

***Preliminary Summary Report***  
***Denver Police Department Contact Card Data***  
***June 1, 2001 through August 31, 2001***

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## Introduction

The role that race and/or ethnicity play in police stops has become a point of contention in numerous communities across the U.S. In response to this national and local concern, many law enforcement agencies, including the Denver Police Department, are in various stages of implementing studies to evaluate potential indicators of racially biased policing. In November, 2000, a Biased Policing Task Force<sup>1</sup>, comprised of community and police members, started to tackle the complex nature of biased policing in the City and County of Denver. Four subcommittees were established to tackle specialized issues, including policy/procedures, data collection, training, and youth.

As part of the broader efforts to address this issue, DPD officers began recording traffic and pedestrian stop data on June 1, 2001. This report presents a preliminary summary of the data collected from June 1, 2001 through August 31, 2001. The first section briefly addresses the limitations and potential uses of the data. The next section presents some of the initial summary numbers. Lastly, future directions are explored.

## What can we say from the data?

Because claims of racial profiling are often based on anecdotal evidence, systematic data collection on police contacts can add to the understanding of this issue, but these data must be approached with caution, particularly at this three-month stage. It must be emphasized that this is only a preliminary report. In other words, three months of data really only provide the opportunity for a “pilot study” to get a feel for how the figures are beginning to look.

## Data Card

Table 1 list the data categories included on the DPD Contact Card, which was collected via Scantron. These are fairly consistent with the data elements collected in various jurisdictions across the U.S. and follow recommendations put forth by nationally recognized reports.<sup>2 3</sup> Importantly, officers recorded their perception of the race/ethnicity of the person stopped.

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<sup>1</sup> For more details on the Denver Biased Policing Task Force, see <http://www.denvergov.org/Police/template19843.asp>

<sup>2</sup> Ramirez, D., J. McDevitt, and A. Farrell (2000). “A Resource Guide on Racial Profiling Data Collections Systems: Promising Practices and Lessons Learned.” U.S. Department of Justice Monograph, NCJ 184768.

<sup>3</sup> Fridell, L., R. Lunney, D. Diamond, and B. Kubu (2001). “Racially Biased Policing: A Principled Response.” Police Executive Research Forum, Washington, DC.

**Table 1 – Data Elements**

Date	Reason for Stop
Time	Action Taken
Precinct	Search
Perceived Race/Ethnicity	Contraband
Age	Duration
Gender	Sheriff's Office
Residence	Off-duty

### ***Challenges with Data***

The numbers presented here can only point to possible trends because the collection period is so short. Further, officers were becoming accustomed to the data collection process during the initial period, a progression that is common to the implementation of any new procedure in any organization. Consequently, the numbers in this report do not provide definitive answers regarding police behavior and race relations.

In fact, one should not look for definitive answers in statistical analyses. They should act as guidelines for decision-making, not a surrogate for thoroughly addressing an issue. This is true even at the concluding stages of a racially biased policing study for a variety of reasons, including the lack of good comparison data and lack of agreement nationally on how to interpret these data. Across the U.S., most studies are, for the most part, in the early stages of the process and so “best practice” guidelines for this type of study do not exist. Further, DPD is not collecting information on individual officers, which means that DPD can only make general observations about systematic practices. For example, DPD cannot examine the relationship between officer training and stop practices. The data collection card also does not include information on unit, which means that specialized activities, such as the gang unit, cannot be separated from the overall data.

### ***Uses for Data***

Having provided the cautions, there are still many ways in which the data can be used to improve the effectiveness of policing activities and to improve police-community relations. First and foremost, the Denver Police Department can look at its activities in a way never before possible. This is an exciting by-product of the data collection and analysis process. DPD will now have an understanding of policing activity that is not recorded in any other way. The effectiveness of search procedures is also related to understanding police activity.

Perhaps the most appropriate use of these data is within the context of community oriented policing practices. Patterns of potential concern can be identified and examine through community-police partnerships. In this way, the data can provide the springboard for further activity, investigation, or collaboration. The data patterns, even at this early stage of

analysis, can also suggest areas of potential concern and point to needed adjustments in the collection process.

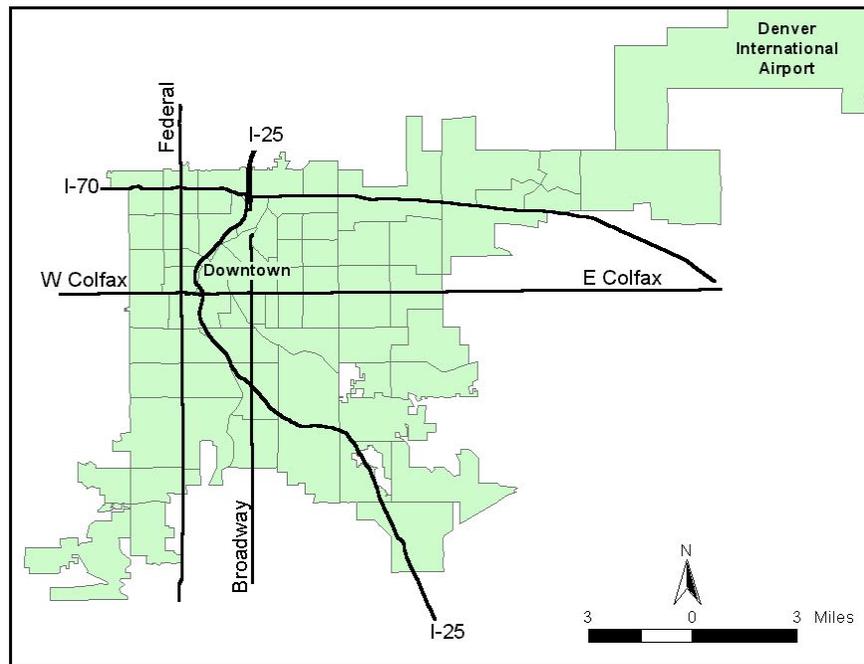
## Preliminary Observations

When evaluating contact card data, knowing who is “available”<sup>4</sup> for stop is a vital component. Unfortunately, obtaining good comparison data is difficult and is a challenge that plagues all studies. As a result of this and the fact that the collection period is so short, this report simply summarizes the data elements and presents them in a description fashion, using tables, graphs, and maps. Even with the initial summaries, the geography of the city is a factor that must be considered in the data analysis process. Each of data elements is presented in the following sections and includes a table, graph, and maps. All differences in the numbers and percentages between groups were statistically significant using Chi Square analysis, except when looking at seized contraband.

### Orientation to Denver

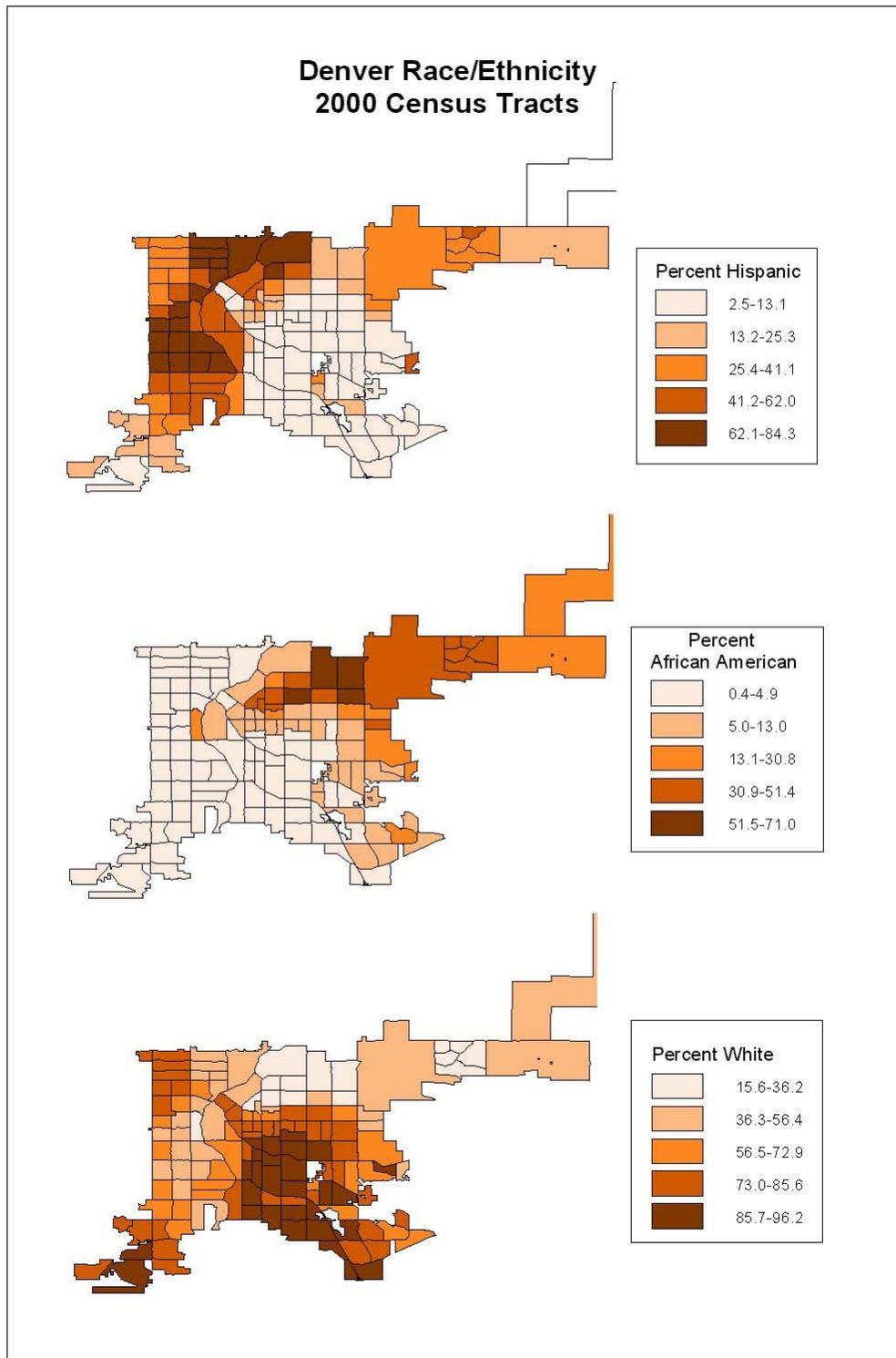
The Denver Police Department consists of 1,498 sworn officers and 315 civilian staff members, who serve a population in the City and County of Denver of approximately 550,000 people. In 2000, DPD handled 1,251,137 calls for service. There are 6 Districts and 71 Precincts, covering an area of about 155 square miles.

Figure 1 - DPD Precincts Reference Map



<sup>4</sup> Available population refers to those people who could be stopped because they are in public. Further, they may also take part in activities that break the law.

Figure 2 - Census Demographics of Denver



### **Overall Contacts**

Overall, there were 55,524 contact cards during this three-month period. This includes both traffic stops (39,400) and pedestrian stops (14,974). Missing data occurred for at least one data element in 5,396 of the records, accounting for 9.7% of all stops. 1150 records were missing the type of stop and so could not be classified as pedestrian or traffic. When mapped, a distinct geographic difference in the locations of traffic versus pedestrian stops appears. The traffic contacts follow the two interstates, while the pedestrian stops concentrate on the central portion of the city.

