

OAKLAND POLICE DEPARTMENT
Office of Chief of Police



2019 Annual Stop Data Report

Oakland Police Department 2019 Annual Stop Data Report

Contents

Introduction.....	2
Momentum for Change: Overall Strategies and Stop Data Risk Management.....	3
Risk Management: Stop Data, Upstream Influences and Footprint Outcomes.....	3
Rebuilding Trust With Our Community.....	5
Conclusion	7
Appendix.....	8
2019 Stop Data Statistics	9
Stops by Race and Gender	9
Stop Reasons.....	9
Search, Recovery Rates & Search Reasons.....	10
Stop Results	12
Intelligence-Led Stop Rates.....	12

Oakland Police Department 2019 Annual Stop Data Report

Introduction

OPD has been a leader in reducing racial disparities in our traffic stops, enlisting noted academics in the field, employing consistent collection and analysis of our data and partnering with Stanford University, and publishing annual stop data reports. Note that this past year the Department began collecting stop data in accordance with new statewide reporting requirements set forth in California Assembly Bill 953, which became effective on January 1, 2019. This report provides a statistical overview of Oakland Police Department (OPD) discretionary stop data for all of 2019 using those new collection standards. While these State mandates changed the manner of some of our previous data collection methods, OPD continues to collect and analyze more data than is required by law. This relentless focus on reducing impact and harm to our communities has led to significant reductions in overall stop impact and community footprint, as well as reductions in disparities. We are committed to more work in this regard and look forward to additional results.

OPD has been recognized for our work in this field, and have been asked to share our preexisting stop data collection and analysis program to assist in the development of the statewide RIPA collection standards enacted this past year. We also have been asked to share our initiatives and progress with numerous police departments seeking our advice, and have presented to individual organizations striving to identify best practices such as the National Organization of Black Law Enforcement Executives and the City of Berkeley's Fair and Impartial Policing Working Group.

As a law enforcement leader with over 36 years of experience, I have seen countless beneficial and needed changes in policing. From improved policies, procedures and practices to cultural transformations regarding interactions with the public, policing today is entirely more transparent and accountable to the communities we serve. Harm reduction and community trust building are critical measures, and at OPD we hold ourselves fully accountable to these measures.

The men and women of the OPD, through their collective efforts, have demonstrated their commitment to provide services, crime prevention, and law enforcement responses in ways which minimize harm and provide safety and service within all neighborhoods for all people. While there is still much work to be done and achievements to be realized, it is my substantiated belief that OPD will be continue to be recognized and achieve progress in reducing racial disparities and harm to our communities.

Respectfully,

Susan E. Manheimer
Interim Chief of Police
Oakland Police Department

Oakland Police Department 2019 Annual Stop Data Report

Momentum for Change: Overall Strategies and Stop Data Risk Management

To more fully and effectively implement policing which can be seen, felt, and understood to be fair and legitimate by all community members, OPD continues to utilize approaches developed through ongoing partnership with Stanford University's Social Psychological Answers to Real-world Questions think-tank (SPARQ). The OPD has continued to attain progress by pursuing SPARQ's recommendations in *Strategies for Change – Research Initiatives and Recommendations to Improve Police-Community Relations in Oakland, Calif.*¹ The *Strategies for Change* report provided 50 recommendations for OPD to affect cultural change, increase public trust, and improve relationships with the community. OPD considered the opportunity to implement those recommendations as momentum and catalyst and is proud to report that all 50 recommendations have been satisfactorily met or completed as of September 1, 2020 (See Appendix 1).

Risk Management: Stop Data, Upstream Influences and Footprint Outcomes

In the past, OPD did not require officers to document justification for stops and searches in ways which could be reliably reviewed, approved or assessed. Supervisors were not required to review and approve the content of such reports. Stop data was neither collected nor entered a searchable database. Thus, commanders were unable to assess and understand stop data decisions, outcomes, or disparities. It was unknown how stop decisions may have been caused or influenced by implicit bias, explicit bias, public safety strategies, or crime.

