .001$
[108] $x^2 = 0.801, p < .85$
[109] $x^2 = 10.693, p < .02$
[110] Statistical comparisons were not conducted for Minors and subjects identified as Unknown due to small sample sizes
[111] $x^2 = 6.740, p < .05$

**Table 27. The 16 to 24 group were significantly less likely to be arrested than expected.**

| | | Total Stops | | Enforcement Action | | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | | |
| | Age | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Traffic** | Under 16 | 6 | 0.1% | 0 | 0.0% | 1 | 16.7% | 5 | 83.3% | 0 | 0.0% |
| | 16 to 24 | 1,992 | 18.5% | 1 | 0.1% | 233 | 11.7% | 1,728 | 86.7% | 30 | 1.5% |
| | 25 or Over | 8,738 | 81.0% | 9 | 0.1% | 1,396 | 16.0% | 7,166 | 82.0% | 167 | 1.9% |
| | Unknown | 46 | 0.4% | 0 | 0.0% | 5 | 10.9% | 41 | 89.1% | 0 | 0.0% |
| | **Total** | **10,782** | **100.0%** | **10** | **0.1%** | **1,635** | **15.2%** | **8,940** | **82.9%** | **197** | **1.8%** |

| | | Total Stops | | Enforcement Action | | | | | | | | |
| | | | | None | | Warning | | Citation | | Arrested | | |
| | Age | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Non-Traffic** | Under 16 | 17 | 0.1% | 0 | 0.0% | 8 | 47.1% | 7 | 41.2% | 2 | 11.8% |
| | 16 to 24 | 2,533 | 21.3% | 81 | 3.2% | 1,877 | 74.1% | 425 | 16.8% | 150 | 5.9% |
| | 25 or Over | 9,178 | 77.1% | 269 | 2.9% | 6,789 | 74.0% | 1,384 | 15.1% | 736 | 8.0% |
| | Unknown | 170 | 1.4% | 27 | 15.9% | 127 | 74.7% | 14 | 8.2% | 2 | 1.2% |
| | **Total** | **11,898** | **100.0%** | **377** | **3.2%** | **8,801** | **74.0%** | **1,830** | **15.4%** | **890** | **7.5%** |

The Portland Police Bureau began collecting officers' perceptions on the stopped subject's mental health status on October 1, 2014 as a component of the City's settlement with the United States Department of Justice[112]. Officers are mandated to indicate whether they perceive if the subject has a mental health issue by using one of three options: Yes, No, or Unknown. Since the last quarter of 2014, officers have submitted their perceptions on subject's mental health status for 95,982 stopped drivers and pedestrians[113]. Over that timeframe, fewer subjects are being classified as Unknown (17.7% in 2014 vs. 9.8% in 2017) with a significant decrease[114] in the percentage of subjects that were perceived to have a mental health issue (1.0% in 2014 vs. 0.4% in 2017).

**Table 28. Traffic Officers indicated that they could not assess the stopped subjects' mental health status at a higher rate than Non-Traffic Officers.**

| | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|
| | **Mental Health Status** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** |
| **Traffic** | No Perceived Mental Health Issue | 3,366 | 76.3% | 10,431 | 73.3% | 17,153 | 86.7% | 9,432 | 88.1% |
| | Perceived Mental Health Issue | 30 | 0.7% | 38 | 0.3% | 51 | 0.3% | 19 | 0.2% |
| | Unknown Mental Health Issue | 1,013 | 23.0% | 3,758 | 26.4% | 2,573 | 13.0% | 1,255 | 11.7% |
| | **Traffic Total** | **4,409** | **100%** | **14,227** | **100%** | **19,777** | **100%** | **10,706** | **100%** |
| | | 2014 | | 2015 | | 2016 | | 2017 | |
| | **Mental Health Status** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** |
| **Non-Traffic** | No Perceived Mental Health Issue | 3,092 | 87.7% | 14,714 | 85.4% | 12,220 | 90.4% | 10,759 | 91.4% |
| | Perceived Mental Health Issue | 41 | 1.2% | 156 | 0.9% | 86 | 0.6% | 58 | 0.5% |
| | Unknown Mental Health Issue | 394 | 11.2% | 2,363 | 13.7% | 1,207 | 8.9% | 958 | 8.1% |
| | **Non-Traffic Total** | **3,527** | **100%** | **17,233** | **100%** | **13,513** | **100%** | **11,775** | **100%** |