Figure 3 – Maps of Contact Totals



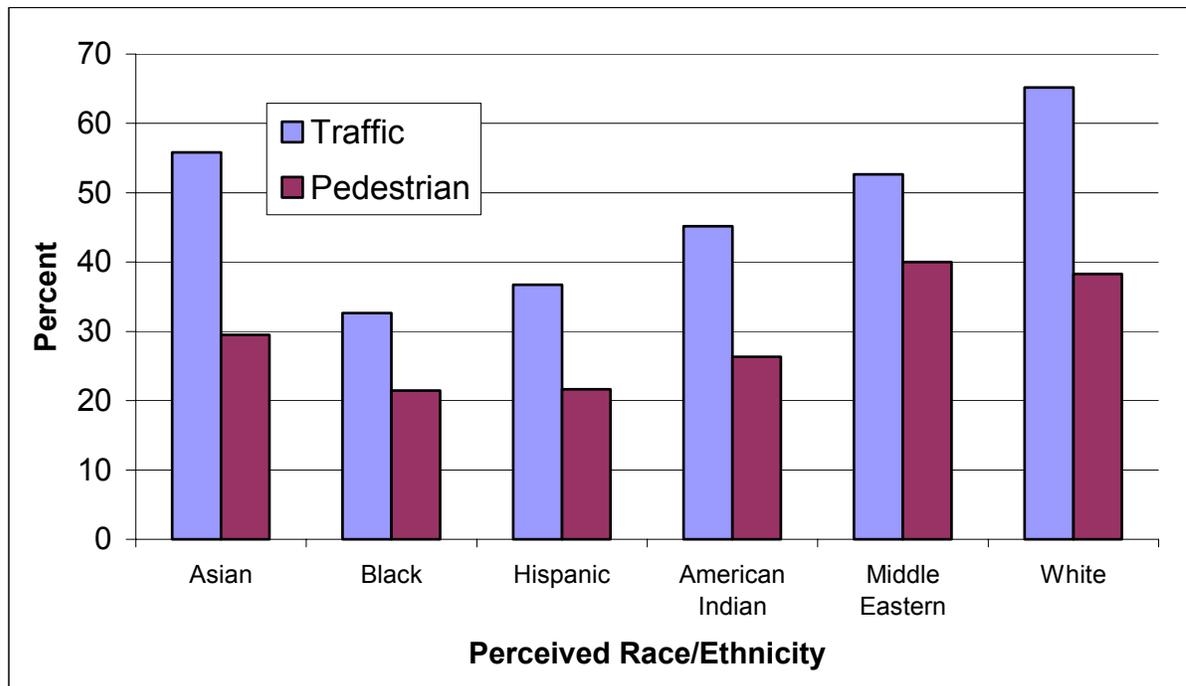
**Residents of Denver (or not)**

Although many acknowledge its limitations, one common comparison used for “assessment” of racial profiling data is census data of the city as a whole. As can be seen quite easily from the following evaluation of the residence of those stopped, this is clearly not a reasonable comparison, at least in Denver. Overall, less than half of all people stopped were residents of Denver for traffic stops. This does increase to just over 70% for pedestrian stops. In the best case scenario, over 20% of people stopped are not from Denver. Comparing non-resident race/ethnic characteristics to Denver’s population is simply not a sound association. Black and Hispanic populations did consistently live in Denver at a higher rate than Whites.

**Table 2 - Non-resident Population Contacted**

Race	Traffic	Pedestrian
Asian	55.8	29.5
Black	32.6	21.4
Hispanic	36.8	21.7
American Indian	45.2	26.3
Middle Eastern	52.6	40.0
White	65.2	38.3

**Figure 4 Non-resident Population by Race/Ethnicity**



### **Perceived Race/Ethnicity of Those Stopped**

The race/ethnicity was only known 11% of the time prior to the stop while this increased to 80% for pedestrian stops. For traffic stops, the number of, and percent of, Whites contacted was significantly higher than for either Hispanics or Blacks. In fact, Whites constitute nearly 50% of the traffic stops. This shifts for pedestrian stops, however, where nearly an even number of Whites, Blacks, and Hispanics were contacted. The numbers for Asian, American Indian, and Middle Eastern are so low in comparison that these will not be reported in many of the following summary tables, graphs, and maps. A very distinct pattern appears when the Hispanic, White, and Black stops are mapped. Those perceived to be Hispanic are stopped in the western and northwestern portions of Denver. Blacks are stopped in the northeast section and Whites are stopped along the interstate corridors and in the downtown area. The pattern is similar for pedestrian stops. However, whites, in this instance, are stopped along Colfax and in the downtown area. The overall configuration is very similar to the demographics of the neighborhoods throughout Denver. 80% known prior to stop

**Table 3 - Summary of Race/Ethnicity of Those Stopped**

<b>Perceived Race/Ethnicity</b>	<b>Traffic</b>		<b>Pedestrian</b>	
	<b>Number Stopped</b>	<b>Percent Stopped</b>	<b>Number Stopped</b>	<b>Percent Stopped</b>
Unknown	234	0.6	68	0.5
Asian	822	2.1	122	0.8
African American	6,607	16.8	4,569	30.5
Hispanic	11,957	30.3	4,618	30.8
American Indian	135	0.3	619	4.1
Middle Eastern	342	0.9	25	0.2
White	19,303	49.0	4,953	33.1
Grand Total	39,400		14,974	

Figure 5 - Perceived Race/Ethnicity of Stops

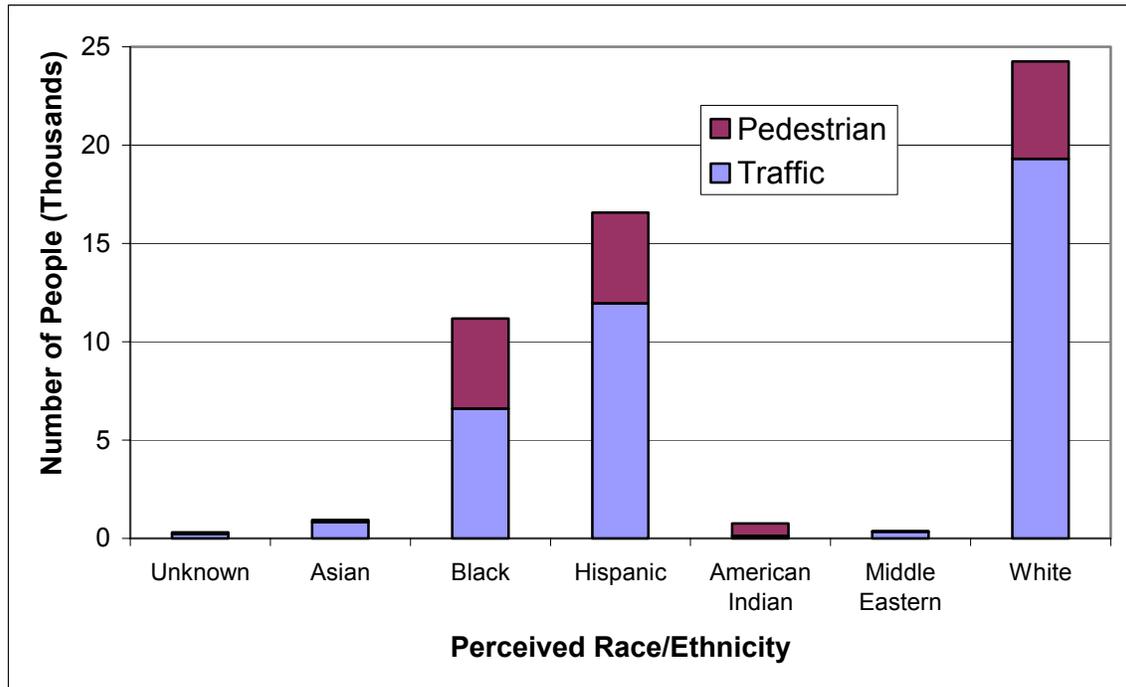


Figure 6 - Maps of Traffic Stops

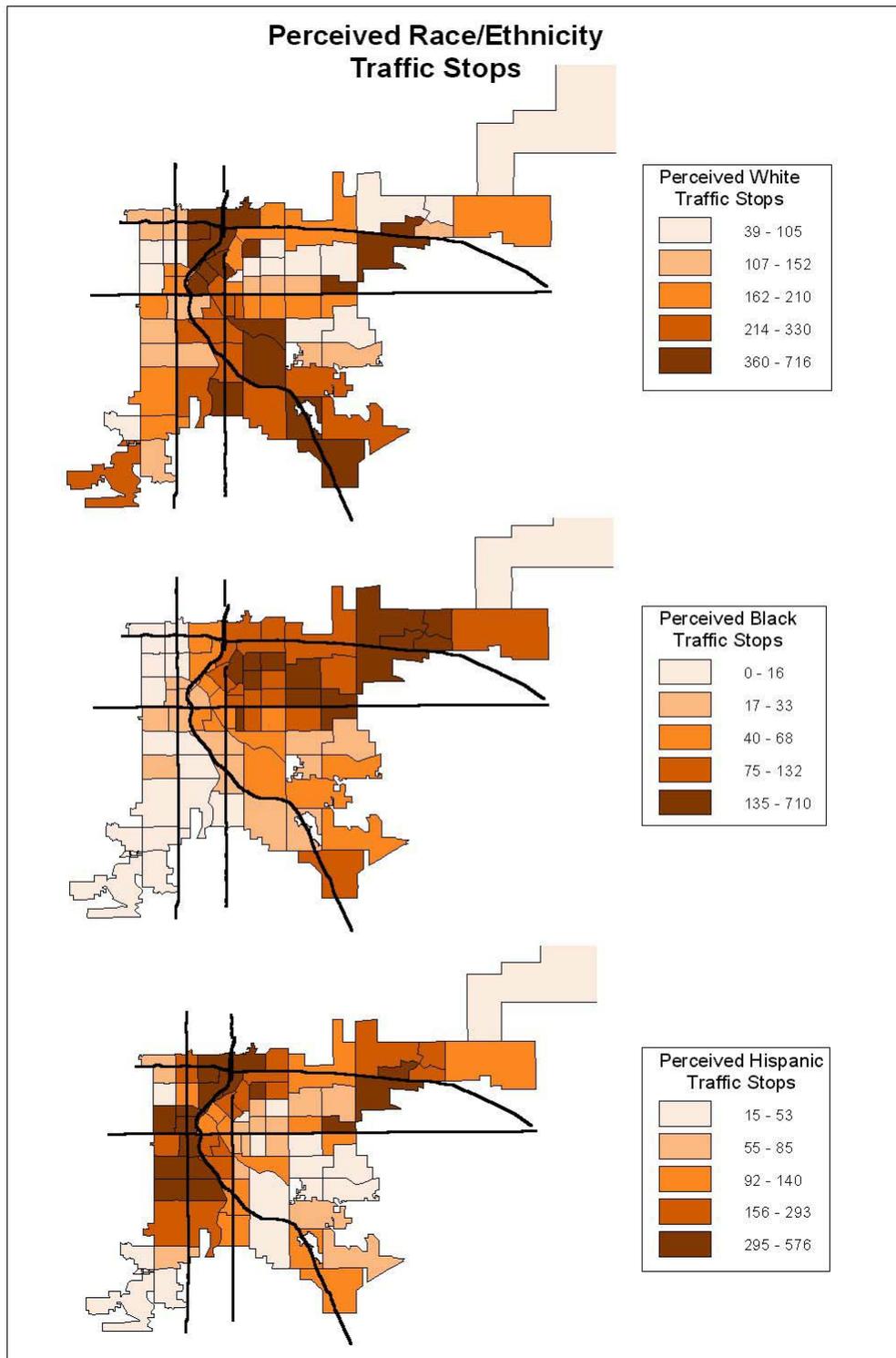
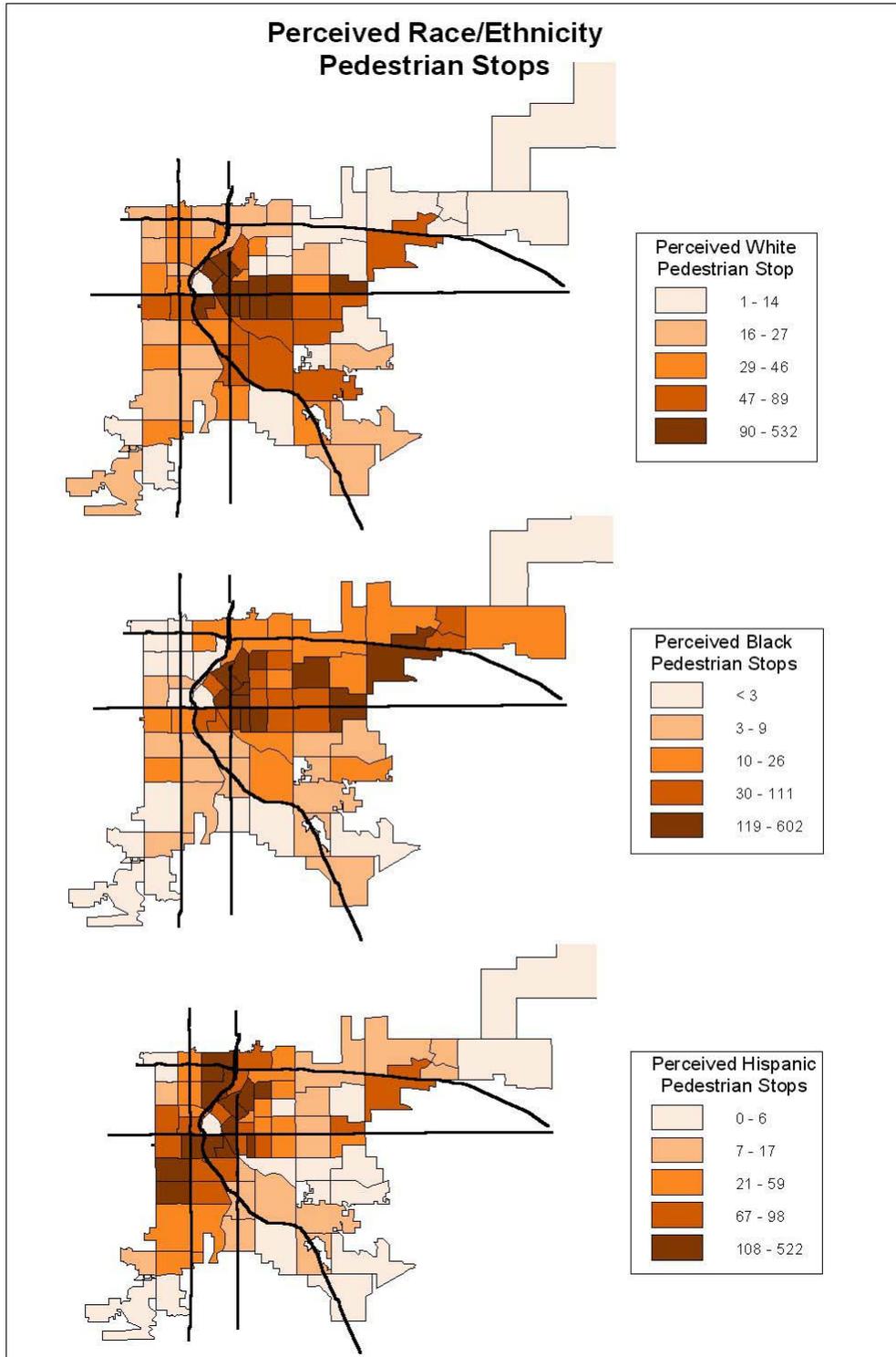


