Urbana Police Department

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Executive Summary

The Urbana City Council has requested further information on Traffic Stop Data collected by the Urbana Police Department and reported to the Illinois Department of Transportation. Melissa Haynes, the Crime Analyst for the Urbana Police Department, and Alex Bautista, the Director of the Human Relations Office, worked collaboratively to outline the information to be analyzed and presented in this report.

This report contains information from traffic stops conducted by the Urbana Police Department from January 1, 2004 to September 30, 2016. It provides a closer look at the following categories:

- All traffic stops
- Benchmarks
- Officers' decisions to stop
- Outcomes of traffic stops
- Individuals stopped multiple times
- Searches conducted during traffic stops

The following report serves as an analysis of traffic stop activity from the Urbana Police Department over the last 12 years and 9 months. After each section, a recommendation for tracking is presented. Moving forward, it is recommended that the preceding 5 years serve as a baseline and compared to the most recent data, by year, to monitor substantial changes over time.

Please note that some level of human error is possible at every point the data – from individuals providing data to the officers, to officers reporting data, to representatives entering data, and to the crime analyst querying and analyzing the data. Every effort has been made to ensure the accuracy of the data.

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Introduction

Beginning in January 2004, Illinois police agencies have been required to collect and submit information about traffic stops to the Illinois Department of Transportation (IDOT) on a yearly basis.[1] The IDOT definition for a traffic stop is, "A *traffic stop* occurs when an officer stops a motor vehicle for a violation of the Illinois vehicle code, or for a local traffic violation. The Traffic Stop Study data does not include traffic citations arising from traffic crashes, or in cases in which an officer stops a vehicle that has been linked to a specific crime, such as a vehicle wanted in connection with a robbery."[2]

The information submitted includes the reasons for stops, outcomes of stops, lengths of time of stops, the race of the driver, as well as information on vehicle consent searches and dog sniffs. IDOT compiles this information in an annual report and presents the information for the entire state as well as by agency.

City council members and citizen groups have been interested in further analysis beyond what is presented in the yearly IDOT report, and UPD traffic stop data has been examined by multiple entities, including a committee established by City Council, the Urbana Traffic Stop Data Task Force committee.[3] The main focus of these analyses has been on *racial disparities*. Racial disparities can be examined at two decisions-points using the traffic stop data: pre-stop and post-stop. The "decision to stop" analysis relies on a benchmark of the driving population of the jurisdiction. The IDOT study utilizes Census data to establish an adjusted baseline (benchmark), which is simply the racial makeup of the population of individuals aged 14 and over residing in Urbana as counted in the Census. There has been some disagreement as to the reliability of utilizing an adjusted census figure as the baseline, as over half of the individuals stopped in Urbana do not reside in Urbana.

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[1] Public Act 096-0658

[2] Alexander Weiss Consulting. 2016. *Illinois Traffic Stop Study: 2015 Annual Report.* Springfield, IL: Illinois Department of Transportation.

[3] The final report from the Traffic Stop Data Task Force can be found here:
http://www.urbanaillinois.us/sites/default/files/attachments/task-force-final-report-vol-i-main-report-ver151222_1.pdf and the statistical tables here:
http://www.urbanaillinois.us/sites/default/files/attachments/task-force-final-report-vol-ii-statistical-report-ver151222_1.pdf

Decisions made after the stop include the issuance of a warning or citation, asking to perform a consent search, and performing a canine sniff. A benchmark is not required to examine these data.

The following report presents data from all traffic stops conducted by UPD from January 1, 2004 to September 30, 2016. Particular attention is paid to racial disparities in pre- and post-stop decision-making.

Status of Traffic Stop Data Task Force Recommendations

The Urbana City Council established a Traffic Stop Data Task Force, which began meeting in June 2014 and completed its work on December 7, 2015. It issued a two volume Urbana Traffic Stop Data Task Force's Final Report containing a series of recommendations. Four recommendations are specific to statistics:

2.1 RECOMMENDATION: A key recommendation is to hire or enlist the services of a statistician to provide the Police Department with an annual assessment of trends in traffic stops. Trends should be examined for racial disparities. If disparities are identified, they should be examined for a link to training, current policing tactics or biases.

2.1 IMPLEMENTATION STATUS: Melissa Haynes began working as the Urbana Police Department Crime Analyst on August 24, 2016. She has undergone training with Information Technology, Police Services Representatives, the Champaign Intelligence Analyst, and participated in several ride-alongs with officers and sergeants. She attended a week-long training conference for the International Association of Crime Analysts.

The present report spans all years of the IDOT traffic stop data to examine trends and racial disparities, as well as several additional data points requested by City Council Members and the Chief of Police.

2.2 RECOMMENDATION: The data collected by the Police Department should be made available to the public to the greatest extent possible. Use of the Urbana Open Data web portal seems like a natural way to do this.

2.2 IMPLEMENTATION STATUS: The Crime Analyst will work with the Information Technology Department to regularly publish the IDOT traffic stop data, with identifiers removed, to the Urbana Open Data web portal.

2.3 RECOMMENDATION: The City Council or an appointed commission should review statistical data regarding traffic stops bi-annually or annually and publicly report on whether progress in reducing traffic stop racial disparities is occurring.

2.3 IMPLEMENTATION STATUS: This report puts forth several recommendations for data points to track on a regular basis.

2.4 RECOMMENDATION: Statistical evidence should be gathered on how often traffic stops lead to arrests. The arrests should be classified according to traffic crimes, warrant arrests, drug crimes, property crimes, and violent or weapons crimes. The arrests should be further classified as to the type of stop that was made: traffic, patrol or community caregiving. Gathering these particular statistics would permit an evaluation of the efficacy of investigatory stops as a crime-fighting tool, which could be used as a basis for future policy decisions.

2.4 IMPLEMENTATION STATUS: Preliminary arrest analysis is included in Section 4.2 of this report. However, given the nature of police reports, the information cannot be organized in the structure requested. Arrests cannot be classified by type. One person can be charged with multiple offenses (pulled over for a traffic offense, determined to have a warrant, an unlawful firearm, and drugs). This one person with one arrest would fall into four categories. Data is presented by charge.

In addition to the statistical recommendations, a number of recommendations were put forth that the police department has made significant progress in addressing. For example, in 2015, the entire department participated in 8 hours of training on meaningful and professional traffic stops. In 2016, an in-service training was conducted on implicit bias and diversity, which will be ongoing. These topics are also covered in daily training bulletins and scenario-based trainings.

Section 1. Measuring Traffic Stops

Before delving into a detailed analysis of the traffic stop data, it is important to consider traffic stops as a whole. When a police officer makes the decision to initiate a traffic stop, from that moment on, data is collected that is required by IDOT (i.e., reason for stops, type of moving violation, result of stop, information on searches requested or performed, the outcome and the outcome of searches). The Urbana Police Department also collects information for the citation or warning, including information on the driver of the vehicle, information about the vehicle, the location of the violation, and the type of violation. This information is collected on a traffic citation or warning sheet, then entered by Police Services Representatives (PSRs) into the Area-Wide Records Management (ARMS) program.

This information can be queried and extracted using the program DB2 by the stop, by the violation, or by the person. Unless otherwise noted, the unit of analysis is the traffic stop.

Section 1.1. All Traffic Stops

Since the inception of the IDOT traffic study in 2004 to September 30, 2016, UPD has conducted a total of 47,666 traffic stops. This is between 2909 and 4306 vehicles per year. Figure 1 presents the yearly number of traffic stops conducted.

Figure 1. Traffic Stops by Year, 2004 -2016
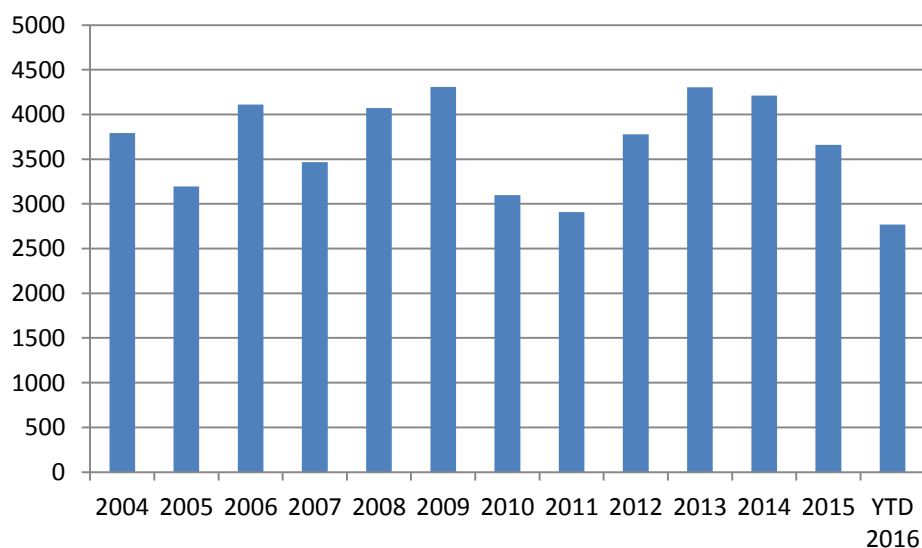
While this is instructive, no meaningful trends are apparent. To better understand an individual year's traffic stop numbers compared to previous years, Figure 2 compares single years to a rolling 5-year average. The rolling 5-year average includes the year in question and the previous four years (for example, in 2008, the 5-year average is 2004-2008, and in 2015, the 5-

year average is 2011-2015). From this information, UPD officers stopped more drivers than average in 2008, 2009, 2012, 2013, and 2014; and fewer drivers than average in 2010, 2011, and 2015.