We now have a record of ten or more years of continually collecting and valuing stop data to assess the enforcement-related decisions made by our officers. Monthly risk management meetings, a continued practice, demonstrate accountability for the results of our decisions. These meetings help examine the causes and effects of policing outcomes at all levels within the organization and demand that we not only look at the lawfulness of our actions, but the effectiveness of our actions and how actions may be impacting community members at racially disparate rates. Where disparity is probable or known (e.g., due to disparities in suspect descriptions or location demographics), risk management requires evaluation and mitigation of the extent to which the surrounding community is affected - both by crime as well as by responses to crime and public safety need. Where disparity is evident as risk within individual squad or personnel data, decision making and outcomes are assessed by supervisors and command to determine the cause and reason.

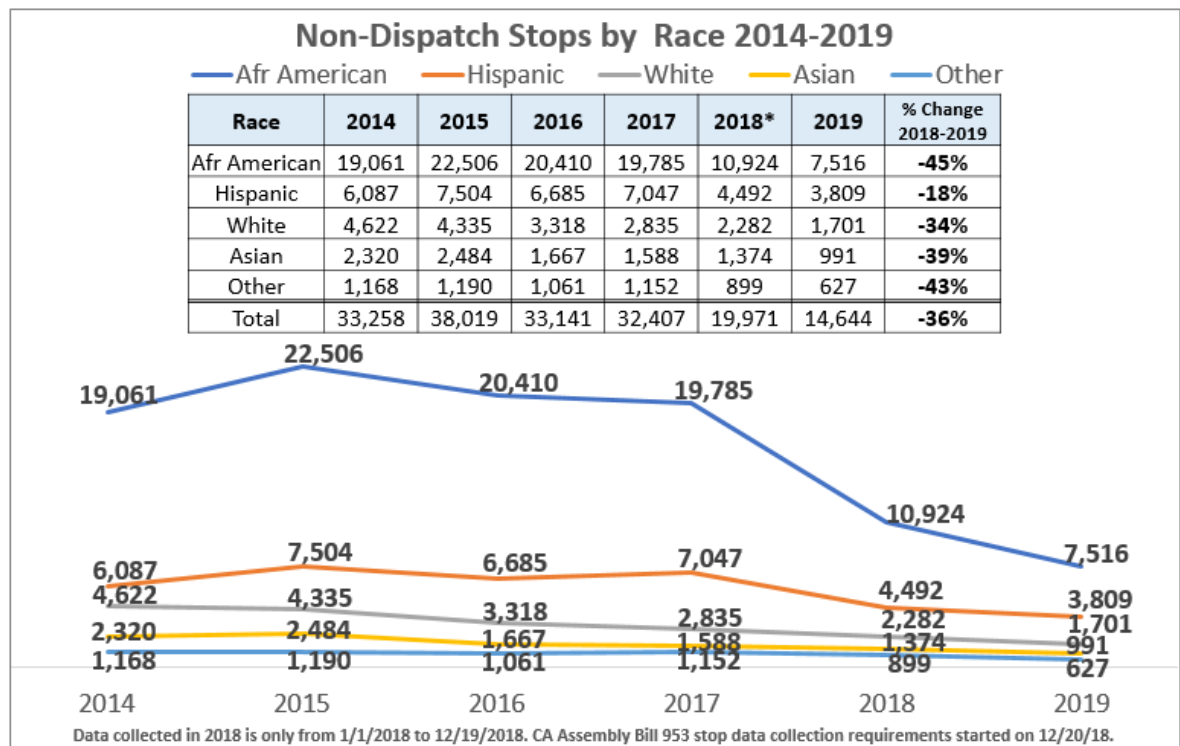
Risk management meetings and their resulting discussions and deliverables have caused meaningful cultural shifts toward “precision-based policing” and “intelligence-led stops”. “Precision-based” stops result from the identification of a specific neighborhood problem and/or problem location – usually in partnership with the community – and are accompanied by direction for officer enforcement or problem-solving activities. Neighborhood priorities are addressed more efficiently through community policing practices, and resulting stops are fewer and more precisely focused.

¹ Eberhardt, J. L. (2016). *Strategies for change: Research initiatives and recommendations to improve police-community relations in Oakland, Calif.* Stanford University, SPARQ: Social Psychological Answers to Real-world Questions.