Figure 7 - Maps of Pedestrian Stops



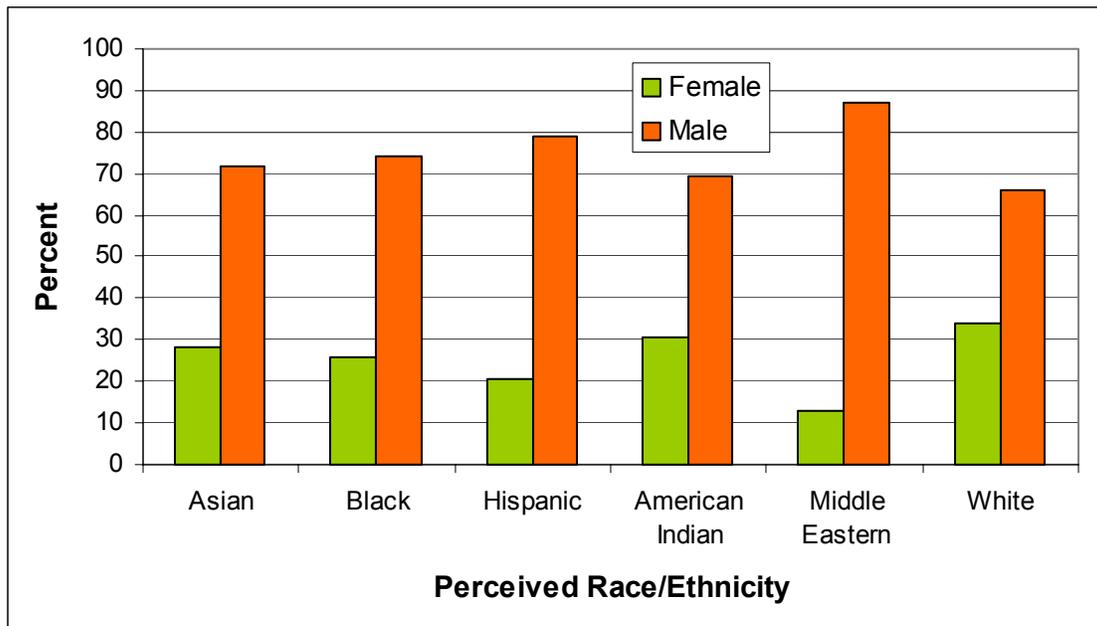
## Gender

In all cases males were stopped at a significantly higher rate than females. This was true for all races and for both traffic and pedestrian stops. For traffic stops, females were stopped approximately one-third of the time, ranging from 13.5 percent for Middle Eastern females to 42.2 percent for American Indian females. When focusing on White, African American, and Hispanic, Hispanic females were stopped at the lowest rate and White females at the highest. For pedestrian stops, females were stopped less than 30 percent of the time for all groups.

Table 4 - Summary of Gender of Those Stopped

Perceived Race/Ethnicity	Traffic Percent of that Subgroup		Pedestrian Percent of that Subgroup	
	Female	Male	Female	Male
Asian	28.2	71.4	27.0	73.0
African American	28.7	71.3	21.3	78.5
Hispanic	21.8	78.1	17.9	82.0
American Indian	42.2	57.8	27.5	72.5
Middle Eastern	13.5	86.5	12.0	88.0
White	35.9	64.0	27.4	72.6

Figure 8- Gender of Those Stopped



## Age

For traffic stops, the median age was 29 and the average was 32. There is a distinct pattern with the largest numbers of people being stopped in the 19-21 year old range. From there the number decreases steadily. For pedestrian stops, the median age was 32 and the average was also 32. There are two peaks in this case, one in the 17-20 year old range and another again from 40-41.

Figure 9 - Age Distribution of Traffic Stops

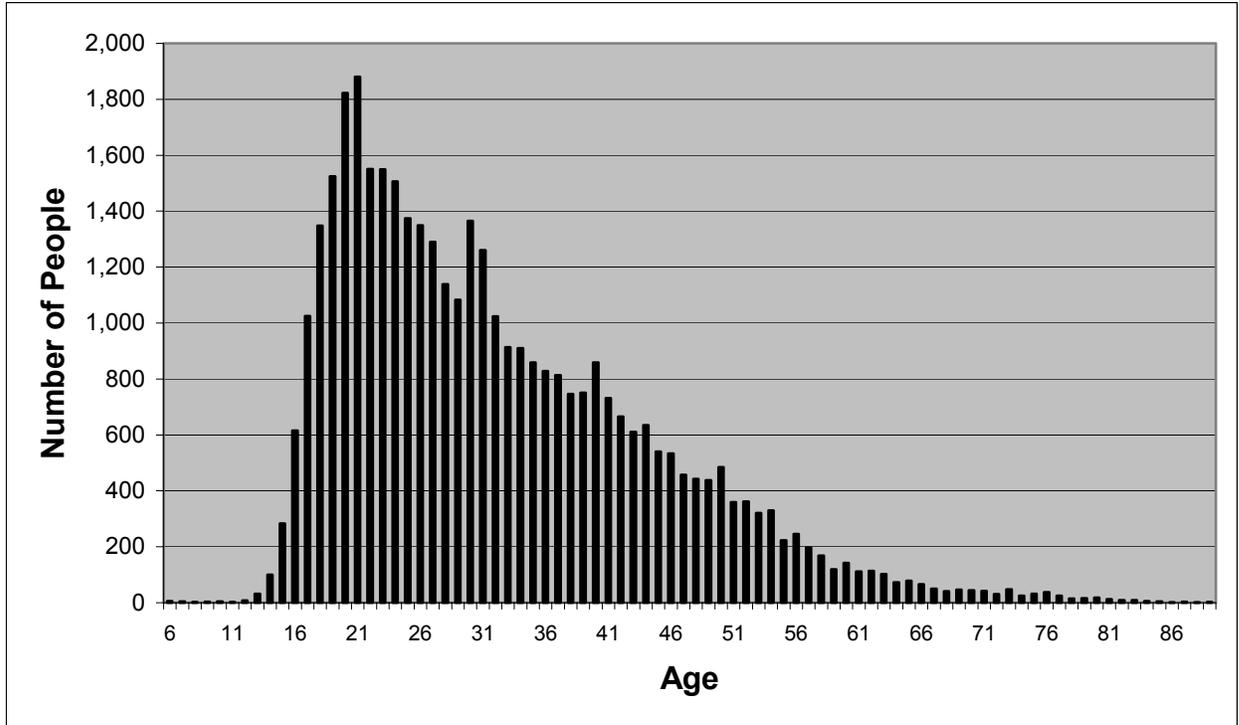
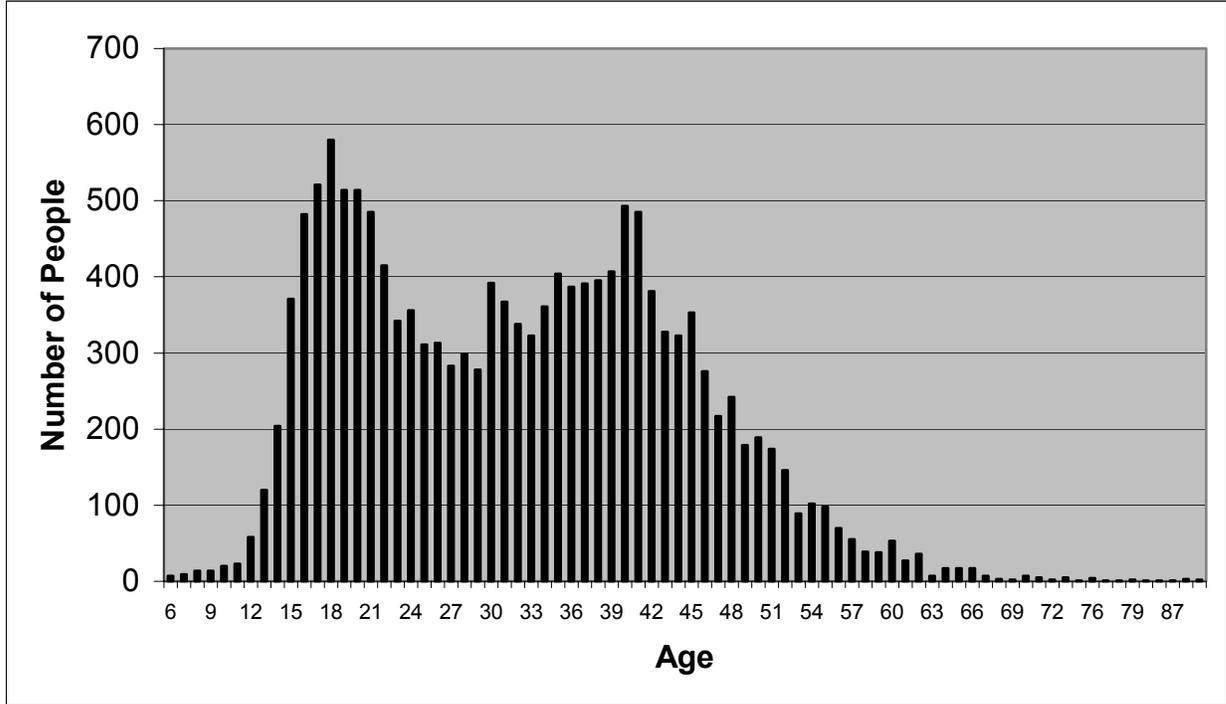


Figure 10 - Age Distribution of Pedestrian Stops



**Time of Day**

More people are stopped during the day for traffic stops than at night, 2-3 times the number. This is particularly true for Whites. The number of pedestrian stops remains essentially the same during the day as at night. All groups are stopped at approximately the same rate for pedestrian stops when taken as a percent of all of these types of stops. In other words, the numbers of Blacks, Hispanics, and Whites stopped are approximately equal. Geographically, nighttime stops concentrate on the center of the city, particularly for pedestrian stops. The stops are distributed much more along the interstates for traffic stops.