Figure 2. Traffic Stops by Year and 5-Year Average, 2004 – 2015
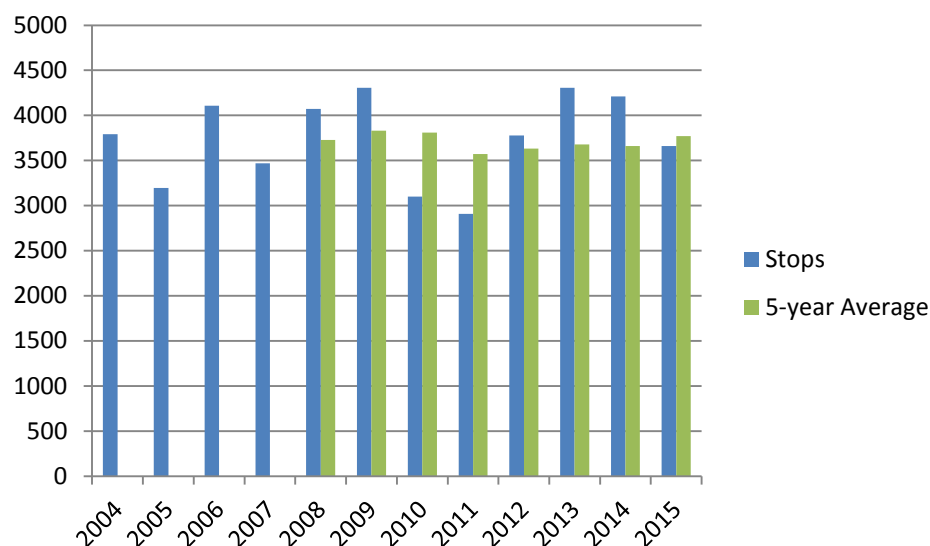
To examine this data further, *standard deviations* and *z-scores* were considered to measure dispersion. Because there will be variance in the number of stops in any given year, this analysis allows us to consider whether this variance is within or outside of a normal range.

The standard deviation statistic was determined using the variance from the mean. The z-score is the number of standard deviations of each year's traffic stops from the rolling 5-year average of traffic stops.[4] The most meaningful z-scores in the below table are those that begin with a positive or negative 1, which indicates that in those years, UPD conducted more traffic stops than would be expected based on the rolling 5-year average.

These figures are presented in Table 1. In 2009 and 2013, UPD officers conducted more traffic stops than would be expected, and in 2010 and 2011, fewer were conducted. In 2012, 2014, and 2015, the number of traffic stops conducted was within the normal range.

[4]In a *normal curve*, about 68% of the values will fall within one standard deviation of the mean. About 26% of values will fall within two standard deviations of the mean, and about 4% within three standard deviations of the mean.

Table 1. Traffic Stops By Year, January 1, 2004 – September 30, 2016

	Stops	5-year Average	Standard Deviation	Z-Score
2004	3792			
2005	3194			
2006	4109			
2007	3468			
2008	4071	3726.80	352.04	0.98
2009	4306	3829.60	423.80	1.12
2010	3099	3810.60	452.99	-1.57
2011	2909	3570.60	540.71	-1.22
2012	3777	3632.40	543.11	0.27
2013	4305	3679.20	587.18	1.07
2014	4210	3660.00	567.62	0.97
2015	3659	3772.00	496.69	-0.23
YTD 2016	2767			

Section 1.2. Demographics of Drivers

The race of the driver is collected in all traffic stops. The percentage by race of the driver of the total number of traffic stops for each year is presented in Table 2. While there is some variation across years, African American and Caucasian drivers account for over 80% of all traffic stops. This disparity will be examined in more detail later in this report.

Table 2. Race of Drivers in Traffic Stops, January 1, 2004 – September 30, 2016

	Asian	African American	Hispanic	American Indian	Caucasian	Unknown	Total
2004	7.01%	35.68%	3.06%	0.05%	54.19%	0.00%	3792
2005	7.33%	33.53%	3.57%	0.19%	55.35%	0.03%	3194
2006	8.44%	35.36%	3.41%	0.02%	52.76%	0.00%	4109
2007	7.35%	34.63%	3.34%	0.03%	54.58%	0.06%	3468
2008	8.06%	33.28%	4.25%	0.02%	54.38%	0.00%	4071
2009	9.13%	34.16%	4.39%	0.05%	52.28%	0.00%	4306
2010	9.45%	38.17%	4.49%	0.06%	47.82%	0.00%	3099
2011	8.80%	34.62%	4.64%	0.03%	51.91%	0.00%	2909
2012	8.92%	29.68%	3.55%	0.13%	57.72%	0.00%	3777
2013	11.45%	29.71%	3.69%	0.19%	54.94%	0.02%	4305
2014	10.52%	28.03%	4.89%	0.29%	56.27%	0.00%	4210
2015	10.63%	29.54%	4.59%	0.14%	55.10%	0.00%	3659
YTD 2016	10.88%	28.48%	4.73%	0.33%	55.58%	0.00%	2767
Average	9.08%	32.68%	4.05%	0.12%	54.07%	0.01%	

Section 1.3. Recommendation for Tracking

It is recommended that UPD continue to compile yearly information on the number of traffic stops similar to Table 1. This will allow for the monitoring of any substantial changes (e.g., decrease in traffic stops due to change in policy). Furthermore, the race of the driver is already reported yearly to IDOT; and compiling this information across years will be useful to track changes over time.

Section 2. Benchmarks

There has been considerable discussion surrounding the issue of *benchmarks*. The IDOT traffic study utilizes the population figures from the decennial Census to create an adjusted figure for the driving population by including all individuals age 14 and older, as a proxy measure for the driving population in a jurisdiction.[5] Table 3 presents the population numbers used for the IDOT traffic study from the 2010 Census. This methodology facilitates comparative analysis among jurisdictions throughout Illinois (i.e., Champaign, U of I, Rantoul, etc.).

Table 3. IDOT Figures Estimating the Urbana Driving Population

	Population	Percent
American Indian/Alaskan Native	55	0.15%
Asian	6925	19.22%
Native Hawaiian/OPI[6]	57	0.16%
African American	5344	14.83%
Hispanic	1853	5.14%
Caucasian	21799	60.50%
Total Population	36033	100.00%

However, approximately half of drivers stopped by the Urbana Police Department do not live in Urbana. This raises questions about the validity of using the Census figures as proxy measure of the population of drivers on Urbana roadways. Urbana has a large student population that may not be counted by the Census. There are a number of regional employers in Urbana, including Carle Hospital, the University of Illinois, and the County of Champaign. Furthermore, there are sporting events at the U of I that draw thousands of drivers through Urbana.

One suggestion raised at City Council meetings was to consider the racial demographics of drivers involved in accidents. For each accident that is reported (either through a 911 call, a non-emergency line call, in person at the police department, or if an officer witnesses an accident) that occurs within UPD jurisdiction, an accident report is created in LexisNexis by an officer. The officers collect a great deal of information on the accident report, including race of the drivers. For hit-and-run accidents, the race is entered as unknown, unless witnesses are

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[5] Weiss, A. (2005). *Illinois Traffic Stop Statistics Act: Report for the Year 2014.* Springfield, IL: Illinois Department of Transportation.

[6] UPD does not capture this category.

able to provide the race of the driver. All individuals involved in the accident are entered into ARMS, and this includes their relationship with the vehicle (e.g., driver, passenger, etc.). In a traffic accident, the possible roles for drivers are *arrestee*[7] (ticketed drivers), and *other* (involved drivers who are not ticketed). It should be noted that this process of tracking changed significantly in 2013. Information entered in ARMS prior to 2013 is incomplete, and therefore cannot be used for comparison.

There were 1003 drivers involved in reported traffic accidents in 2015. The racial breakdown of drivers for both ticketed and non-ticketed drivers is included in Table 4. Because the decision to write a ticket involves a certain amount of officer discretion, and in calculating the benchmark, the interest is in understanding the population of drivers in Urbana, all drivers in traffic accidents are considered for the analysis.

Traffic information is not a perfect indicator of drivers on all Urbana streets. Some people, in their commute to work, home, or leisure activities, may be more likely to travel on accident-prone roadways. This is a fair representation of all drivers involved in accidents, and may be a suitable proxy measure for the driving population, but it is not without error.

Table 4. Ticketed and Non-Ticketed Drivers Involved in Reported Traffic Accidents, 2015

	Ticketed Drivers	Non-ticketed drivers	Total	Percent
American Indian/Alaskan Native	1	0	1	0.10%
Asian	68	64	102	10.17%
African American	121	74	195	19.44%
Hispanic	20	11	31	3.09%
Unknown	0	15	15	1.50%
Caucasian	344	315	659	65.70%
Total	554	449	1003	100.00%

Table 5 presents the percentages of drivers by race involved in reported traffic accidents from 2013 through 2015. While this is fewer years of information than would be ideal, due to the change in data entry, this is the most accurate data available.

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[7] This does not indicate that the driver was custodially arrested. The terminology is used to denote the recipient of a traffic citation, NTAs, and individuals who are placed under arrest.

Table 5. Drivers Involved in Reported Accidents, 2013 – 2015.

	2013	2014	2015	Average	Standard Deviation	Range Within 1 Standard Deviation
American Indian/Alaskan Native	0.25%	0.19%	0.10%	0.18%	0.06%	0.12 – 0.25%
Asian	8.48%	11.50%	10.17%	9.70%	1.23%	8.81 - 11.27%
African American	18.61%	18.23%	19.44%	18.74%	0.52%	18.22 - 19.26%
Hispanic	4.18%	3.61%	3.09%	3.62%	0.44%	3.18 – 4.06%
Unknown	0.13%	0.49%	1.50%	0.70%	0.58%	0.12 – 1.28%
Caucasian	68.35%	65.98%	65.70%	66.72%	1.20%	65.52 – 67.91%
Total Drivers	790	1026	1003			

One final proxy measurement for the population of Urbana drivers involves considering Strategic Traffic Enforcement Program stops. STEP patrol areas are decided by a sergeant, and can be based on input from the Traffic Commission, citizens, traffic crash reports, departmental knowledge, and previous STEP details. Most frequently, STEP patrols are focused on all traffic infractions that have the potential to lead to an accident, with one officer assigned to the specific area. However, this does vary. Sometimes multiple officers are assigned, and one officer will stand on the sidewalk in plainclothes and radio to an officer in a car when an infraction is identified. Sometimes STEP patrols are for specific infractions – seatbelts, speeding, cell phones in school zones, loud music, etc.

Table 6 presents a comparison in racial demographics of drivers stopped for STEP and non-STEP stops. There is still a measure of discretion in the decision to stop, and STEP patrols are targeted to specific areas, so this is not a perfect measure of the driving population on Urbana roadways.

Table 6. Driver Racial Demographics for STEP and Non-STEP Traffic Stops, 2015

	STEP	Non-STEP
American Indian/Alaskan Native	0.11%	0.15%
Asian	7.56%	11.71%
Native Hawaiian/OPI	0.00%	0.00%
African American	19.54%	33.06%
Hispanic	3.68%	4.91%
Caucasian	69.12%	50.17%
Total	952	2707

The different estimations for the racial breakdown of the population of Urbana drivers are included in Table 7.