Oakland Police Department 2019 Annual Stop Data Report

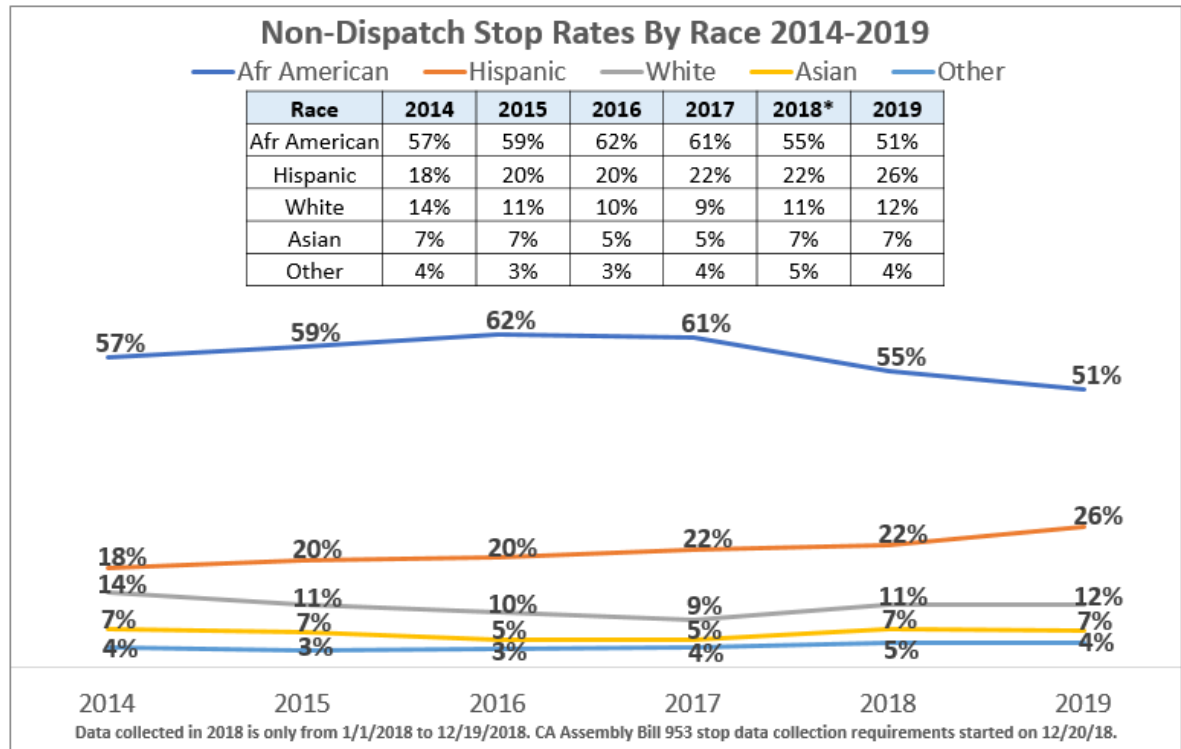
“Intelligence-led” stops require officers possess knowledge, which can be linked to an articulable source, that leads to the initiation of a stop. The source of information may be very specific, such as a named or described suspect, or general information about a recent crime trend tied to a specific location and involved individuals. An officer’s knowledge and intent at the time the stop is initiated is important in determining whether the stop is intelligence led or an entirely discretionary enforcement stop. By using information and intelligence, we can more effectively contact the relatively few people who are causing the most harm in our neighborhoods and limit the opportunity for individual discretion or bias by operating upon objectively developed and documented information. The overall reduction of stop activity results in a reduced policing “footprint” within the community.

- Results show a reduction of vehicle stops for equipment and registration violations near or within high crime areas.
- Results show that reductions in stop activity have caused the proportion of intelligence-led stops to increase. The overall percentage of intelligence-led stops increased from 27% in 2017 to 36% in 2019 (See **Table 8**).
- The reduction in footprint helps to reduce the overall number of minorities being stopped by police and can help reduce disparity in police contact.
- While stops for all racial categories were reduced over similar time, the efforts since 2016 were designed to address the greatest chasm of racially disparate stop data which primarily impacted persons described as Black.
 - From 2016-2019, there was a 63% reduction in the total number of African Americans stops, from 20,410 to 7,516 stops. A 43% reduction in the total number of Hispanic stops was also realized, from 6,685 to 3,809 stops.