Table 5 - Summary of Time Stopped

Perceived Race/Ethnicity	Percent of All Traffic Stops		Percent of All Pedestrian Stops	
	Day	Night	Day	Night
Black	10.7	6.0	16.1	14.3
Hispanic	20.6	9.6	16.8	13.8
White	38.8	10.0	17.4	15.6

Figure 11- Time of Day

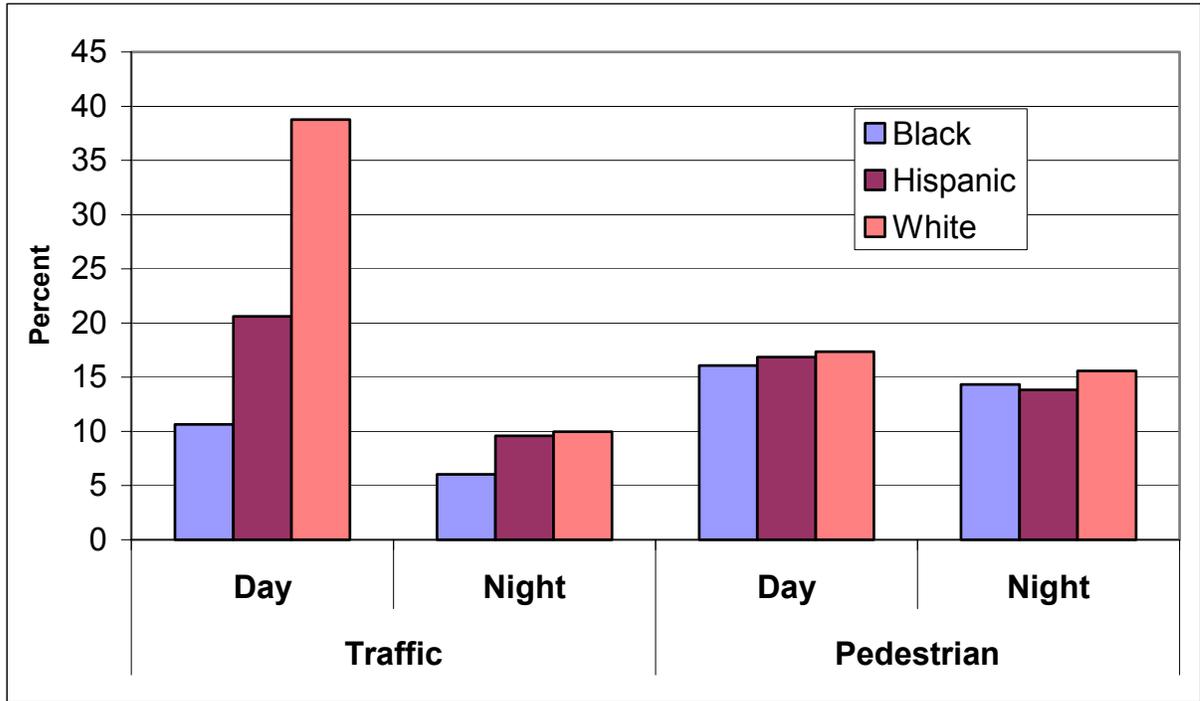
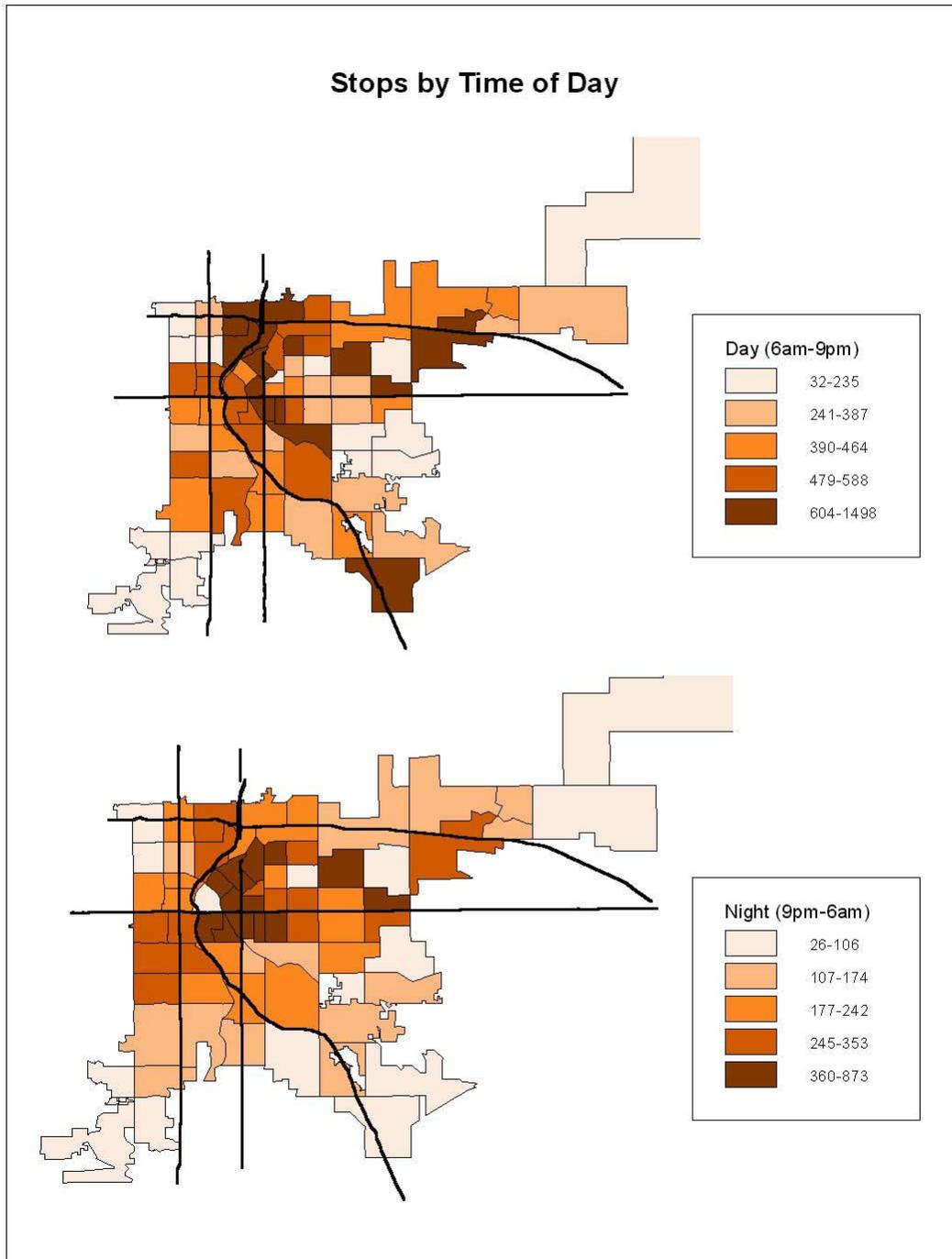


Figure 12 - Maps of Stops by Time of Day



### Duration of Stop

The most common duration of a traffic stop was in the 10-19 minute range, followed by the less than 5-minute category. A higher percentage of Whites were stopped less than 5 minutes. For pedestrian stops, the duration of stop was nearly identical for all race/ethnicity groups, with the highest percentages lasting 10-19 minutes.

Figure 13 - Duration of Stop (Traffic)

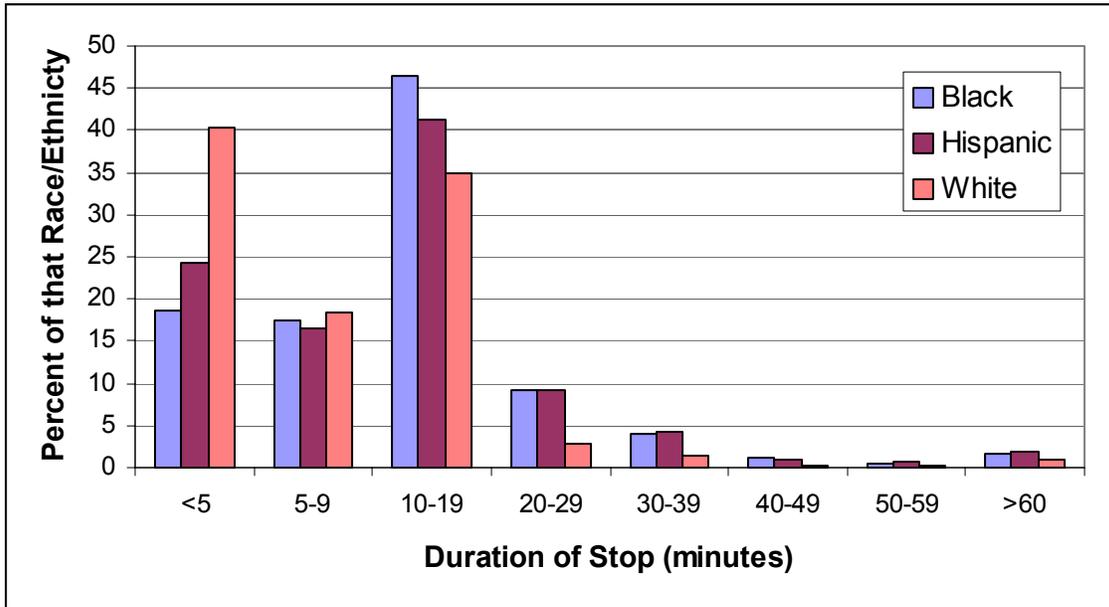
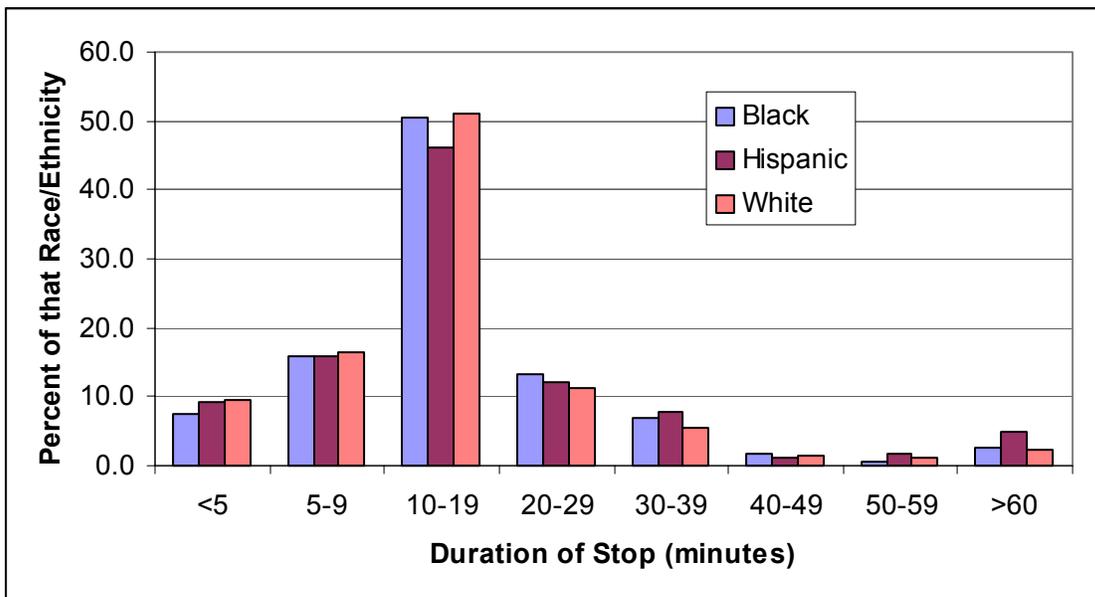


Figure 14 - Duration of Stop (Pedestrian)



## Reason for Stop

For traffic stops, more people were stopped for moving violations than for any other reason, particularly Whites. A very small proportion of the stops resulted from information received from another source. Hispanics were more likely than other groups to be stopped because of observation. A vast majority of pedestrian stops resulted from observation, as opposed to received information.