Table 7. Comparison of Estimations of Racial Details for Urbana Drivers, 2015

	Traffic Stops	Census Driving Population	Drivers Involved in Traffic Accidents
American Indian/ Alaskan Native	0.14%	0.15%	1.78%
Asian	10.60%	19.22%	10.05%
Native Hawaiian/OPI	0.00%	0.16%	0.00%
African American	29.54%	14.83%	18.79%
Hispanic	4.59%	5.14%	3.71%
Caucasian	55.58%	60.50%	65.66%

Section 2.1 Disparity Ratios

These figures are then used as the denominator to create the disparity ratio, as shown in Table 8. Ratios larger than one indicate that a given racial group is stopped at higher rate than would be expected based on the estimated population of drivers. The final column in Table 8 is the disparity ratio for STEP vs. non-STEP stops, assuming the STEP stops are representative of the driving population in Urbana.

Table 8. 2015 Traffic Stop Disparity Ratios, Using Different Benchmarks

	Census Driving Population	Drivers Involved in Traffic Accidents	STEP Traffic Stops
American Indian/Alaskan Native	0.91	0.08	1.41
Asian	0.55	1.06	1.55
Native Hawaiian/OPI	0.00	0.00	0.00
African American	1.99	1.57	1.69
Hispanic	0.89	1.24	1.34
Caucasian	0.92	0.85	0.73

As evidenced by the above analyses, there is not a perfect way using existing data to determine the driving population in Urbana. It is likely that the true measure of racial disparity lies within

the range of the figures calculated above. Absent a valid measurement of the driving population, the disparity ratios are meaningless alone, but will be useful in tracking changes over time.

The best way to measure the disparity may be traffic accidents. There is no discretion on the part of officers on which accidents get reported; however, accidents are likely concentrated by location, so still should be interpreted with caution. Table 9 presents the range of disparity ratios using the average and standard deviation of the race of drivers involved in traffic accidents. These figures were calculated using all accidents from 2013 – 2015, and the low and high points in the range are calculated by adding and subtracting one standard deviation from the average.

Table 9. 2015 Traffic Stop Disparity Using Traffic Accidents, 2013-2015

	Drivers Involved in Traffic Accidents, Low	Drivers Involved in Traffic Accidents Average	Drivers Involved in Traffic Accidents, High
American Indian/Alaskan Native	0.57	0.77	1.17
Asian	0.94	1.06	1.20
African American	1.53	1.58	1.62
Hispanic	1.13	1.27	1.44
Caucasian	0.82	0.83	0.85

Table 10 uses the average of all drivers involved in traffic accidents from 2013-2015 (as shown in Table 5) to calculate the range of disparity ratios for traffic stops. This assumes that the driving population has not changed significantly from 2004 – 2012, which may or may not be the case. As shown below, the disparity ratio for Asian drivers has increased over time to close to 1, and the disparity ratio for African American drivers has decreased from a high of 2 to about 1.5. The disparity ratio for Hispanic drivers has increased from 0.84 to about 1.3, and the Caucasian disparity ratio continues to hover just about 0.8. The American Indian ratio is not reported as the percentage of stops is less than 0.5% of all drivers.

While a perfect measure of the driving population in Urbana remains elusive, using every proxy measure, African Americans are more likely to be stopped than expected based on driving population estimates.

Table 10. Traffic Stop Disparity Using 2013-2015 Traffic Accidents

	Asian	African American	Hispanic	Caucasian
2004	0.70	1.90	0.84	0.81
2005	0.73	1.79	0.99	0.83
2006	0.84	1.89	0.94	0.79
2007	0.73	1.85	0.92	0.82
2008	0.80	1.78	1.17	0.82
2009	0.91	1.82	1.21	0.78
2010	0.94	2.04	1.24	0.72
2011	0.88	1.85	1.28	0.78
2012	0.89	1.58	0.98	0.87
2013	1.14	1.59	1.02	0.82
2014	1.05	1.50	1.35	0.84
2015	1.06	1.58	1.27	0.83
YTD 2016	1.08	1.52	1.31	0.83

Section 2.2 Demographics of All Police Contacts

When a police report is created, UPD officers collect information on individuals involved. Individuals can be classified as an offender, "arrestee," witness, reporting person, towee, field interviews, and other.

An *arrestee* is someone who has been issued a notice to appear (NTA), physically arrested, or issued a traffic citation. UPD will list someone as an offender when there is reasonable suspicion of guilt but is not arrested, cited, or issued an NTA. Additionally, someone could be listed as an offender for non-criminal events (e.g., domestic disputes).

The following police response, included as an example, has six individuals associated with it.

> THREE OFFENDERS FORCEFULLY ENTERED A RESIDENCE WITHOUT THE VICTIM'S CONSENT OR KNOWLEDGE AND STOLE ITEMS FROM THE HOUSE. ONE OFFENDER FLED THE HOUSE AND WAS CAUGHT BY OFFICERS AND WAS LOCATED WITH STOLEN ITEMS FROM THE HOUSE. THE OTHER TWO OFFENDERS WERE LOCATED COMING OUT OF THE HOUSE AND WERE ARRESTED. TWO OF THE OFFENDERS HAD WARRANTS FOR THEIR ARREST.

This analysis counts each individual's role by incident. In the above example, the three offenders were apprehended and arrested, so they are classified as arrestees. The two owners of the home are classified as victims. There was also a witness.

If a victim reports and witnesses a crime, that individual would only be counted as a victim, not as a reporting person or a witness. There are some cases (e.g., domestic disputes) where an individual is counted as both the offender and victim. In some cases, (e.g., driving under the influence) the victim is listed as society. In some cases, the victim is a business. The only victims counted in this analysis are people.

In two categories (reporting person and witness), race is recorded far less frequently than other categories. These categories should be interpreted with caution.

Table 11 presents the racial demographics of citizen contacts with the Urbana Police Department where individuals were recorded on the police report in categories of arrestee, offender, victim, witness, reporting person, and field interviewee. Table 12 also displays the racial makeup of Urbana as measured by the 2010 Census.[8] These figures are slightly different from the IDOT Census figures, as these include individuals of all ages.

Table 11. Racial Demographics of Citizen Contacts with Police, 2015.

	"Arrestee"	Listed Offender	Listed Victim	Witness	Reporting Person	Field Interviewee	Census Population
Asian	7.29%	5.26%	6.00%	1.56%	2.26%	4.03%	17.8%
African American	40.33%	51.81%	42.51%	35.31%	23.71%	43.84%	16.3%
Hispanic	4.78%	2.48%	2.90%	6.26%	7.73%	3.46%	5.2%
Native American	0.06%	0.08%	0.30%	0.07%	0.06%	0.09%	0.3%
Unknown	0.04%	1.16%	0.62%	2.72%	0.58%	0.20%	0.00%
Caucasian	47.50%	39.21%	47.68%	54.08%	65.66%	47.51%	60.4%
TOTAL	4813	3953	4352	1470	1552	4567	41,471
% Urbana Resident	48.72%	51.61%	76.82%	57.82%	55.19%	Too many missing[9]	100.00%

Similar to the Illinois Department of Traffic Stop Study, a ratio can be created using the percentage of individuals by race victimized to the Urbana population. Over 75% of victims

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[8] The Census collects information differently, so the categories do not match precisely. In Urbana, 2.1% of the population identifies as a race other than those listed below, and 3.1% identify as two or more races. Race and ethnicity are classified separately in the Census, so Hispanic or Latino is an ethnicity, not a race. An individual can be Hispanic and any race.

[9] This is not tracked for field interviewees in over 90% of cases.

reside in Urbana, so this is a valid benchmark for victimization, *but should be interpreted with caution for the other categories*. As shown in Table 12, African Americans have higher-than-expected contacts with police in all categories, based on the Census population, and Asians have lower-than-expected contacts with the police in all categories.

Table 12. Disparity Ratios for Citizen Contacts with Police, 2015

	"Arrestee"*	Listed Offender*	Listed Victim	Witness*	Reporting Person*	Field Interviewee*
Asian	0.41	0.30	0.34	0.09	0.13	0.23
African American	2.47	3.18	2.61	2.17	1.45	2.69
Hispanic	0.92	0.48	0.56	1.20	1.49	0.67
Native American	0.00	0.01	0.00	0.00	0.00	0.00
Caucasian	0.79	0.65	0.79	0.90	1.09	0.79
% Urbana Resident	48.72%	51.61%	76.82%	57.82%	55.19%	Too many missing

*Interpret with caution, as the benchmark is the Census and about half of the individuals in these categories are Urbana residents.

Section 2.3. Recommendation for Tracking

As the disparity ratio is an important indicator of potentially biased policing practices, it will be imperative to continue to track this information. The benchmark can continue to be tracked using multiple methods to give a more complete picture of the driving population in Urbana, and should be measured by year for consideration of changes over time. As additional implicit bias training is conducted with officers, this data can be used to explore potential changes in disparity ratios after training.

Additionally, a proposal has been submitted for mapping software to allow for the geographic analysis of census demographics, reported crimes, traffic accidents, STEP patrols, etc. Being able to spatially analyze this information will allow for the comparison of disparity ratios by beat, and can serve as a tool in directing police resources (e.g., STEP and targeted patrol) to areas that are most at-risk (e.g., traffic accidents with injuries and serious crime).

With respect to disparity in citizen contacts, it is recommended that officers and PSRs begin to track with regularity the race of the reporting person and witnesses. Furthermore, the Urbana residency status of individuals who are interviewed in the field should be recorded. Additional analysis, particularly spatial analysis, should be conducted on racial disparities in field interviews.

Section 3. Decision to Stop

There are two different points to examine potential disparities in traffic stops. The first is the decision to stop a vehicle, and the second is the decision(s) made after the vehicle is stopped (e.g., warning vs. citation, requesting consent to search, etc.). Section 3 focuses on the decision to stop, and analyzes UPD data on the motivation for stops and reason for stops.

Section 3.1. Motivation for Stops

The motivations for stop categories are as follows:

> **Traffic Problem** – With the motivation of reducing the number and severity of motor vehicle crashes, an officer conducts a static patrol in an area with a disproportionate number of crashes.
> **Targeted Patrol** – With the motivation of investigating a specific incident, an officer conducts a targeted stop.
> **Community Caretaking** – With the motivation of educating a driver, an officer stops a vehicle.

A pretextual stop can be defined as a stop conducted for a lawful reason (observed violation) for the purpose of investigating further suspected criminal activity. In a clear-cut traffic stop, such as the below example, targeted patrol was marked.