Oakland Police Department 2019 Annual Stop Data Report

- From 2016 to 2019, the overall percentage of African Americans stopped decreased by 11% from 62% to 51%.



Rebuilding Trust with Our Community

OPD strives to create and sustain community partnerships and transparency as required by our mission, values, and vision of policing. Reports such as this are designed to provide transparency through the sharing of the results and impacts of our actions. Through use of fundamental community policing principles and by strengthening the community role and relationships of our members, numerous improvements and accomplishments have been realized as well:

- Living room meetings:** Living room meetings are community meetings held in community members' homes. They include participation by police officers and community members in an informal, personalized setting that allows all parties to get to know one another apart from their usual roles. In 2019, 14 living room meetings were held.
- Barbershop Forums:** Barbershop forums are a place and space where members of the community respect each other, listen, learn, and work collectively toward solutions with officers and other representatives from the criminal justice system. In 2019, OPD participated in or sponsored 10 forums including forums held at San Quentin Prison, Santa Rita Jail, and Alameda County Juvenile Hall. In addition to offering resources to offenders to welcome a transition back into the community, Barbershop Forum events sponsored essay writing contests, toy drives for Christmas and

Oakland Police Department 2019 Annual Stop Data Report

Thanksgiving turkey donations. In 2019, the Barbershop Forum was recognized by the South Alameda County Chapter of the NAACP for service in the community and received recognition from Congressman Eric Swalwell for commitment to service in the community.

- **Neighborhood Council Meetings:** Meetings held by the 44 Neighborhood Councils provide an opportunity for community members to broadly participate in community partnership with OPD. OPD members attend every Neighborhood Council meeting. There were 328 meetings in 2017 and 324 meetings in 2018.
- **Youth Outreach:** The OPD Youth Outreach Unit (YOU) works with the Oakland Unified School District, community groups, and faith-based organizations to ensure positive development and opportunities for Oakland youth and the community. In addition to the Police Activities League (PAL), YOU provides Outreach Mentor Officers at local schools, administers the Explorer Program, and incorporates the Our Kids (OK) program for at risk African American male youth.
- **Community Policing Problem-Solving Projects:** Seventy-three community based problem-solving projects were opened or closed in 2019. Through the identification of prioritized public safety or police beat health issues, community resource officers and patrol officers collaboratively work with and for community organizations and groups to identify effective solutions.

In combination with procedural justice principles, these efforts to expand outreach and openness and a willingness to engage and work with our community are paramount to our success.

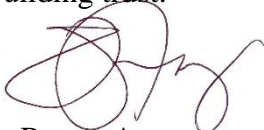
Oakland Police Department 2019 Annual Stop Data Report

Conclusion

The Oakland Police Department is committed to addressing the racial disparities in discretionary stops made by officers. The 45% reduction in stops of African American and 18% reduction in stops of Hispanics from 2018 to 2019, demonstrates that the focus on intelligence-led stops is continuing to reduce the negative impact police contacts can have on minority communities.

These types of outcomes reinforce the positive impact of the Department's current strategies of being precision-based, the strong use of intelligence, and practicing procedural justice in the community. The Department believes the use of these strategies could potentially lead to increased trust from the community through legitimate police practices.

These general observations and accompanying data have allowed the Department to re-examine its deployment strategies and expectations, so our strategies may be tailored to minimize actions which may be harmful to the community. At the same time, opportunities to increase community partnerships and the successful practice of procedural justice during contacts are expected to positively influence community-police relations. With the aid of Stanford University, OPD began to collect intelligence-led stop data and to actively assess the impacts of law enforcement decisions, activities, and results as they relate to racial disparities. The Stanford 50 recommendations caused the Department to reexamine department policies, practices and influences which shape stop data outcomes. With our continued partnership with Stanford and implementation of new forward thinking approaches to reducing racial disparities and building trust, the department will remain at the forefront of law enforcement around data collection and analysis and can be a model for law enforcement agencies across the country on how to reduce disparity and footprint while simultaneously building trust.