Table 6- Reason for Stop

Race	Traffic Stops				Pedestrian Stops	
	Moving Violation	Equipment Violation	Observation	Received Information	Observation	Received Information
Asian	672	105	92	11	119	8
Black	4202	1415	1605	239	4031	714
Hispanic	8391	1718	2655	265	4046	713
American Indian	91	21	39	7	589	48
Middle Eastern	282	43	32	7	23	3
White	16600	1496	1966	154	4488	555

Figure 15 - Reason for Traffic Stop

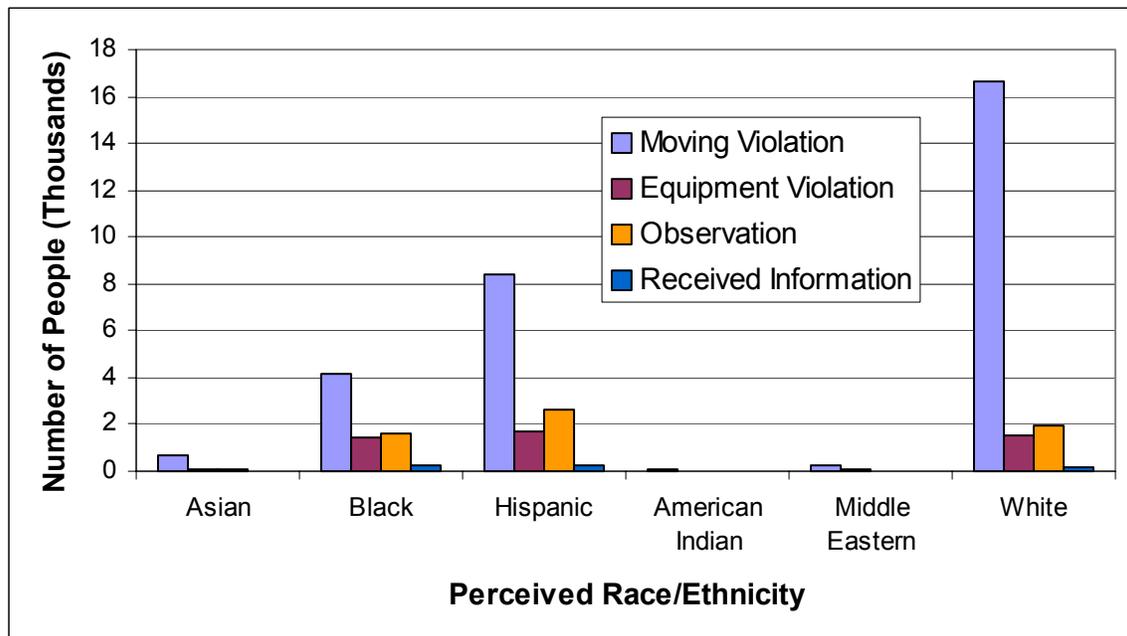
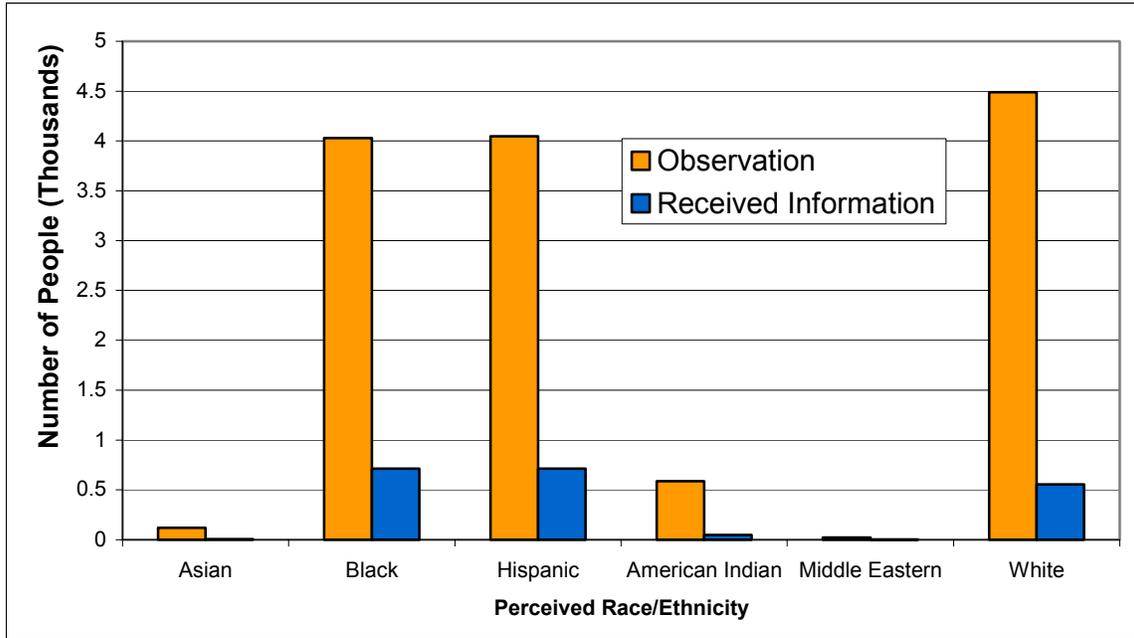


Figure 16 - Reason for Pedestrian Stop



**Action Taken**

After a traffic stop, most Whites received a citation as did Hispanics. A field interview was the most common action for Blacks followed by a citation. By far, most pedestrian stops resulted in a field interview for all race/ethnicity groups. The next most common action for Hispanics and Whites was a citation and for Black arrest.

Table 7 - Action Taken

Race	Traffic				Pedestrian			
	Field Interview	Verbal Warning	Citation	Arrest	Field Interview	Verbal Warning	Citation	Arrest
Black	3,472	1,773	3,232	804	3,308	918	1,036	1,172
Hispanic	4,665	1,752	7,880	1,127	2,788	697	1,548	1,032
White	3,955	2,579	15,127	679	3,071	847	1,716	926

Figure 17 - Action Taken (Traffic Stops)

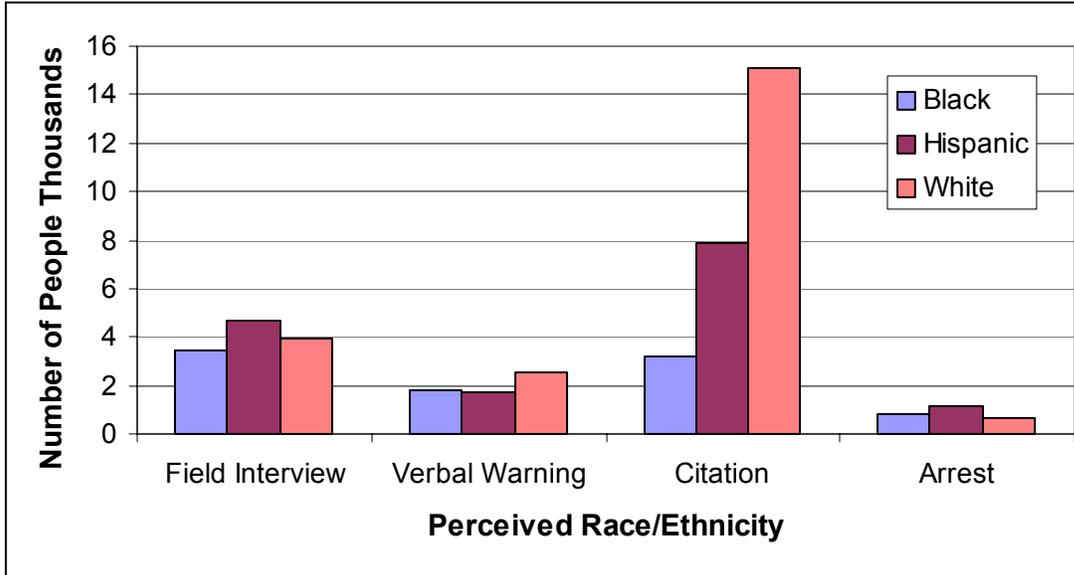
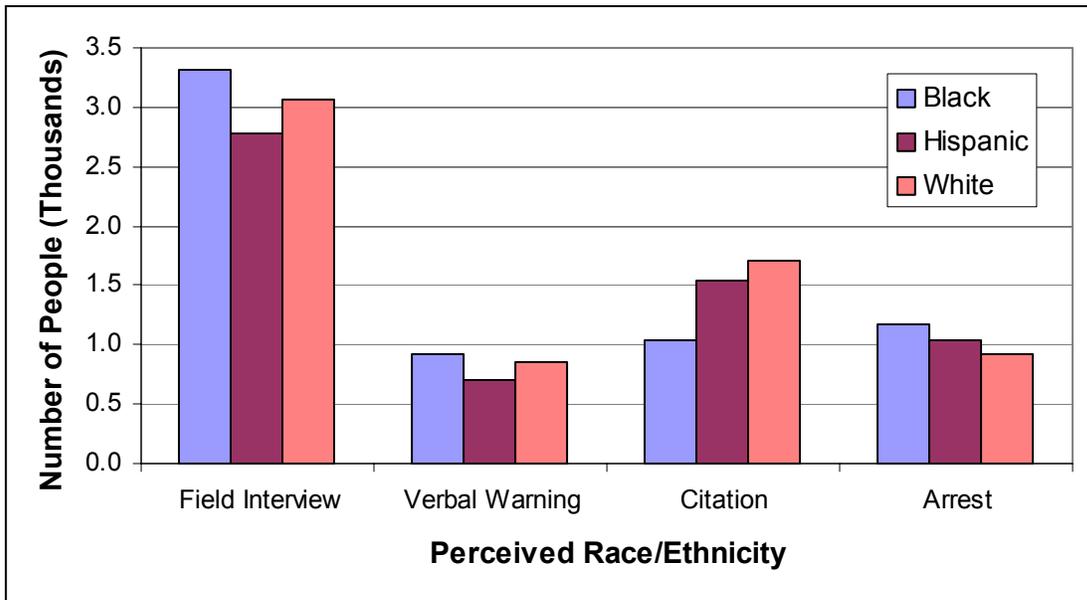


Figure 18 - Action Taken (Pedestrian)



## Searches

Once stopped, those perceived to be Hispanic or Black were more likely to be searched, for all types of searches than Whites. Hispanics had the highest numbers for all traffic stops and Blacks had the highest numbers for all pedestrian stops. The difference for Hispanics is particularly apparent for cursory traffic searches. In all other cases, the numbers are similar. Blacks were searched at the highest rate for pedestrian stops as well as had the second highest rate for traffic stops. American Indians were searched at the highest rate for traffic stops, but the numbers stopped for this group are fairly low. Traffic and pedestrian searches are concentrated in the center of the city.