> ON 05/07/2016 AT APPROXIMATELY 2203 HOURS, I WAS PATROLLING THE AREA OF LIERMAN AND WASHINGTON, WHEN I OBSERVED TWO MALES STANDING IN FRONT OF EACH OTHER INSIDE THE PHILLIP 66 GAS STATION, 1511 E WASHINGTON. I NOTICED ONE OF THE MALES HAD MONEY IN HIS HAND AND WAS ABOUT TO GIVE IT TO THE OTHER MALE UNTIL HE SAW MY SQUAD CAR. THE MALE WITH THE MONEY IMMEDIATELY TURNED AROUND AND WENT INSIDE OF THE STORE. THE OTHER MALE QUICKLY GOT INTO A BLACK FORD FUSION, AND BEGAN DRIVING OUT OF THE PARKING LOT. IT SHOULD BE NOTED, THE PHILLIP 66 IS A HIGH DRUG ACTIVITY AREA TO THE UPD. I ALSO BELIEVED I POSSIBLY INTERRUPTED A HAND TO HAND DRUG TRANSACTION.
>
> AS THE VEHICLE EXITED THE PHILLIP 66 PARKING LOT, THE DRIVER STOPPED AT THE STOP SIGN AT LIERMAN AND WASHINGTON. I NOTICED THE DRIVER FAILED TO USE HIS TURNING SIGNAL BEFORE TURNING WEST BOUND ONTO WASHINGTON. I THEN ACTIVATED MY OVERHEAD EMERGENCY LIGHTS TO ADDRESS THESE ISSUES AND THE DRIVER PULLED INTO THE ENTRANCE OF THE COVE APARTMENT, 1507 E WASHINGTON.

The above is an example of a purely pretextual stop, which would be objectively defined as a targeted patrol. However, not all pretextual stops are so clear, so it's possible that pretextual stops may be marked as community caretaking or traffic issues, and not targeted patrol.

UPD officers began tracking the motivation for stops in May 2015, and inconsistencies were identified. Command staff directed sergeants to retrain and coach officers on the proper use of the motivation for stops. This retraining began on December 23, 2015. For accuracy, the data are examined separately, in *introductory* and *mature* periods.

The unit of analysis for the following information is the *stop* to capture the motivation of each time an officer makes the decision to initiate a traffic stop.

As shown in Figure 3, only 4% (122) of traffic stops from January 1 through September 30, 2016 were motivated by targeted patrol. A community caretaking motivation accounted for 24% (647), while traffic issue was the leading motivation for stops at 72% (1994).

Figure 3. Motivations for Stops, Introductory and Mature Periods

May 1 - Dec 31, 2015

22%
7%
71%

Jan 1 - Sept 30, 2016

24%
4%
72%

■ Community Caretaking

■ Targeted Patrol

■ Traffic Issue
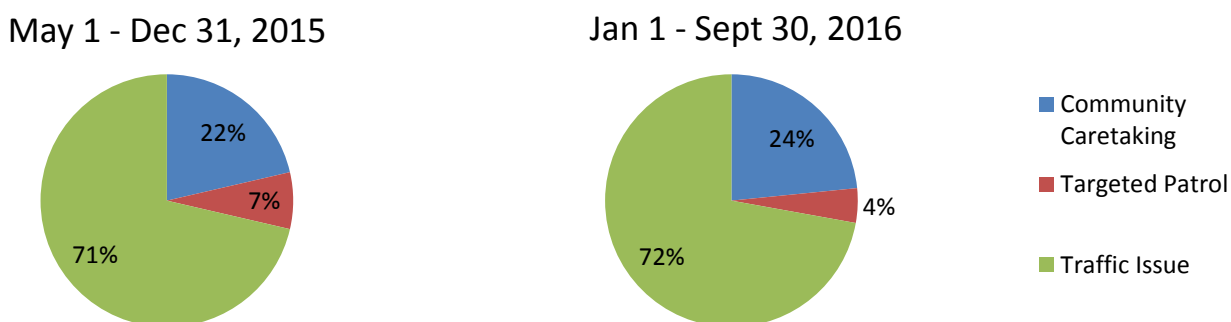
Tables 13 and 14 provide the race details of the driver by the motivation for each stop. American Indian drivers were only stopped 14 times, so this race is not included in the below analysis. In the introductory period, the percentages of minorities stopped for targeted patrol is artificially high. In the mature period, after the retraining, the percentages of each race stopped for targeted patrol is between 3-5%. Hispanic drivers are more likely to be stopped under the Traffic Issue motivation, and Asian drivers are most likely to be stopped for Community Caretaking motivation.

Table 13. Race of Drivers by Motivation for Stops, May 1, 2015 – September 30, 2016

May 1, 2015 – December 31, 2015				
	Community Caretaking	Targeted Patrol	Traffic Issue	Total
Asian	26.18%	5.82%	68.00%	275
African American	25.72%	7.93%	66.35%	731
Hispanic	19.35%	7.26%	73.39%	124
Caucasian	18.33%	7.11%	74.56%	1462

January 1, 2016 – September 30, 2016				
	Community Caretaking	Targeted Patrol	Traffic Issue	Total
Asian	29.24%	2.66%	68.11%	301
African American	25.76%	4.95%	69.29%	788
Hispanic	19.08%	4.58%	76.34%	131
Caucasian	21.26%	4.42%	74.32%	1538

Table 14. Motivation for Stops by Race of Drivers, May 1, 2015 – September 30, 2016

May 1 – Dec 31, 2015		
Community Caretaking	**Stops**	**Percent**
Asian	72	13.04%
African American	187	33.88%
Hispanic	24	4.35%
Caucasian	268	48.55%
Total	552	
Targeted Patrol	**Stops**	**Percent**
Asian	16	8.56%
African American	58	31.02%
Hispanic	9	4.81%
Caucasian	104	55.61%
Total	187	
Traffic Issue	**Stops**	**Percent**
Asian	186	10.09%
African American	482	26.15%
Hispanic	90	4.88%
Caucasian	1084	58.82%
Total	1843	

Jan 1 – Sept 30, 2016		
Community Caretaking	**Stops**	**Percent**
Asian	88	13.60%
African American	203	31.38%
Hispanic	25	3.86%
Caucasian	326	50.39%
Total	647	
Targeted Patrol	**Stops**	**Percent**
Asian	8	6.56%
African American	39	31.97%
Hispanic	6	4.92%
Caucasian	68	55.74%
Total	122	
Traffic Issue	**Stops**	**Percent**
Asian	205	10.28%
African American	546	27.38%
Hispanic	98	4.91%
Caucasian	1141	57.22%
Total	1994	

Section 3.2. Reason for Stops

For each traffic citation or warning, an officer must indicate not only his or her motivation for initiating the stop, but also the reason for the stop. These reasons include moving violations, equipment violations, license/registration violations, and commercial violations.   Figure 4 illustrates the percentages of traffic stops by reason. Of the 47666 stops conducted, 10 were missing the reason and were excluded.

Figure 4. Traffic Stops by Reason, January 1, 2004 – September 30, 2016
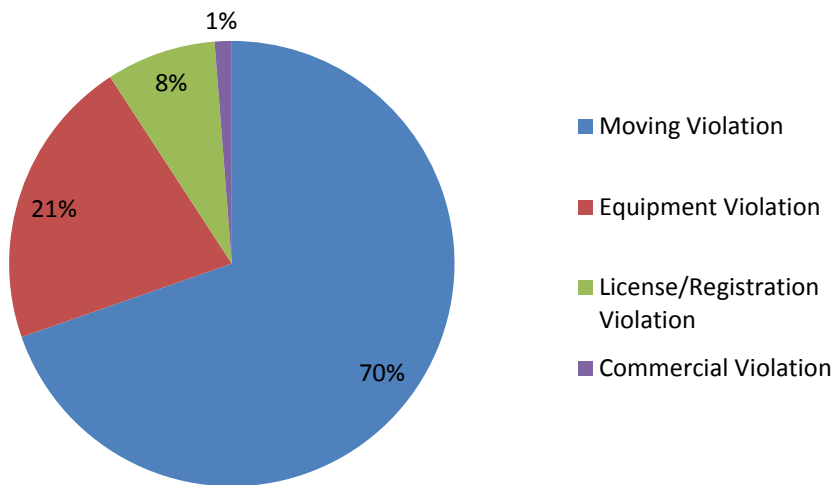

Table 15 presents the racial breakdown of reasons for traffic stops for moving violations, equipment violations, and license/registration violations.   Because commercial violations account for approximately 1% of all traffic stops, this is excluded from the analysis.

Table 15. Racial Demographics of Stopped Drivers by Reason for Stop, January 1, 2004 – September 30, 2016.

	Moving Violation	Equipment Violation	License/Registration Violation	Total
Asian	73.74%	21.44%	4.55%	4334
African American	60.77%	27.00%	10.17%	15543
Hispanic	68.02%	22.19%	8.80%	1920
Caucasian	74.42%	17.51%	7.14%	25801

Some of these percentages are disproportionately higher than would be expected, particularly the rate at which African Americans are stopped for Equipment Violations and License/Registration Violations. Table 16 disaggregates this information by year. While there is still disparity, the percentage of African Americans stopped for equipment violations was highest before 2010, has decreased in the last 5 years. License/registration violations have more variation across all minority races, but year-to-date 2016, drivers of all races are close to the average of 8%.