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Appendix

Oakland Police Department 2019 Annual Stop Data Report

2019 Stop Data Statistics

This section provides 2019 Oakland Police Department stop data within the following categories:

- Stops by Race and Gender
- Stop Reasons
- Search, Recovery Rates & Search Reasons
- Stop Results
- Intelligence-Led Stops

Officers are required to complete stop data forms after every discretionary detention or arrest and after any discretionary encounter in which a search or request to search occurred. Discretionary stops and searches do not include detentions or arrests that result from a dispatched call for service, a citizen request, or stops occurring pursuant to a search warrant.

Stops by Race and Gender

Table 1 - Stop Race

Race	Stops	%
Afr American	7,516	51%
Hispanic	3,809	26%
White	1,701	12%
Asian	991	7%
Other	627	4%
Total	14,644	100%

Table 2 - Stop Gender

Gender	Stops	%
Male	10,494	72%
Female	4,141	28%
Unknown	9	0%
Total	14,644	100%

Stop Reasons

Officers are required to collect and document the reason for each stop. In order to align historical stop data collected with fields now required by AB953, officers' selections are grouped into the following categories:

- Traffic Violations are based on an observed violation of a vehicle or pedestrian law or ordinances;
- Probable Cause stops are those in which a fair probability exists that the person stopped committed a crime and may be arrested;
- Reasonable Suspicion stops are those in which sufficient information exists to temporarily detain a person suspected of committing a crime or engaged in suspected criminal activity;
- Probation or Parole stops are of a person known to be on supervised release [probation, parole, or post-release community supervision – PRCS] for the purpose of checking compliance with the supervised release, gathering intelligence, or other action related to the supervised release status of the individual; and
- Consensual Encounter & Search are contacts with a person, typically to investigate their involvement in criminal activity, where the person is not detained and is free to refuse to engage the officer and/or leave the officer's presence. This category does

Oakland Police Department 2019 Annual Stop Data Report

not include routine or innocuous interactions such as giving driving directions. However, if a consensual encounter results in search, officers will select this box.

- Community Caretaking are for stops where the reason is not criminal activity, e.g. for determining if a person should be held under 5150 W/I.
- Truant/Education Code are for detentions where the individual is believed to be a truant, or the detention takes place on school grounds and there is a possible education code violation warranting discipline (AB953 addition).

Table 3 - Stop Reasons

Race	Consensual Encounter & Search		Reasonable Suspicion		Probable Cause		Traffic Violation	
	Stops	%	Stops	%	Stops	%	Stops	%
Afr American	83	1%	1,076	14%	1,664	22%	4,353	58%
Hispanic	43	1%	383	10%	716	19%	2,543	67%
White	18	1%	133	6%	276	14%	1,215	76%
Asian	8	1%	59	8%	139	16%	751	71%
Other	2	0%	47	7%	74	12%	489	78%
Total	154	1%	1,698	12%	2,869	20%	9,351	64%

Race	Community Caretaking		Probation/ Parole		Truant/ Education Code		Grand Total
	Stops	%	Stops	%	Stops	%	
Afr American	188	3%	145	2%	7	0%	7,516
Hispanic	77	2%	42	1%	5	0%	3,809
White	18	2%	14	1%	1	0%	1,701
Asian	51	3%	7	0%	2	0%	991
Other	14	2%	1	0%	0	0%	627
Total	348	2%	209	1%	15	0%	14,644

Search, Recovery Rates & Search Reasons

Changes under AB953 changed how search and recovery data is captured. Previously under OPD policy, officers could only select one type of search. Under AB953, officers can select multiple reasons to indicate the legal basis for their searches. When search recovery percentages are now calculated, overall search selections are categorized as discretionary or non-discretionary. If one or more discretionary searches are selected and along with a non-discretionary search, it is grouped as a discretionary search. Searches are categorized as non-discretionary only if one or more of the reasons considered non-discretionary are selected. The letters “DS” or “ND” in parenthesis indicate whether the search is categorized as a discretionary or non-discretionary search when search recovery rates are calculated.