**Table 29. Pedestrians were more likely to be perceived to be having a mental health issue.**

| | | 2014 | | 2015 | | 2016 | | 2017 | |
|---|---|---|---|---|---|---|---|---|---|
| | **Mental Health Status** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** |
| **Traffic** | No Perceived Mental Health Issue | 26 | 81.3% | 47 | 79.7% | 117 | 90.0% | 63 | 91.3% |
| | Perceived Mental Health Issue | 0 | 0.0% | 3 | 5.1% | 2 | 1.5% | 2 | 2.9% |
| | Unknown Mental Health Issue | 6 | 18.8% | 9 | 15.3% | 11 | 8.5% | 4 | 5.8% |
| | **Traffic Total** | **32** | **100%** | **59** | **100%** | **130** | **100%** | **69** | **100%** |
| | | 2014 | | 2015 | | 2016 | | 2017 | |
| | **Mental Health Status** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** | **Count** | **Percent** |
| **Non-Traffic** | No Perceived Mental Health Issue | 64 | 78.0% | 157 | 80.9% | 104 | 82.5% | 111 | 89.5% |
| | Perceived Mental Health Issue | 11 | 13.4% | 11 | 5.7% | 4 | 3.2% | 5 | 4.0% |
| | Unknown Mental Health Issue | 7 | 8.5% | 26 | 13.4% | 18 | 14.3% | 8 | 6.5% |
| | **Non-Traffic Total** | **82** | **100%** | **194** | **100%** | **126** | **100%** | **124** | **100%** |

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

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

[114] $p < .05, r^2 = .91$

In 2017, Traffic Officers were significantly more likely[115] to indicate that the mental health status of the stopped subject was Unknown. Additionally, Non-Traffic Officers were significantly more likely[116] to indicate that they perceived the stopped subject had mental health issues. The PPB does not collect the perceived mental health status for individuals involved in injury collision accidents, so there is no research-supported benchmark to compare to for disparity analyses.

## Search Rates by Perceived Mental Health Status

Search rates for all perceived groups of subject's mental health status have remained steady over time[117]. Subjects that were perceived to have a mental health issue were searched almost twice as

**Figure 26. Subjects perceived to have a mental health issue are searched at higher rates than other subjects**
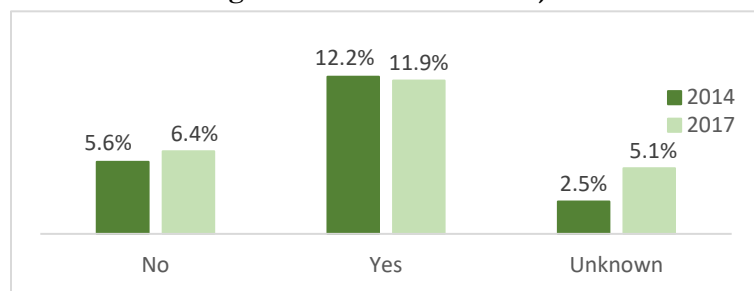


much as people that were not perceived to have a mental health issue, a significant difference[118] when compared to overall stop rates. For people that were perceived to have a mental health issue, Consent Searches have been the most likely search type since 2014 (39.3%), followed by Probable Cause (34.4%), Plain View (21.3%), and Weapons Pat Down (4.9%).

## Contraband Hit Rates

Subjects that were perceived to have a mental health issue had the highest hit rate in 2017 at 60 percent. However, there were only 10 total searches for that group, which is too small of a sample for any robust statistical analysis. Drugs were the most commonly found contraband for all groups.