Table 16. Race of Drivers of Stopped Vehicles, by Year

Moving Violation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016 YTD
Asian	71.05%	81.20%	82.71%	77.25%	75.91%	70.74%	78.84%	75.00%	77.15%	70.39%	69.07%	68.12%	68.11%
African American	61.35%	66.01%	65.86%	57.79%	56.90%	52.55%	55.20%	61.07%	63.96%	58.95%	60.76%	63.83%	72.08%
Hispanic	70.69%	66.67%	76.43%	66.38%	61.85%	58.73%	66.19%	68.89%	71.64%	57.86%	69.90%	74.40%	79.39%
Caucasian	68.81%	79.92%	78.97%	72.79%	75.43%	71.12%	70.11%	75.76%	77.94%	72.56%	72.27%	75.84%	76.40%
Equipment Violation													
Asian	21.80%	16.24%	14.99%	18.43%	19.82%	23.16%	19.11%	22.27%	19.88%	23.12%	24.38%	26.22%	24.58%
African American	21.36%	21.85%	24.57%	31.39%	33.58%	34.67%	31.19%	25.62%	25.25%	26.66%	25.93%	23.50%	20.69%
Hispanic	19.83%	22.81%	14.29%	27.59%	31.21%	28.57%	23.02%	19.26%	16.42%	25.16%	22.82%	20.24%	12.21%
Caucasian	18.83%	13.12%	14.25%	19.23%	18.47%	21.15%	21.52%	15.70%	16.51%	18.86%	18.57%	15.38%	14.89%
License/Registration Violation													
Asian	5.26%	1.28%	2.31%	2.75%	3.96%	6.11%	2.05%	2.73%	2.97%	6.49%	6.55%	5.66%	7.31%
African American	8.06%	6.26%	6.47%	7.99%	7.82%	12.03%	12.51%	12.71%	10.79%	14.39%	13.31%	12.67%	7.23%
Hispanic	5.17%	7.02%	7.86%	5.17%	5.20%	11.11%	10.79%	11.11%	11.94%	16.98%	7.28%	5.36%	8.40%
Caucasian	7.20%	4.02%	5.58%	6.23%	5.28%	7.42%	8.30%	8.34%	5.55%	8.58%	9.16%	8.78%	8.71%

The age of the car often comes into play with equipment violations, as older cars are more likely to have equipment failure than newer cars. Figure 5 illustrates the average age of the car for traffic stops by reason for stops, and Figure 6 portrays the average age of car by race. On average, cars stopped for moving violations are 8.74 years old, while cars stopped for equipment violations are 10.76 years old. African Americans drivers involved in traffic stops drive cars with the average age of 10.84 years old, while Asians stopped for traffic violations drive cars with the average age of 6.41 years old.

Figure 5. Average Age of Vehicle by Reason for Stops, January 1, 2004 – September 30, 2016
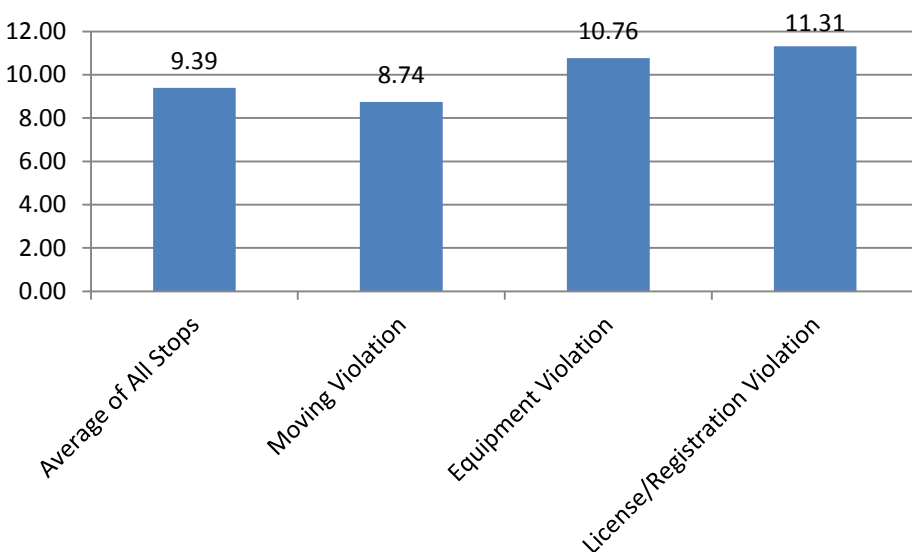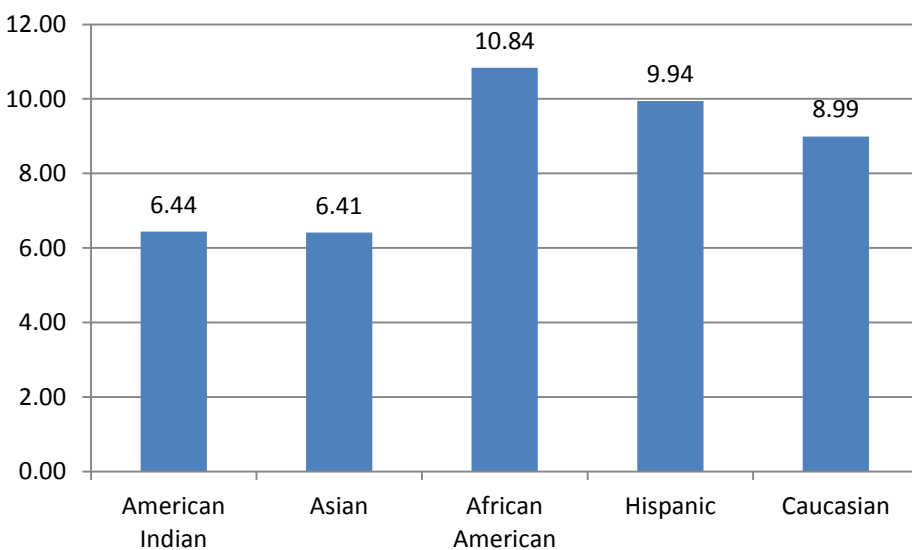

Figure 6. Average of Vehicle by Race of Driver, January 1, 2004 – September 30, 2016

Section 3.3. Motivation and Reason for Stops

Table 17 presents the motivation and reason for each stop from May 1, 2015 (when UPD first began tracking motivation) to September 30, 2016. These results are expected: Over 91% of stops motivated by traffic issues are for moving violations, and over 80% of stops motivated by community caretaking are for equipment or license/registration violations. Most targeted-patrol motivated stops are for moving violations.

Table 17. Motivation and Reason for Traffic Stops, May 1, 2015 – September 30, 2016.

	Community Caretaking	Targeted Patrol	Traffic Issue
Moving Violation	15.42%	82.85%	91.51%
Equipment Violation	58.67%	12.30%	5.04%
License/Registration Violation	25.29%	4.85%	3.45%
Total	1200	309	3851

Section 3.4. Recommendation for Tracking

These data points should continue to be monitored over time, as the proportion of minorities stopped for equipment and license/registration violations is consistently higher than Caucasian drivers.

Due to the interest expressed in identifying all pretextual traffic stops, individuals have proposed altering the categories of motivation to stop. This is not recommended from an analytical perspective. If the categories were changed, for example, in 2017, the motivation for stops data collected in 2015 and 2016 would not be comparable to any data collected moving forward.

To capture whether an officer has a pretextual motivation, in conjunction with any other motivation, it is recommended to add a checkbox. If the officer conducts a pretextual stop, this could be checked regardless of the motivation, reason, or outcome of the stop. This would require ordering new IDOT data collection stickers for 2017, and discarding all previous versions of the sticker.

Section 4. Outcomes of Traffic Stops

Analyzing information for decisions that are made after the stop is initiated is an ideal way to measure potential racial bias. These types of analyses require no guesswork about the benchmark – the comparison population is the stopped drivers.

The outcome is also a way to measure efficacy. This can be measured by the final result of the stop – a traffic ticket, a traffic warning ticket, and an outcome more serious than a traffic violation alone (e.g., warrant, drugs, etc.) Figure 7 presents the outcomes for all traffic stops since the inception of the IDOT traffic stop data collection.

Figure 7. Outcomes of Traffic Stops, January 1, 2004- September 30, 2016
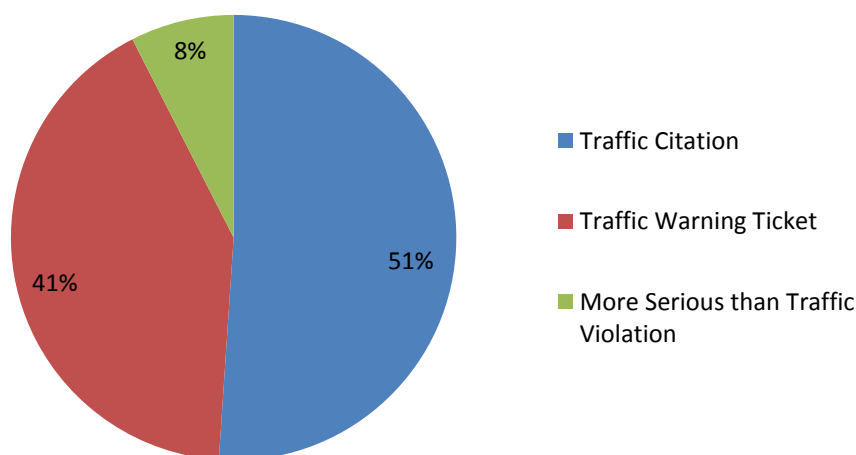
Table 18 presents the outcome by race. There were 5 cases in which the race was unknown. This data is available at a more detailed level than is reported by the IDOT traffic study; we are able to disaggregate the "citation" category into traffic citations, and crimes more serious than traffic violations. This is also presented by year in Table 19.

These tables indicate that, while there is some variation by year, Asian, Hispanic, and Caucasian drivers are similarly likely to receive traffic citations. Asian, African American, and Caucasian drivers are similarly likely to receive traffic warning tickets. African American and Hispanic drivers are more likely to be charged with a crime more serious than a traffic violation.

It should be noted that from 2014 - 2016, the number of traffic stops that result in an outcome more serious than a traffic violation are relatively low (187 or lower), so a variation in a few traffic stops can seem like a large increase in percentage.

Similarly, relatively few Hispanic drivers are pulled over when compared to other races (3.06 – 4.89%, less than 200 drivers per year). There is significant variation over the years in the outcomes for Hispanic drivers, but because the number of Hispanic drivers stopped is low, a difference in 3 fewer drivers with an outcome more serious than a traffic violation shows a 4% decrease.