- Canine detection (DS)
- Consent given (DS)
- Odor of contraband (DS)

Oakland Police Department 2019 Annual Stop Data Report

- Evidence of crime (DS)
- Visible contraband (DS)
- Suspected weapons (DS)
- Condition of parole/probation/PRCS/mandatory supervision (DS)
- Officer safety/safety of others (DS)
- Suspected violation of school policy (DS)
- Incident to arrest (ND)
- Vehicle Inventory (ND)
- Search warrant (ND)
- Exigent circumstances/emergency (ND)

Table 4 - Searches Rates

Race	Discretionary Searches		Non-Discretionary Searches		Total Stops	Search Rate
	#	%	#	%	#	%
Afr American	2,737	36%	674	9%	7,516	45%
Hispanic	1,034	27%	283	7%	3,809	35%
White	181	18%	64	6%	991	25%
Asian	279	16%	101	6%	1,701	22%
Other	73	12%	32	5%	627	17%
Total	4,304	29%	1,154	8%	14,644	37%

Table 5 - Search Recovery Rates

Race	Discretionary Searches			Non-Discretionary Searches		
	Recovery	Searches	%	Recovery	Searches	%
Afr American	556	2,737	20%	123	674	18%
Hispanic	201	1,034	19%	48	283	17%
Asian	35	181	19%	17	64	27%
White	62	279	22%	16	101	16%
Other	5	73	7%	7	32	22%
Total	859	4,304	20%	211	1,154	18%

Table 6 - Search Reasons

Race	Canine Detection		Consent Given		Odor of Contraband		Evidence of Crime		Visible Contraband		Suspected Weapons	
	#	%	#	%	#	%	#	%	#	%	#	%
Afr American	4	0%	121	2%	322	5%	397	6%	477	8%	824	13%
Hispanic	1	0%	62	3%	144	6%	114	5%	193	8%	371	15%
Asian	0	0%	20	5%	21	5%	19	5%	31	7%	42	10%
Other	0	0%	7	4%	7	4%	7	4%	6	3%	21	12%
White	0	0%	16	2%	9	1%	35	5%	23	4%	83	13%
Total	5	0%	226	2%	503	5%	572	6%	730	7%	1,341	14%

Oakland Police Department 2019 Annual Stop Data Report

Race	Parole/ Probation/PRCS		Officer Safety/ Safety of Others		Incident to Arrest		Vehicle Inventory		Search Warrant		Grand Total
	#	%	#	%	#	%	#	%	#	%	
Afr American	825	13%	1,468	24%	1,411	23%	192	3%	142	2%	6,183
Hispanic	181	8%	614	26%	567	24%	108	4%	50	2%	2,405
Asian	50	12%	96	23%	111	27%	10	2%	14	3%	414
Other	12	7%	51	29%	49	28%	7	4%	11	6%	178
White	46	7%	201	31%	203	31%	27	4%	14	2%	657
Total	1,114	11%	2,430	25%	2,341	24%	344	3%	231	2%	9,837

Stop Results

Under AB953, officers can select multiple stop results. In order to align historical stop data collected with fields now required by AB953, officers' selections are grouped into the categories based on a hierarchy.

Table 7 - Stop Results

Race	Arrest		Citation		Warning		No Action	
	Stops	%	Stops	%	Stops	%	Stops	%
Afr American	1,787	24%	2,471	33%	1,606	21%	1,516	20%
Hispanic	735	19%	1,761	46%	666	17%	617	16%
White	141	14%	505	51%	230	23%	103	10%
Asian	238	14%	865	51%	366	22%	186	11%
Other	64	10%	386	62%	108	17%	63	10%
Total	2,965	20%	5,988	41%	2,976	20%	2,485	17%

Race	5150		Other		Grand Total
	Stops	%	Stops	%	
Afr American	94	1%	42	1%	7,516
Hispanic	16	0%	14	0%	3,809
White	9	1%	3	0%	991
Asian	29	2%	17	1%	1,701
Other	3	0%	3	0%	627
Total	151	1%	79	1%	14,644

Intelligence-Led Stop Rates

Table 8 - Intelligence-Led Stop Rates

Race	Intelligence-Led		Non Intelligence-Led		Total Stops
	Stops	%	Stops	%	
Afr American	3,228	43%	4,288	57%	7,516
Hispanic	1,197	31%	2,612	69%	3,809
White	401	24%	1,300	76%	1,701
Asian	263	27%	728	73%	991
Other	129	21%	498	79%	627
Total	5,218	36%	9,426	64%	14,644