Table 8- Type of Search

Race	Traffic Stops			Pedestrian Stops		
	Consent	Cursory	Incident to Arrest	Consent	Cursory	Incident to Arrest
Black	233	594	822	366	1633	1186
Hispanic	301	1201	1025	201	1533	1061
White	250	474	620	275	1334	998

Figure 19 - Type of Search

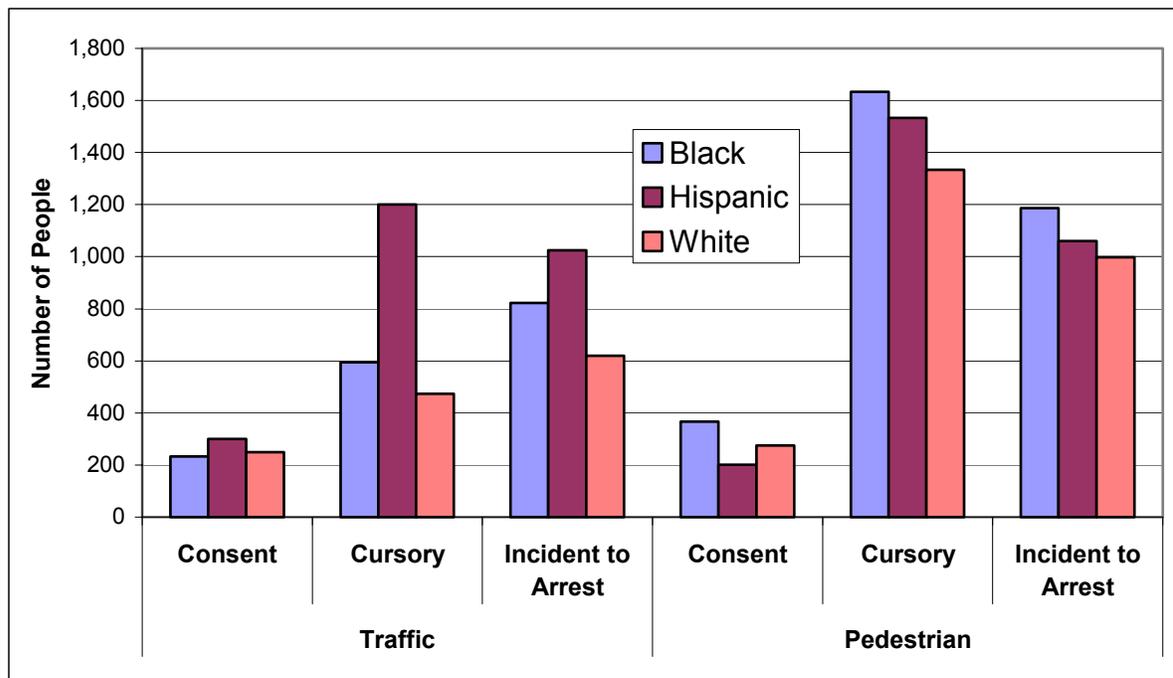


Table 9 - Percent Searched

Race	Traffic			Pedestrian		
	Number Searched	Number Stopped	Percent Searched	Number Searched	Number Stopped	Percent Searched
Asian	56	822	6.8	33	122	27.0
Black	1,446	6,607	21.9	2,825	4,569	61.8
Hispanic	2,329	11,957	19.5	2,471	4,618	53.5
American Indian	45	135	33.3	262	619	42.3
Middle Eastern	13	342	3.8	10	25	40.0
White	1,175	19,303	6.1	2,280	4,953	46.0

Figure 20 - Percent Searched

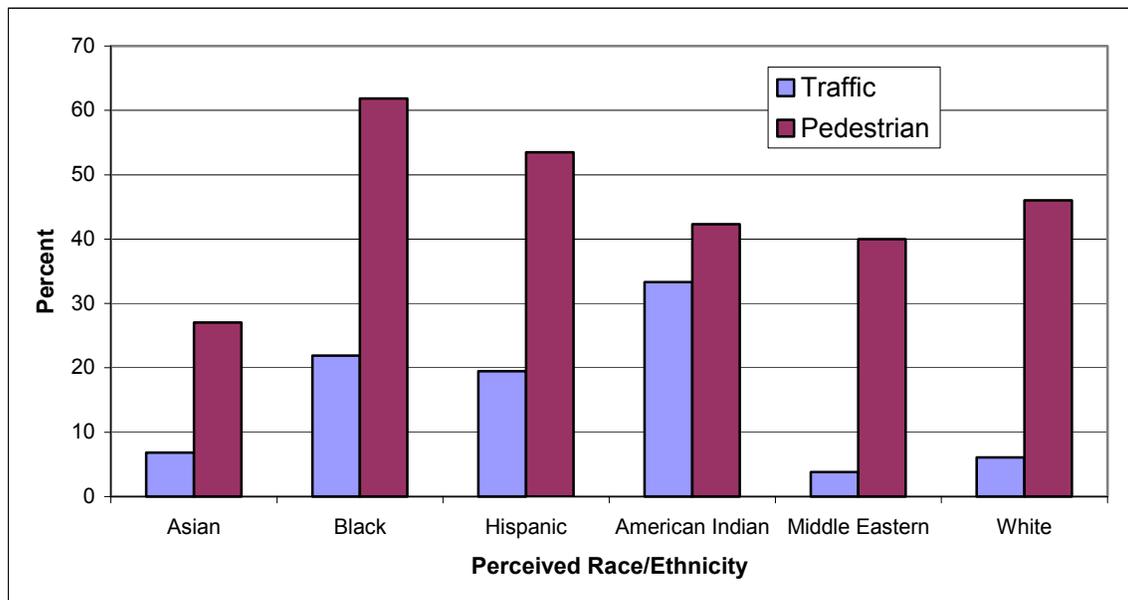
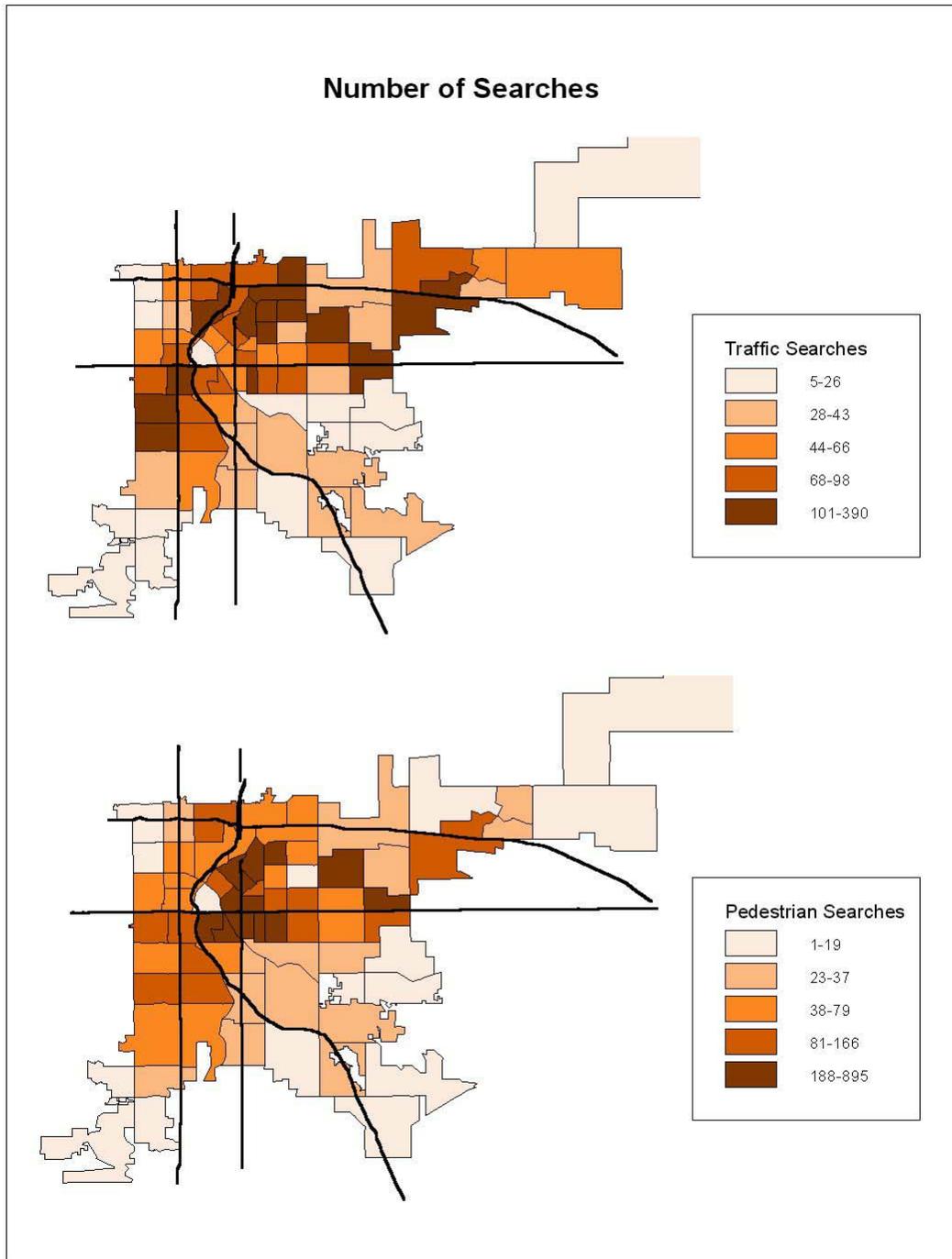


Figure 21 - Map of Number of Searches



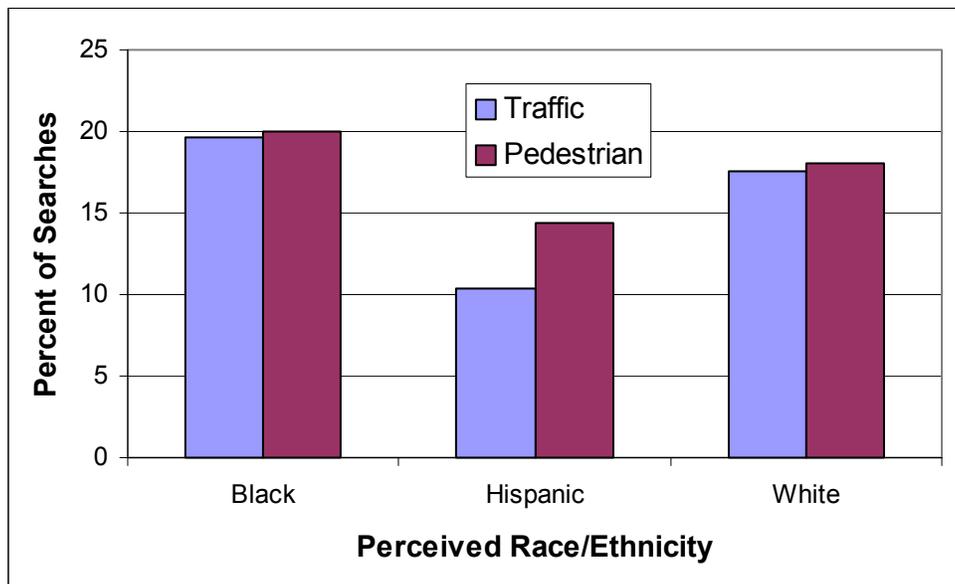
### Hit Rates (Contraband Seized during Search)

When a traffic search occurred, contraband was seized 14.6% of the time. This was essentially the same for Whites (17.6%) and Blacks (19.6%), but lower for Hispanics (10.4%). Even though this group is searched at a higher rate, the “hit rate” is lower. The percent of searches yielding contraband for pedestrian stops was substantially higher (28.4%) than for traffic stops. A similar pattern exists, however, where the rate at which contraband was seized for Hispanics, Blacks and Whites was essentially the same, although slightly higher for Blacks. In this case, during pedestrian stops these groups are searched at almost the same rate. The numbers for Asian, Middle Eastern, and American Indian were too low to include. The overall numbers and rates for all numbers are too low to map by precinct.