**Table 30. Illicit drugs are the most commonly uncovered item during subject searches.**

| Mental Health Status | Total Searches Count | Found Contraband Count | Percent | Alcohol Count | Percent | Drugs Count | Percent | Weapons Count | Percent | Stolen Property Count | Percent | Other Count | Percent |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| No Perceived Mental Health Issue | 1,305 | 529 | 40.5% | 101 | 7.7% | 298 | 22.8% | 89 | 6.8% | 62 | 4.8% | 63 | 4.8% |
| Perceived Mental Health Issue | 10 | 6 | 60.0% | 1 | 10.0% | 2 | 20.0% | 1 | 10.0% | 0 | 0.0% | 2 | 20.0% |
| Unknown Mental Health Issue | 114 | 49 | 43.0% | 12 | 10.5% | 23 | 20.2% | 11 | 9.6% | 3 | 2.6% | 6 | 5.3% |
| **Total** | **1,429** | **584** | **40.9%** | **114** | **8.0%** | **323** | **22.6%** | **101** | **7.1%** | **65** | **4.5%** | **71** | **5.0%** |

## Stop Outcomes

The stop outcomes for stopped subjects based on the officer's perception of their mental health status are significantly different among the three groups[119]; however, much of this may be explained by the stop patterns of the different operational divisions of the PPB. Subjects perceived to have a mental health issue are significantly less likely[120] to receive a citation than other groups. Conversely, stopped subjects categorized as "unknown" on the mental health status question were significantly

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[115] $x^2 = 38.46, p < .001$
[116] $x^2 = 8.12, p < .03$
[117] Yes: $p < .87, r^2 = .02$ ; No: $p < .87, r^2 = .02$ ; Unknown: $p < .22, r^2 = .62$
[118] $x^2 = 4.289, p < .04$
[119] $x^2 = 154.155, p < .001$
[120] $x^2 = 8.020, p < .03$

less likely to receive a warning[121] and significantly more likely[122] to receive a citation. Since Traffic Officers were more likely to define a subject as "unknown", with Non-Traffic Officers more likely to encounter a person with a perceived mental health issue, the results are most efficiently explained by the general stop patterns discussed in the primary section of the Annual Report. A comprehensive logistic regression analysis, that incorporated the perceived mental health status of the subject, would provide an accurate assessment of the role mental health status plays in stop disposition.

**Table 31. Subjects perceived to have a mental health issue were arrested less than other subjects in 2017, but this may be more sufficiently explained by the stop and disposition patterns of PPB officers**

### Traffic

| Mental Health Status | Total Stops | | Enforcement Action | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | None | | Warning | | Citation | | Arrested | |
| | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| No Perceived Mental Health Status | 9,495 | 88.1% | 8 | 0.1% | 1,506 | 15.9% | 7,805 | 82.2% | 176 | 1.9% |
| Perceived Mental Health Status | 21 | 0.2% | 0 | 0.0% | 4 | 19.0% | 15 | 71.4% | 2 | 9.5% |
| Unknown Mental Health Status | 1,259 | 11.7% | 2 | 0.2% | 124 | 9.8% | 1,115 | 88.6% | 18 | 1.4% |
| **Total** | **10,775** | **100.0%** | **10** | **0.1%** | **1,634** | **15.2%** | **8,935** | **82.9%** | **196** | **1.8%** |

### Non-Traffic

| Mental Health Status | Total Stops | | Enforcement Action | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | None | | Warning | | Citation | | Arrested | |
| | Count | Percent | Count | Percent | Count | Percent | Count | Percent | Count | Percent |
| No Perceived Mental Health Status | 10,869 | 91.4% | 315 | 2.9% | 8,092 | 74.5% | 1,654 | 15.2% | 808 | 7.4% |
| Perceived Mental Health Status | 63 | 0.5% | 6 | 9.5% | 46 | 73.0% | 7 | 11.1% | 4 | 6.3% |
| Unknown Mental Health Status | 966 | 8.1% | 56 | 5.8% | 663 | 68.6% | 169 | 17.5% | 78 | 8.1% |
| **Total** | **11,898** | **100.0%** | **377** | **3.2%** | **8,801** | **74.0%** | **1,830** | **15.4%** | **890** | **7.5%** |

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[121] $x^2 = 54.870, p < .001$
[122] $x^2 = 49.030, p < .001$