Table 18. Outcomes of Traffic Stops by Race, January 1, 2004 – September 30, 2016

	Traffic Citation	Traffic Warning Ticket	More Serious than Traffic Violation	Total
Asian	56.84%	41.32%	1.84%	4335
African American	46.04%	41.02%	12.94%	15543
Hispanic	54.74%	27.08%	18.18%	1920
Caucasian	52.90%	42.71%	4.40%	25809

Table 19. Outcomes of Traffic Stops by Race by Year

Citation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016 YTD
Asian	46.24%	64.53%	61.38%	54.90%	63.41%	57.76%	63.48%	58.98%	63.50%	51.32%	52.37%	53.73%	52.16%
African American	36.88%	45.56%	43.22%	46.04%	46.86%	46.30%	48.18%	48.36%	53.70%	41.20%	45.00%	48.10%	55.20%
Hispanic	48.28%	52.63%	57.14%	46.55%	57.23%	48.15%	46.04%	46.67%	50.75%	62.26%	63.11%	60.71%	64.89%
Caucasian	39.95%	54.13%	51.98%	48.18%	56.10%	51.89%	51.82%	56.62%	60.00%	51.46%	52.13%	55.85%	59.62%
Traffic Warning													
Asian	51.50%	32.91%	36.02%	43.53%	34.45%	39.95%	34.13%	38.67%	36.20%	47.06%	44.70%	45.50%	47.51%
African American	47.89%	37.54%	40.12%	39.88%	39.63%	42.15%	38.63%	37.34%	32.74%	46.76%	46.78%	41.72%	38.83%
Hispanic	37.07%	28.95%	17.86%	28.45%	22.54%	23.81%	18.71%	25.19%	31.34%	27.04%	31.55%	31.55%	29.77%
Caucasian	51.87%	38.69%	42.57%	46.17%	38.62%	43.85%	44.53%	39.47%	37.16%	45.33%	45.17%	41.12%	38.56%
More Serious than Traffic													
Asian	2.26%	2.56%	2.59%	1.57%	2.13%	2.29%	2.39%	2.34%	0.30%	1.62%	2.93%	0.77%	0.33%
African American	15.23%	16.90%	16.66%	14.07%	13.51%	11.56%	13.19%	14.30%	13.56%	12.04%	8.22%	10.18%	5.96%
Hispanic	14.66%	18.42%	25.00%	25.00%	20.23%	28.04%	35.25%	28.15%	17.91%	10.69%	5.34%	7.74%	5.34%
Caucasian	8.18%	7.18%	5.44%	5.65%	5.28%	4.26%	3.64%	3.91%	2.84%	3.21%	2.70%	3.03%	1.82%

Table 20 presents the disparity ratio for each traffic stop outcome, calculated using the percentage of drivers of each race stopped for each year. There is some variation over time for citations, but generally, this ratio is the most evenly distributed amongst races. Hispanic drivers, from 2006-2011, were much less likely than expected to receive warnings, but the ratio since 2014 remains around 0.75. African American and Hispanic drivers are much more likely to have a traffic stop resulting in an outcome that is more serious than a traffic violation. It should be noted that in 2014, 2015, and YTD 2016, the number of more serious outcomes was 185, 187, and 83, respectively.

Table 20. Disparity Ratios for Traffic Stop Outcomes by Race and Year, January 1, 2004 – September 30, 2016

Citation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016 YTD
Asian	1.17	1.24	1.23	1.15	1.18	1.15	1.24	1.10	1.09	1.05	1.04	1.00	0.91
African American	0.93	0.88	0.87	0.96	0.87	0.92	0.94	0.90	0.93	0.85	0.89	0.90	0.96
Hispanic	1.22	1.01	1.15	0.97	1.07	0.96	0.90	0.87	0.87	1.28	1.25	1.14	1.13
Caucasian	1.01	1.04	1.04	1.01	1.05	1.03	1.01	1.06	1.03	1.06	1.03	1.04	1.04
Traffic Warning													
Asian	1.03	0.88	0.89	1.01	0.91	0.95	0.85	1.02	1.02	1.04	1.00	1.10	1.22
African American	0.96	1.00	1.00	0.92	1.05	1.00	0.96	0.98	0.92	1.03	1.04	1.01	0.99
Hispanic	0.74	0.77	0.44	0.66	0.59	0.57	0.47	0.66	0.88	0.60	0.71	0.76	0.76
Caucasian	1.04	1.03	1.06	1.07	1.02	1.04	1.11	1.04	1.05	1.00	1.01	1.00	0.99
More Serious than Traffic													
Asian	0.22	0.24	0.26	0.18	0.25	0.30	0.28	0.28	0.05	0.27	0.67	0.15	0.11
African American	1.45	1.61	1.69	1.58	1.61	1.52	1.54	1.68	2.14	2.03	1.87	1.99	1.99
Hispanic	1.40	1.76	2.54	2.81	2.41	3.68	4.10	3.32	2.83	1.81	1.22	1.51	1.78
Caucasian	0.78	0.68	0.55	0.63	0.63	0.56	0.42	0.46	0.45	0.54	0.61	0.59	0.61

Section 4.1. More Serious than Traffic Violations

This section presents information on crimes that are more serious than traffic violations. The unit of analysis for this section is the incident, not the stop. Because of the nature of police reports, one stop could have multiple incidents included. This analysis includes all incidents recorded on the police report, so the incidents are disaggregated by offenses that, absent more serious charges, would result in just a traffic citation, and more serious offenses. For example, if someone was stopped for speeding and the officer discovered the driver had a warrant, the driver would be arrested. Both speeding and the warrant would be listed on the police report, and in the below analysis, speeding would be traffic citation offense and the warrant would be more serious.

3584 stops resulted in an outcome that was more serious than a traffic violation. 256 stops are missing the crime code; 254 of these are from 2004-2013. 25 stops were selected at random to verify these were in fact more serious than traffic violations; the classification is correct. Because the crime codes are missing, these are excluded from this analysis.

Once these cases were excluded, there were 8625 charges. Table 21 details the incidents that account for more than 1% of the total number of incidents associated with police reports from traffic stops in which the outcome was more serious than a traffic violation.

Table 21. Incidents from Traffic Stops with Outcomes More Serious than Traffic Violations, January 1 2004 – September 30, 2016

Traffic Citation Offenses	
Operate Uninsured Motor Vehicle	20.11%
No Driver's License[10]	12.56%
Improper Lane Usage	7.53%
Traffic Sign Violation	5.53%
Speeding	5.32%
Failure To/Improper Use of Signal	4.93%
Loud Stereo In Vehicle	4.35%
Illegal Transportation Of Liquor	3.18%
Seat Belt-Driver & Passenger	3.05%
No Rear Registration Light	2.78%
Expired Registration	2.54%
Driving Without Lights	2.45%
Suspended Registration	2.33%
Driving Under Suspended License	2.19%
Improper Lighting/One Headlight	1.88%
Traffic Signal Violation	1.86%
No Front Plate	1.05%
Other Equipment Violations	1.11%
Total	4757
More Serious Offenses	
Suspend Revoked Driver's License[11]	30.64%
Driving Under The Influence-Alcohol	20.26%
Warrant	13.96%
Cannabis Offenses	11.07%
Drug Equipment-Possession	4.95%
Driving Under Influence-Drugs	3.13%
Obstructing Justice	2.99%
Controlled Substance Offense	2.49%
Resist/Obstruct/Disarm An Officer	2.04%
Liquor-Illegal Consumption/Possession By Minor	1.27%
Total	3776

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[10] Driving with no valid driver's license, prior to 2014 was an arrestable offense. This could be either a traffic citation OR a more serious offense, depending on the circumstances. After 2014, it would be a traffic citation only.

[11] A previously-used crime code for suspended and revoked driver's licenses counted both offenses under one code, although only a revoked driver's license would lead to a custodial arrest. Driving under a suspended license, until 2014, was an arrestable offense. This is now considered a traffic offense, and drivers are issued an NTA, not taken into custody, and are not allowed to drive the vehicle.

Section 4.2. Arrests

Traffic stops can result in custodial arrests, where an individual is taken to jail. From January 1, 2004 to September 30, 2016, of the 3584 traffic stops that resulted in an outcome that was more serious than a traffic violation, 79% (2821 individuals) were arrested and taken to Champaign County Correctional Center. As depicted in Figure 8, the number of individuals arrested during a traffic stop has decreased in recent years.

Figure 8. Individuals Arrested During Traffic Stops, 2004-2016
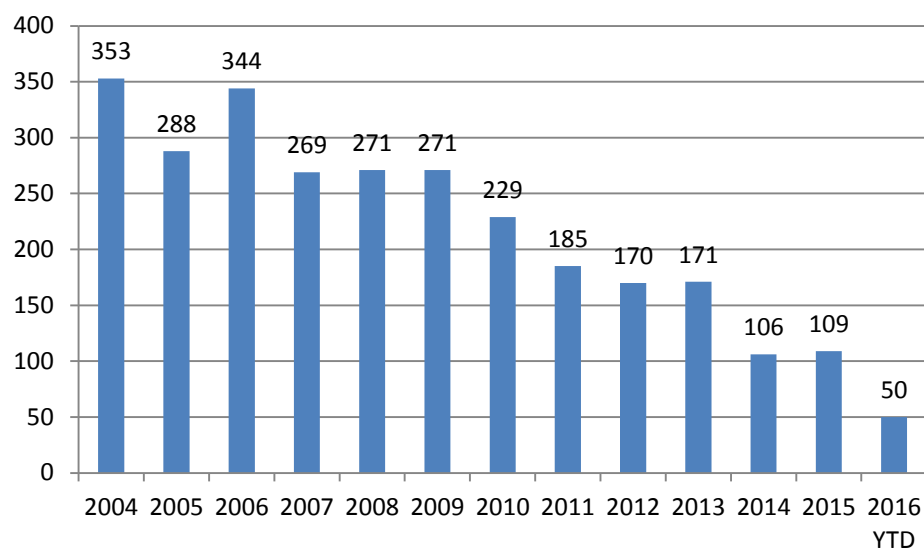
Because motivation for traffic stop began in May 2015, UPD only has this data for 121 arrests. This is a low number compared to the totality of all traffic stops, so should be interpreted with caution. The breakdown of arrests by motivation is shown in Figure 9. When considering the percentage of traffic stops motivations, there are a higher-than-expected number of arrests from community caretaking stops.

Figure 9. Arrests Resulting from Traffic Stops by Motivation for Stop, May 1, 2015 – September 30, 2016
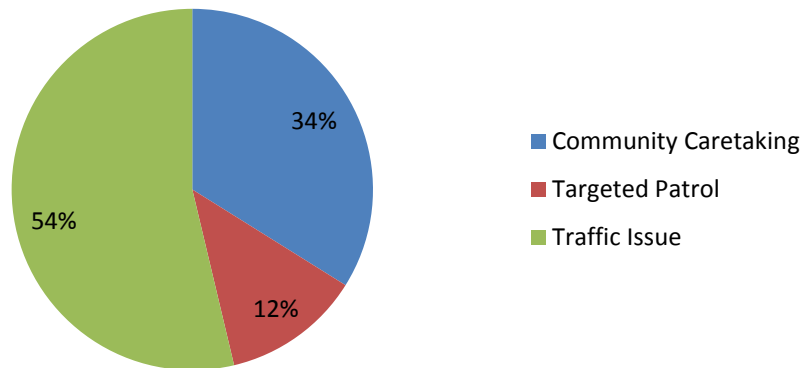
The details of arrestees' races from 2004 to 2016 are shown in Figure 10. African Americans comprise over half of the custodial arrests, which is higher than would be expected based on the racial breakdown of traffic stops.