Table 10 - Hit Rate of Those Searched

Race	Traffic	Pedestrian
Black	19.6	30.1
Hispanic	10.4	28.9
White	17.6	26.9

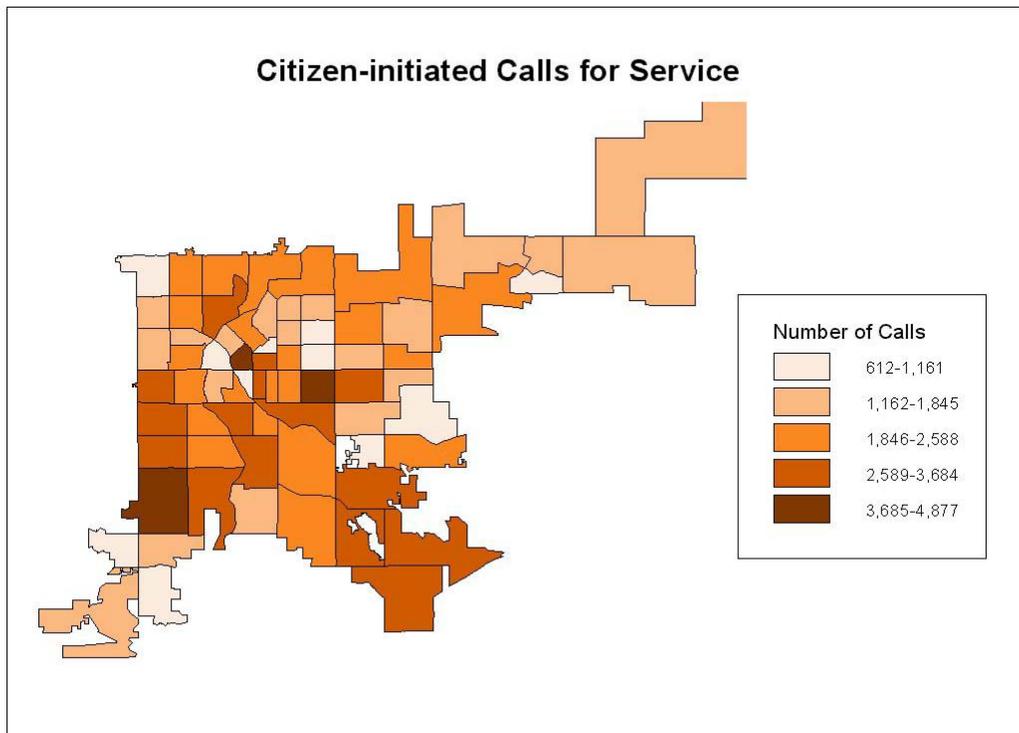
Figure 22 - Hit Rates of Those Searched



### Comparisons

Over the next several months, potential comparison data will be evaluated. As was stated previously, these are not necessarily straightforward or easy to assess. One option for comparison is citizen-initiated calls for service. These do not record the race or ethnicity of those requesting police service, but they do reflect where people are asking for police presence. The geographic pattern of the calls does not particularly follow the overall contact data. There is a shift away from the center city to the southern sections.

Figure 23 - Citizen-initiated Calls for Service



## Future Directions

Based on the preliminary observations, the numbers seem to correspond with initial findings in other jurisdictions across the U.S. However, it is simply too soon to draw reliable conclusions at this point. This overview of the data does provide the first step in a more thorough data analysis with a larger number of contact cards. The following summarizes some of the future directions Denver's biased policing study should take:

- **Monitor data trends.** The numbers should be monitored over time to assess their reliability and stability.
- **Assess effectiveness of data collection process.** By evaluating data early in the process, DPD has the opportunity to make adjustments to the data collection tool and to gauge the effectiveness of the entire data collection process.
- **Geography clearly matters.** Even after this initial examination, it is apparent that patterns of police activity vary in different parts of the city. This is in part due to socio-economic variations, as well as serving the communities requesting police presence. Methods for incorporating spatial patterns into a more robust analysis should be investigated.

- **Assessment of comparison data.** The numbers of non-Denver residents stopped suggest that census data are not a particularly good benchmark for comparison. In fact, the Denver Data Collection Subcommittee of the Biased Policing Task Force elected to pursue “mission driven comparisons”<sup>5</sup> The preliminary report does not reflect a complete analysis in this respect. It is simply the first step in ascertaining appropriate comparisons and establishing the next step.
- **Compare similar precincts.** Internal comparisons can be made between precincts of similar socio-demographic characteristics, looking at the level of policing activity. Likewise, precincts with similar crime characteristics can be compared with one another.
- **Incorporate these data into community oriented policing.** These data have the potential to be a powerful tool in generating discussion between the police and the community if people elect to do so. Officers and the community alike should seek ways to generate positive problem solving collaborations based on issues identified through dialog about the data. Data collection and analysis is, after all, only the first step.

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<sup>5</sup> For an overview of these recommendations, see <http://www.denvergov.org/admin/template3/forms/Committee%20recommendations.pdf>

**1<sup>st</sup> Annual Report**  
**Denver Police Department**  
**Contact Card Data Analysis**  
June 1, 2001 through May 31, 2002

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October, 2002

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## Highlights

- The Biased Policing Task Force, comprised of police and community members, conceived data collection as part of a much broader effort concerning this significant community issue.
- The Biased Policing Task Force Data Collection Subcommittee elected to follow a mission-driven comparative model, which not only examines the contact card data itself, but also compares the data to policing activities that reflect whether police are: 1) promoting public safety; 2) reducing crime and victimization; and 3) addressing quality of life issues in neighborhoods.
- DPD collected 199,410 contact cards from June 1, 2001, through May 31, 2002, including both traffic stops (154,298) and pedestrian stops (41,125).
- Prior to stopping individuals, officers were able to determine race/ethnicity of the person contacted 77% of the time for pedestrian contacts, but only 8% in traffic stops.
- Overall, less than half of the people stopped for traffic stops were residents of Denver; for pedestrian stops the percentage increases to just over 70%.
- For traffic stops, those perceived White constituted the largest percentage of stops (48.2%), followed by Hispanics (31.3%), and Blacks (16.6%). The remainder was Asian, American Indian, and Middle Eastern. For pedestrian stops, officers contacted an almost even percentage of Whites (32.8%), Blacks (33.0%), and Hispanics (28.9%).
- Mapping patterns indicate that perceived Hispanics are generally stopped in the northwestern section of Denver, perceived Blacks are stopped in the northeastern section, perceived Whites are stopped along the interstate highway corridors, and perceived Asians are stopped in the southwestern areas along Federal Boulevard.
- The data suggest that people are generally stopped in or near their own neighborhoods and/or that non-residents are commonly stopped in places with a similar race/ethnic make-up to the officers' perceptions of their race/ethnicity.
- For traffic stops, more people were stopped for moving violations than for any other reason, particularly Whites (40.7%).
- In all categories of pedestrian searches, Blacks (consent: 9.8%; cursory: 38.0%; and incident to arrest: 26.7%), Hispanics (consent: 5.9%; cursory: 39.1%; and incident to arrest: 24.1%), and Whites (consent: 7.9%; cursory: 28.8%; and incident to arrest: 22.6%) were searched generally at the same rates, except in the case of cursory searches when Whites were searched at a lower rate.
- Those perceived to be Hispanic and Black were searched at a higher rate than Whites during traffic stops for all types of searches. Hispanics were searched at the highest rate for cursory searches (Hispanics: 10.9%, Blacks: 9.8%, Whites: 2.7%). For consent searches, the percentage searched was fairly low for all groups (Blacks: 3.4%, Hispanics: 2.3%, Whites: 1.4%). Blacks experienced the highest percentage incident to arrest searches (Blacks: 12.5%, Hispanics: 9.4%, Whites: 3.3%).
- Consent and cursory searches for Whites were most likely associated with an arrest (15.1% and 30.7% respectively).
- Contraband seized for Hispanics was consistently lower for all types of searches (consent: 19.1%, cursory: 9.2%, and incident to arrest: 18.0%); the percentage of searches where contraband was seized was highest for Blacks in the case of consent (24.9%) and incident to arrest (27.7%) searches, and highest for Whites for cursory searches (13.9%).

## Introduction

The role that race and/or ethnicity plays in police stops has become a point of contention in numerous communities across the U.S. In response to this national and local concern, many law enforcement agencies, including the Denver Police Department (DPD), are in various stages of implementing studies to evaluate potential indicators of racially biased policing. In November, 2000, a Biased Policing Task Force<sup>1</sup>, comprised of community and police members, started addressing the complex nature of the biased policing question in the City and County of Denver. Four subcommittees were established to review specialized issues, including: 1) policy/procedures; 2) data collection; 3) training; and 4) youth issues. Importantly, while certainly a significant component of the process, data collection was conceived as part of a much broader effort to create a dialogue concerning this significant community issue.

Members of the Biased Policing Task Force shaped new policy and procedures relative to biased policing. In addition, several types of training were implemented, including cultural awareness training for all sworn and civilian police department employees. Further, all officers received additional instruction on Stop & Frisk and the Fourth Amendment and all patrol officers who engage in street level narcotics enforcement attended 24 hours of training. These training sessions emphasized proper development of reasonable suspicion and probable cause. When officers are promoted to their first supervisor position (corporal and sergeant), they are now required to attend a mini-academy that includes a section on biased policing. In fact, the biased policing training developed by the DPD for internal use was combined with instruction from the Anti-Defamation League and is now the required statewide training program administered by the Colorado Regional Community Policing Institute and Colorado Police Officer Standards & Training (POST).

As part of the broader efforts to address this issue, DPD officers began recording traffic and pedestrian stop data on June 1, 2001, and are committed to continue this activity for 2 more years. In November, 2001, a preliminary summary of the data collected from June 1, 2001 through August 31, 2001 was released in advance of a one-year report. As a more complete follow-up, this document presents findings from the data collected from June 1, 2001 through May 31, 2002 and acts as a precursor to at least two more annual reports. The first section briefly addresses the limitations and potential uses of the data. The next section presents some of initial findings summarizing contact card data and is followed by a presentation of comparisons. The last portion of the report offers a discussion of the data along with future directions.

## What can we learn from the data?

Because claims of racial profiling are often based on personal accounts and other anecdotal evidence, systematic data collection of police contacts can add to the understanding of this issue, but these data must be approached with some caution. Any interpretation must be accompanied by a thorough understanding of the data for appropriate interpretation. The

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<sup>1</sup> The Biased Policing Task Force incorporated input from members of 25 neighborhood groups, 78 organizations and officers from all levels of DPD. There were 47 meetings over a 7-month period involving over 1,800 hours of work prior to the initiation of data collection. For more details on the Denver Biased Policing Task Force, see <http://www.denvergov.org/Police/template19843.asp>.

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following discusses the data collection process, challenges and uses of the data, and analysis techniques.

### **Data Collection Process**

Officers completed a DPD Contact Card (Figure 1) each time they initiated a traffic stop or contacted a pedestrian in order to capture the officers' decision-making processes with regard to that stop, particularly when some degree of discretion was involved. In circumstances when officers were directed to take action based on a citizen call or at the discretion of another person (a dispatcher or another officer, for example), a contact card was not completed. The 17 categories included on the contact card are similar to the data elements collected in other jurisdictions across the U.S. and follow recommendations put forth by nationally recognized reports.<sup>2, 3</sup> Importantly, officers recorded their perception of the race/ethnicity of people stopped and could select from six different categories, including White, American Indian, Asian, Black, Hispanic, or Middle Eastern. Individuals stopped were not asked to verify their race/ethnicity, nor is this information available on driver's licenses in Colorado as it is in some states. The purpose of the data collection process is to address whether officers treat race/ethnic groups differently based on how they are viewed, not how individuals identify themselves. After completion, the cards were then processed electronically and recorded in a digital database.