Figure 10. Racial Demographics of Arrestees from Traffic Stops, January 1, 2004 – September 30, 2015
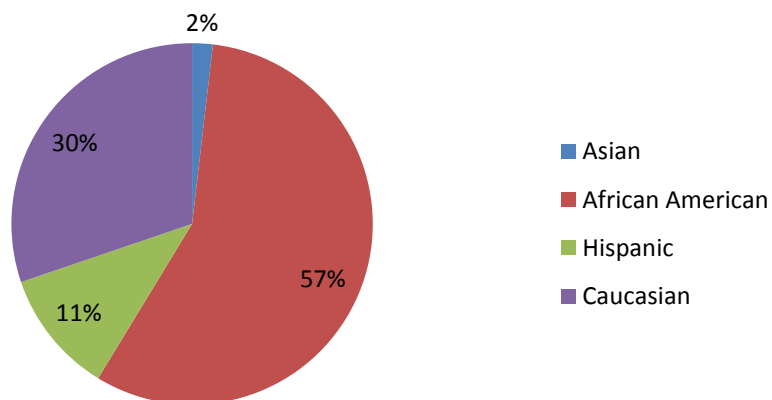
Tables 22 and 23 present the race of drivers who were custodially arrested. Because the number of arrests is low in the last 5 years, the percentages should be interpreted with caution. Across all races, the number of drivers arrested during traffic stops has gone down. However, the percentages have more variation across years; African American drivers account for over half of all arrests in all years.

Table 22. Race of Drivers Arrested after Traffic Stops by Year, 2004 - 2016

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	YTD 2016
Asian	6	5	7	4	5	8	7	6	0	2	3	1	0
African American	192	161	204	144	144	138	131	105	111	106	62	68	34
Hispanic	17	19	33	29	32	50	47	34	20	13	10	7	2
Caucasian	139	103	100	92	91	75	45	40	39	49	33	33	14
Total	354	288	344	269	272	271	230	185	170	171	108	109	50

Table 23. Percentage of Race of Drivers Arrested After Traffic Stops by Year, 2004 - 2016

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	YTD 2016
Asian	1.69%	1.74%	2.03%	1.49%	1.84%	2.95%	3.04%	3.24%	0.00%	1.17%	2.78%	0.92%	0.00%
African American	54.24%	55.90%	59.30%	53.53%	52.94%	50.92%	56.96%	56.76%	65.29%	61.99%	57.41%	62.39%	68.00%
Hispanic	4.80%	6.60%	9.59%	10.78%	11.76%	18.45%	20.43%	18.38%	11.76%	7.60%	9.26%	6.42%	4.00%
Caucasian	39.27%	35.76%	29.07%	34.20%	33.46%	27.68%	19.57%	21.62%	22.94%	28.65%	30.56%	30.28%	28.00%
Total	354	288	344	269	272	271	230	185	170	171	108	109	50

Another way to examine arrests is by the offense. This is a different unit of analysis when compared to traffic stops, as one individual during one stop could be arrested for numerous crimes. Of the 2821 individuals arrested, there were a total of 6349 incidents included on their police reports. Table 23 presents crime categories with more than that account for more than 1% of incidents associated with an arrested driver from 2004-2016

Table 24. Incidents from Police Reports from Traffic Stops Resulting in Arrests, January 1, 2004 – September 30, 2016

Traffic Citation Offenses	
Operate Uninsured Motor Vehicle	28.35%
No Driver's License[12]	20.38%
Speeding	8.72%
Improper Lane Usage	5.85%
Traffic Sign Violation	5.10%
Illegal Transportation Of Liquor	4.71%
Suspended Registration	3.46%
Loud Stereo In Vehicle	2.36%
Traffic Signal Violation	2.36%
Expired Registration	2.08%
Failure To/Improper Use of Signal	1.81%
Driving Under Suspended License	1.77%
Seat Belt-Driver & Passenger	1.41%
Driving Without Lights	1.22%
Other Traffic Offenses	10.44%
Total	2547
More Serious Offenses	
Suspend Revoked Driver's License[13]	28.04%
Driving Under The Influence-Alcohol	20.20%
Warrant	19.96%
Cannabis Offenses	8.63%
Controlled Substance Offense	4.63%
Drug Equipment-Possession	4.02%
Obstructing Justice	3.89%
Driving Under Influence-Drugs	2.74%
Resist/Obstruct/Disarm An Officer	2.03%
Liquor-Illegal Consumption/Possession By Minor	1.08%
Other More Serious Offenses	4.79%
Total	3802

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[12] Driving with no valid driver's license, prior to 2014, this was an arrestable offense. This could be either a traffic citation OR a more serious offense, depending on the circumstances. After 2014, this would be a traffic citation only.

[13] A previously-used crime code for suspended and revoked driver's licenses counted both offenses under one code, although only a revoked driver's license would lead to a custodial arrest. Driving under a suspended license, until 2014, was an arrestable offense. This is now considered a traffic offense, and drivers are not taken into custody and issued an I-bond instead, and are not allowed to drive the vehicle.

Table 25 disaggregates the information in Table 24 by race. The racial disparity is most evident in suspended/revoked driver's license, warrants, obstructing justice, and resisting/obstructing arrest.

Table 25. Demographics of Arrested Drivers Charged with Each Offense, January 1, 2004 – September 30, 2016.

	Asian	African American	Hispanic	Caucasian	Total Charges
Suspend Revoked Driver's License	0.94%	69.79%	5.72%	23.55%	1066
Driving Under The Influence-Alcohol	3.65%	24.35%	12.76%	59.24%	768
Warrant	1.32%	68.91%	4.48%	25.30%	759
Cannabis Offenses	0.91%	58.97%	3.34%	36.47%	329
Controlled Substance Offense	0.00%	58.99%	1.12%	39.89%	178
Drug Equipment-Possession	0.65%	21.57%	2.61%	75.16%	153
Obstructing Justice	0.00%	63.51%	18.24%	18.24%	148
Driving Under Influence-Drugs	1.92%	55.77%	1.92%	39.42%	104
Resist/Obstruct/Disarm An Officer	1.30%	81.82%	0.00%	16.88%	77
Liquor-Illegal Consumption/Possession By Minor	4.88%	31.71%	7.32%	56.10%	41

At the end of 2013, the leadership team at UPD decided to change the arrest policies for the following crimes to reduce arrests:

- Driving with a Suspended License
- No Valid Driver's License
- Theft (misdemeanor)
- Possession of drug paraphernalia
- Possession of cannabis (misdemeanor)

An officer can make the decision to custodially arrest individuals on those charges if the subject's identity is not certain, if the person has a history of failure to appear, or if the public would be endangered by their continued freedom.

Due to the change in police response to these offenses, Table 26 presents the same table from 2014 – September 30, 2016. These offenses include the "more serious than traffic violation" category, including the above reclassified offenses, because while these may no longer lead to an immediate arrest, they are still a more serious charge than just a traffic ticket. This represents 265 individuals custodially arrested with 612 charges. 440 charges were more

serious than a traffic violation, and all categories representing more than 1% of the total charges are included below.

African Americans represent the highest proportion of charges in several categories, the highest being weapons offenses, fleeing or attempting to elude the police, and cannabis felonies. Hispanics represent the largest proportion of no driver's license charges, and Caucasians make up the largest proportion of drug equipment possession and driving under the influence of alcohol charges.

Table 26. Demographics of Arrested Drivers Charged with Each Offense, January 1, 2014 – September 30, 2016.

	Asian	African American	Hispanic	Caucasian	Total Charges
Warrant	2.42%	72.58%	5.65%	19.35%	124
Driving Under Revoked License	0.00%	66.67%	3.51%	29.82%	57
Driving Under The Influence - Alcohol	1.79%	35.71%	10.71%	51.79%	56
Cannabis Misdemeanor*	0.00%	71.88%	6.25%	21.88%	32
Driving Under Suspended License*	0.00%	71.43%	17.86%	10.71%	28
Driving Under Influence-Drugs	7.41%	66.67%	3.70%	22.22%	27
Controlled Substance Offense	0.00%	66.67%	0.00%	33.33%	18
Drug Equipment-Possession	0.00%	30.77%	15.38%	53.85%	13
Obstructing Justice	0.00%	76.92%	23.08%	0.00%	13
No Driver's License*	0.00%	30.77%	53.85%	15.38%	13
Cannabis Felony	0.00%	83.33%	0.00%	16.67%	12
Resist/Obstruct/Disarm An Officer	0.00%	75.00%	0.00%	25.00%	12
Weapons Offense	0.00%	91.67%	8.33%	0.00%	12
Fleeing Or Attempt To Elude Police	0.00%	83.33%	0.00%	16.67%	6
Obstructing Identification	0.00%	40.00%	20.00%	40.00%	5

*While these charges no longer lead to automatic arrests, there may be other charges associated with the same incident. These are included because they are more serious than traffic violations.

Section 4.3. Outcomes by Motivation for Stops

As shown in Table 27, when the officer's motivation to stop is a traffic issue, drivers are most likely to receive a traffic citation. When the motivation is community caretaking, drivers are most likely to receive a traffic warning ticket. These results are expected based on the motivation definitions. Of stops that result in a more serious than traffic violation, the motivation is most likely to be targeted patrol, at nearly twice the rate of other motivations. Table 28 disaggregates this information by race.

Table 27. Motivation for Stops by Outcomes of Stops, May 1, 2015 – Sept 30, 2016

	Traffic Citation	Traffic Warning Ticket	More Serious than Traffic Violation	Total
Community Caretaking	15.92%	78.58%	5.50%	1200
Targeted Patrol	64.40%	26.54%	9.06%	309
Traffic Issue	68.48%	28.51%	3.01%	3851

Table 28. Motivations for Stops by Outcomes of Stops, Disaggregated by Race, May 1, 2015 – Sept 30, 2016

Community Caretaking	Citation	More Serious than Traffic Violation	Warning	Total
Asian	9.38%	1.25%	89.38%	160
African American	18.67%	10.49%	70.84%	391
Hispanic	28.57%	6.12%	65.31%	49
American Indian	20.00%	0.00%	80.00%	5
Caucasian	14.79%	3.36%	81.85%	595
Targeted Patrol				
Asian	66.67%	0.00%	33.33%	24
African American	54.64%	17.53%	27.84%	97
Hispanic	73.33%	0.00%	26.67%	15
American Indian	0.00%	0.00%	100.00%	1
Caucasian	69.19%	6.40%	24.42%	172
Traffic Issue				
Asian	68.11%	0.51%	31.38%	392
African American	65.18%	5.82%	29.00%	1031
Hispanic	70.68%	7.33%	21.99%	191
American Indian	80.00%	0.00%	20.00%	5
Caucasian	69.86%	1.79%	28.35%	2233

Section 4.4. Outcomes by Reason for Stops

Table 29 details the outcomes by the reason for stops. Approximately 62% of moving violations result in traffic citations, almost 69% of equipment violations result in a traffic warning ticket,

and over 12% of license/registration violations result in an outcome more serious than a traffic violation. 10 stops were missing the reason for the stop and excluded.

Table 29. Outcomes of Traffic Stop by the Reason for Stops, January 1, 2004 – September 30, 2016.

	Traffic Citation	Traffic Warning Ticket	More Serious than Traffic Violation	Total
Moving Violation	62.31%	32.69%	6.00%	33192
Equipment Violation	21.69%	68.69%	9.61%	10081
License/ Registration Violation	36.78%	50.83%	12.39%	3793
Commercial Violation	14.43%	61.80%	23.77%	589

Section 4.5. Recommendation for Tracking

The outcome of traffic stops should be tracked on a quarterly basis. Because there is some racial disparity in the outcomes of traffic stops, particularly arrests, further analysis may be warranted.

Section 5. Multiple Stops

To identify individuals that have been stopped for a traffic violation by the Urbana Police Department, the Soundex key for the driver is used. The Soundex key is preferable to using a simple first name, last name analysis, because the Soundex key is a unique identifier. The Soundex key portrays an accurate picture of individuals who have been stopped by the police multiple times.

Table 30 presents multiple stops over a 3 year timespan. 9247 drivers were stopped one time, 961 drivers were stopped twice, and 298 drivers were stopped 3 or more times.

Table 30. Multiple Stops by Driver, January 1, 2013 – December 31, 2015.

Number of Drivers	Number of Stops
9247	1
961	2
218	3
61	4
15	5
3	6
2	7

Examining the 298 individuals that have been stopped 3 or more times in the past 3 years, Table 31 displays the race of the drivers.

Table 31. Race of Drivers Stopped 3 or More times, January 1, 2013 – December 31, 2015.

	Number	Percent
Asian	15	5.03%
African American	174	58.39%
Hispanic	11	3.69%
American Indian	1	0.34%
Caucasian	97	32.55%

Figures 11 and 12 present the motivation and reasons for those stops, respectively. Motivation data has only been collected since May 1, 2015, so this data is only available for 172 stops. Most stops had the motivation of a traffic issue and the reason of a moving violation.

Figure 11. Motivation for Stops for Individuals Stopped 3 or more times, May 1, 2015–
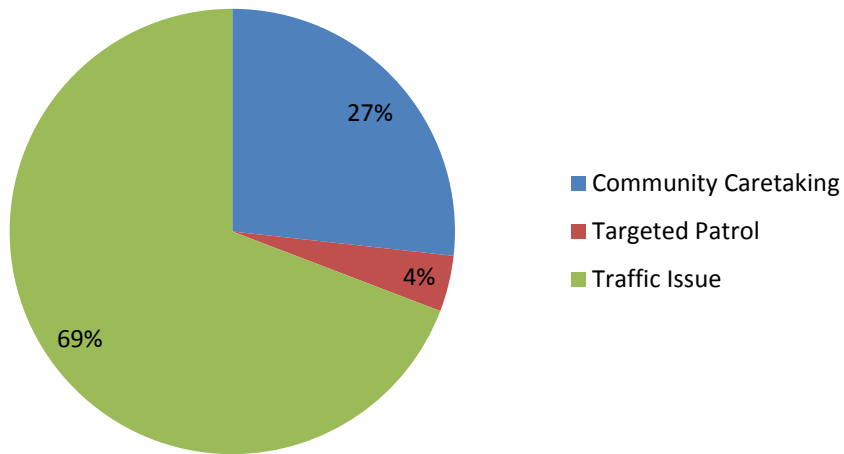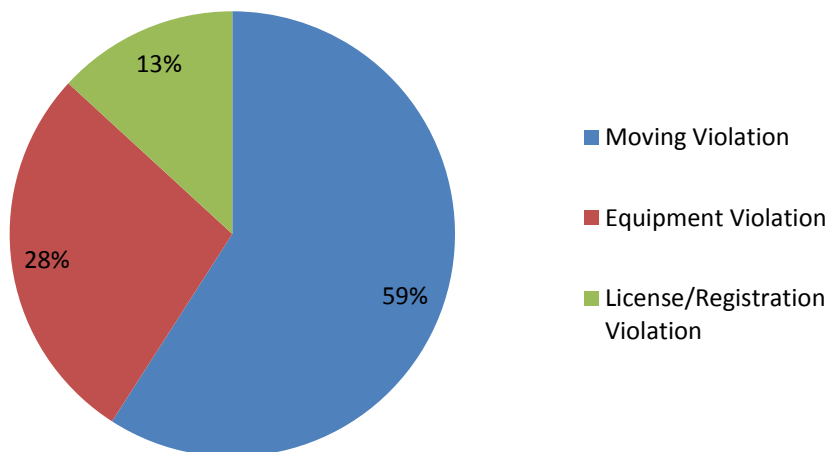September 30, 2016

Figure 12. Reason for Stops for Individuals Stopped 3 or more times, January 1, 2013 –
December 30, 2015

Section 5.1. Recommendation for Tracking

Tracking individuals who have been stopped multiple times should be conducted on a quarterly basis. This report, including the individuals' names and officer badge number, should be internally distributed to command staff to be aware of drivers who may be habitually breaking traffic laws, and to ensure drivers are not being unfairly targeted.

Section 6. Searches During Traffic Stops

Searches, including vehicle, driver, and canine sniffs, can be performed for a number of reasons, including probable cause, reasonable suspicion, incidental to arrest, drug dog alert, and consent. IDOT has collected data since 2004 as to whether a consent search was performed, and data has been collected since 2007 on whether a consent search was requested, granted, and whether contraband was found. Contraband includes drugs, alcohol or paraphernalia; weapons; stolen property; or other illegal items.[14] Additionally, data has been collected since 2012 on whether a canine search was conducted, whether the canine alerted, and whether contraband was found.

Section 6.1. Consent Searches

A total of 278 consent searches have been performed during traffic stops from 2004 to 2015, as displayed in Table 32, and Table 33. UPD conducted 44116 traffic stops during this time, and conducted consent searches in 0.63% of cases. Because consent searches are conducted as a very small proportion of all traffic stops, it is difficult to draw meaningful conclusions from the data. No American Indian drivers had consent searches performed, so this race is excluded.

Table 32. Consent Searches Performed by Race, January 1, 2004 – December 31, 2015

	Total	Percent of All Stops
Total Consent Searches	278	0.63%
Asian	3	0.08%
African American	122	0.93%
Caucasian	134	0.51%
Hispanic	20	1.14%

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[14] Weiss, A. (2005). *Illinois Traffic Stop Statistics Act: Report for the Year 2014.* Springfield, IL: Illinois Department of Transportation.

Table 33. Consent Searches Performed by Year, by Race, January 1, 2004 – December 31, 2015

	Total Stops	Total Consent Searches	Caucasian	African American	Hispanic	Asian
2004	3545	78	51	24	3	0
2005	3055	17	9	8	0	0
2006	4015	12	3	7	2	0
2007	3381	27	9	13	3	2
2008	4025	35	15	15	5	0
2009	4277	16	4	9	2	1
2010	3079	7	4	3	0	0
2011	2830	16	4	11	1	0
2012	3751	11	7	5	0	0
2013	4294	23	10	10	3	0
2014	4205	26	13	13	0	0
2015	3659	10	5	4	1	0

As shown in Table 34, since 2007, UPD officers have requested consent to search the vehicle in 186 stops, and consent was granted in almost 95% of cases. Of the 171 consent searches performed since 2007, contraband was found in 34.5% of searches.

Table 34. Contraband Found in Consent Searches, January 1, 2007 – December 31, 2015

	Total	Contraband Found
Total Consent Searches Performed	171	34.5%
Asian	2	0.00%
African American	83	26.51%
Caucasian	71	45.07%
Hispanic	15	33.33%

Minorities are searched at a higher rate. However, because the numbers of searches are so small, further analysis is not presented.

Section 6.2. Dog Sniffs

In 2012, IDOT began collecting data on dog sniffs. This includes information on whether a dog sniff was performed, whether the dog alerted, if the vehicle was subsequently searched, and if contraband was found during the search. As presented in Tables 35 and 36, dog sniffs have been performed in approximately 1% of all traffic stops, and the dog has alerted in 97.66% of all

cases. Contraband was found in 61.40% of subsequent searches.[15] No American Indian drivers had dog sniffs performed in traffic stops, so this race is not included in the below tables.

Table 35. Dog Sniffs and Subsequent Searches by Year and Race, January 1, 2012 – December 31, 2015

	Total Stops	Percent of All Stops	Dog Sniffs	Caucasian	African American	Hispanic	Asian
2012	3751	0.77%	29	12	16	1	0
2013	4294	1.07%	46	19	25	2	0
2014	4205	1.38%	58	22	34	1	1
2015	3659	1.04%	38	16	20	2	0

Table 36. Dog Sniffs and Subsequent Search Results by Race, January 1, 2012 – December 31, 2015.

	Total	Percent of All Stops	Dog Alerts	Contraband Found
Total Sniffs	133	1.07%	97.66%	61.40%
Asian	1	0.06%	100.00%	100.00%
African American	95	2.04%	97.89%	63.16%
Caucasian	69	0.77%	97.10%	56.52%
Hispanic	20	0.90%	100.00%	83.33%

As with consent searches, dog sniffs are performed during traffic stops with minorities at higher rates. However, because dog sniffs are performed in only 1.07% of all traffic stops, further analysis is not presented.

Section 6.3. Recommendation for Tracking
This information will continue to be tracked and compiled yearly for the IDOT traffic study, and should be monitored for any substantial changes.

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[15] The reason the alert rate is higher than the rate at which contraband is found is likely due to "shake," or small amounts of drug debris, that do not lead to an arrest. UPD Officer Cervantes is working on further analysis of the alert rate on cases where the UPD canine, Hunter, is deployed.