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<sup>2</sup> Ramirez, D., J. McDevitt, and A. Farrell (2000). "A Resource Guide on Racial Profiling Data Collections Systems: Promising Practices and Lessons Learned." U.S. Department of Justice Monograph, NCJ 184768.

<sup>3</sup> Fridell, L., R. Lunney, D. Diamond, and B. Kubu (2001). "Racially Biased Policing: A Principled Response." Police Executive Research Forum, Washington, DC.

Figure 1 – DPD Contact Card

**DENVER POLICE DEPARTMENT  
CITIZEN CONTACT DATA SHEET**

**CORRECT MARK:**

YEAR:  2001  2002  2003

MONTH:  1  2  3  4  5  6  7  8  9  10  11  12  13  14  15  16

DAY:  1  2  3  4  5  6  7  8  9  10  11  12  13  14  15  16

TIME OF STOP:  0000-0259  0600-0859  1200-1459  1800-2059  
 0300-0559  0900-1159  1500-1759  2100-2359

PRECINCT OF STOP:  1  2  3  4  5  6  759

RACE IDENTIFIABLE PRIOR TO STOP:  Yes  No

CONTACT TYPE:  Driver  Passenger  Pedestrian

AGE:  1  2  3  4  5  6  7  8  9

RACE/ETHNICITY: (Based on visual observation only):  
 White  American Indian  Asian  
 Black  Hispanic  Middle Eastern

GENDER:  Male  Female

LIVES IN CITY:  Yes  No

LIVES IN PRECINCT (or adjacent to):  Yes  No

REASON FOR STOP: (Mark all that apply)  
 Moving Violation  Personal Observation/Knowledge  
 Equipment Violation  Received Information  
 (dispatch/citizen/BULO/bulletin/roll call)  
 (Noting the reason for stop acknowledges that the contact was based on the minimum of an articulable reasonable suspicion)

ACTION TAKEN: (Mark all that apply)  
 Field interview and/or Clearance  Citation or Order-In  
 Verbal or written warning  Arrest  
 Detox/MHMHospitalized

SEARCH: (Mark all that apply)  
 No Search  Incident to arrest  
 Consent  Tow/Inventory  
 Cursory / Pat Down  Canine Alert  
 Search Warrant

CONTRABAND SEIZED:  Yes  No

DURATION OF STOP:  <5 min  10-19  30-39  50-59  
 5-9  20-29  40-49  >60 min

SHERIFF'S DEPT. EMPLOYEE:  Yes

OFF-DUTY (Includes secondary employment):  Yes

DPD 826

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 PHARMACEUTICALS DIVISION MF 1701 210 54321 www.scantron.com

1. Date of Stop
2. Time of Stop – Approximate time stop was initiated (within a 3 hour block)
3. Precinct of Stop – Location, **not** car assignment
4. Race Identifiable – Could the officer detect the race of the person contacted prior to the stop
5. Contact Type – Contact sheets for passengers are not required unless identification is obtained, or that person is questioned and/or searched.
6. Age of Person Stopped
7. Race/Ethnicity – This is determined by the officer’s observation, not from asking the person.
8. Gender
9. Lives in City – Is the person a resident of the City & County of Denver?
10. Lives in Precinct – Does the person reside in the precinct of the contact OR an adjacent precinct?
11. Reason for Stop (Mark all that apply) – *Personal Observation* – Action taken based on the observations and knowledge of the officer. *Received Information* – Action taken based on information received from outside sources. Contacts for which this form is completed are based on a minimum of reasonable suspicion.
12. Action Taken (Mark all that apply) – All actions performed by the officer during the contact.
13. Search (Mark all that apply) – Indicates **if** a search occurred, including a *Cursory/Pat Down* (Frisk), **and if so** which search type
14. Contraband Seized – Includes evidence, contraband, illegal weapons, drugs, etc.
15. Duration of Stop – Total time of contact at the scene, **does not include time spent transporting a prisoner to jail and processing.**
16. Sheriff’s Dept. Employee – Indicates the form was completed by a Deputy acting either on- or off-duty
17. Off-Duty – Indicates whether the contact occurred while the officer was off-duty or working secondary employment.

## **Data Challenges**

The numbers in this report do not provide definitive answers regarding police behavior and race relations. In fact, little agreement exists nationally on interpreting these data. They can only serve as guidelines for decision-making, not as a replacement for addressing the complexity of the issue in Denver. The data should act as the basis for further community-police discussions on the topic.

Most racial profiling studies in the U.S. are in the early stages of the process. Therefore, there is not yet agreement as to how to best study this issue. Further, DPD did not capture information on individual officers as part of the collection process. This means that the data can only support general observations about systematic practices. For example, DPD cannot examine the relationship between a specific officer's training and stop practices. The data collection card also does not include information on unit so that specialized activities, such as the gang unit or traffic enforcement, cannot be separated from the overall data.

## **Uses for Data**

Although challenges associated with contact card data collection and analysis exist, the data can still be used to improve the effectiveness of policing activities and to improve police-community relations. First and foremost, DPD can look at policing activities in a way never before possible. This is an exciting by-product of the data collection and analysis process. DPD will now have an understanding of stop activity previously not recorded, as well as the effectiveness of search procedures.

Perhaps the most appropriate use of the data is within the context of community oriented policing practices<sup>4</sup>. Patterns of potential concern can be identified and examined through community-police partnerships. In this way, the data can provide a springboard for further activity, investigation, or collaboration. Data collection and analysis are only the beginning of a much larger process with regard to questions concerning biased-based policing.

## **Data Evaluation Process**

When evaluating contact card data, knowing who is "available"<sup>5</sup> for stop is a vital component. Unfortunately, obtaining good comparison data is difficult and is a challenge that plagues all studies. In order to better appraise whether policing activity is meeting the needs of the community, the Task Force sub-committee on data collection elected to follow a mission-driven comparative model.

The mission driven model is, in part, based on the recognition of the value of an internal review of the data (comparing data elements collected on the contact card to one another). This approach is particularly useful for reviewing the post-stop activity (searches, for

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<sup>4</sup> Community Policing is most easily defined as a partnership between the police and community to engage in problem-solving activities to address crime and disorder. The terms *Community Policing*, *Community Oriented Policing* and *Community Oriented Policing Practices* should be considered in a synonymous context for the purposes of this report.

<sup>5</sup> In simplest terms, available population refers to all of those people who could potentially be stopped. For instance, all people walking on a given street at a particular time of day have the possibility of being contacted by a police officer.

example) of officers as applied across different races/ethnicities. Further, because of the emphasis on policing activity, traffic stops are almost always evaluated separately from pedestrian stops<sup>6</sup>.

Another facet of this model addresses the equitable application of the law during policing activity by comparing contact data with non-discretionary<sup>7</sup> crime data. In other words, the data are used to assess whether the police are fulfilling their mission of: 1) promoting public safety; 2) reducing crime and victimization; and 3) addressing quality of life issues in neighborhoods. Spatial analysis (mapping) is an extremely revealing mechanism for conducting these comparisons. This approach allows relating police activity in a geographic area to crime and disorder activity in the same location. The difficulty, and as yet untested, aspect of this model is in defining what measure(s) are most appropriate for comparing activity to the mission. Table 1 presents the selected datasets used for comparative purposes.

**Table 1 – Selected Comparison Data**

<b>Type of Comparison Data</b>
<ul style="list-style-type: none"> <li>• Citizen-initiated calls for service -- all call types</li> <li>• Victimization Data, recorded on offense reports -- suspect race/ethnicity and gender data (Offense reports are most generally initiated based on the complaint of a citizen and usually involve the commission of a felony or serious misdemeanor. Lower level offenses are handled through the use of General Sessions Summons and Complaints and would be reflected in the non-discretionary arrest data.)</li> <li>• Non-discretionary arrests -- arrests made by officers where they had little or no discretion in the decision to arrest, includes suspect race/ethnicity and gender data</li> <li>• Citizen complaints of vice and narcotic activity -- includes suspect race/ethnicity and gender data</li> <li>• Firearm offenses – includes race/ethnicity and gender data</li> <li>• Hit and run accidents</li> <li>• Problem-solving locations</li> </ul>

<sup>6</sup> Traffic stops are those police contacts for traffic violations most often involving motor vehicles, but could include bicycles, motorcycles, mopeds, etc. Pedestrian stops are police contacts of individuals who are not in a motor vehicle.

<sup>7</sup> For the purpose of this report *non-discretionary* activities shall refer to those actions where the officer has no or very little discretion as to their actions. For example, arrests based on the signed complaint of a victim, serious moving traffic violations that endanger others, or contacting of individuals based on dispatched calls that all require action as specified by law or policy.

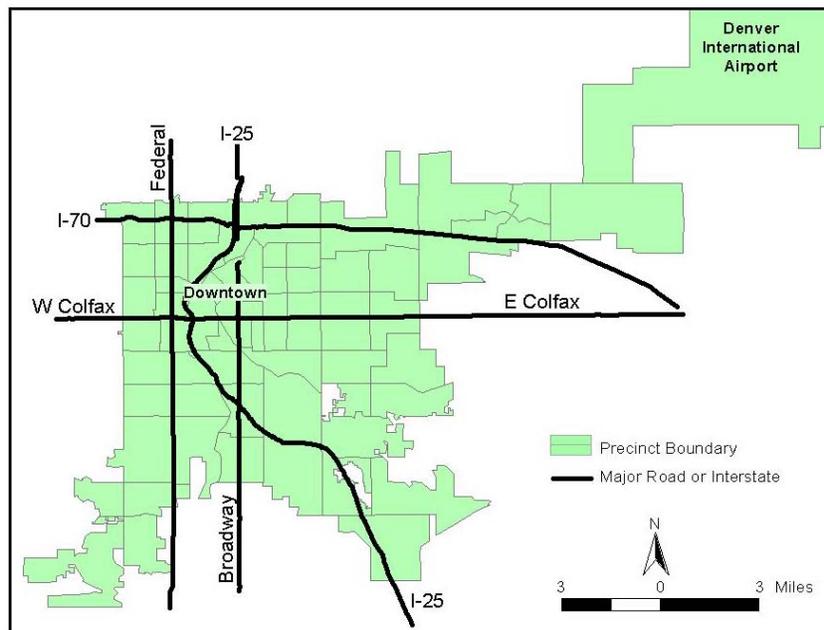
## Contact Card Analysis

This section of the report summarizes the DPD Contact Card Data and presents them descriptively by using tables, graphs, and maps. The geography of the city is a factor that must be considered when interpreting nearly all of the data elements, along with other contextual information provided in the following section.

### Background Information

The Denver Police Department consists of 1,457 sworn officers and 338 civilian staff members, serving a population in the City and County of Denver of approximately 550,000 people at the core of a metro-area population of over 2 million. According to the Denver Regional Council of Governments, the daytime population in Denver increases to over 700,000. There are 6 Districts and 72 precincts<sup>8</sup>, covering an area of about 155 square miles. In 2000, DPD handled 1,251,137 calls for service. All of the maps of comparison data and contact card data are of precincts, the smallest geographic area of police responsibility.

Figure 2 - DPD Precincts Reference Map



According to the 2000 Census, the demographic composition of Denver is: 31.7% Hispanic, 51.9% White, 10.8% Black, 0.7% American Indian, 2.7% Asian, and 2.2% Other. Comparing these percentages to the stop data is problematic, however, particularly because a large proportion of those stopped are not even from within the city and county limits (a point further discussed in the results). Instead, they are traveling to, or through, the city and are not necessarily representative of demographics of Denver.

<sup>8</sup> In April, 2002, one precinct was split into two. Consequently, only 71 precincts were used in this analysis.

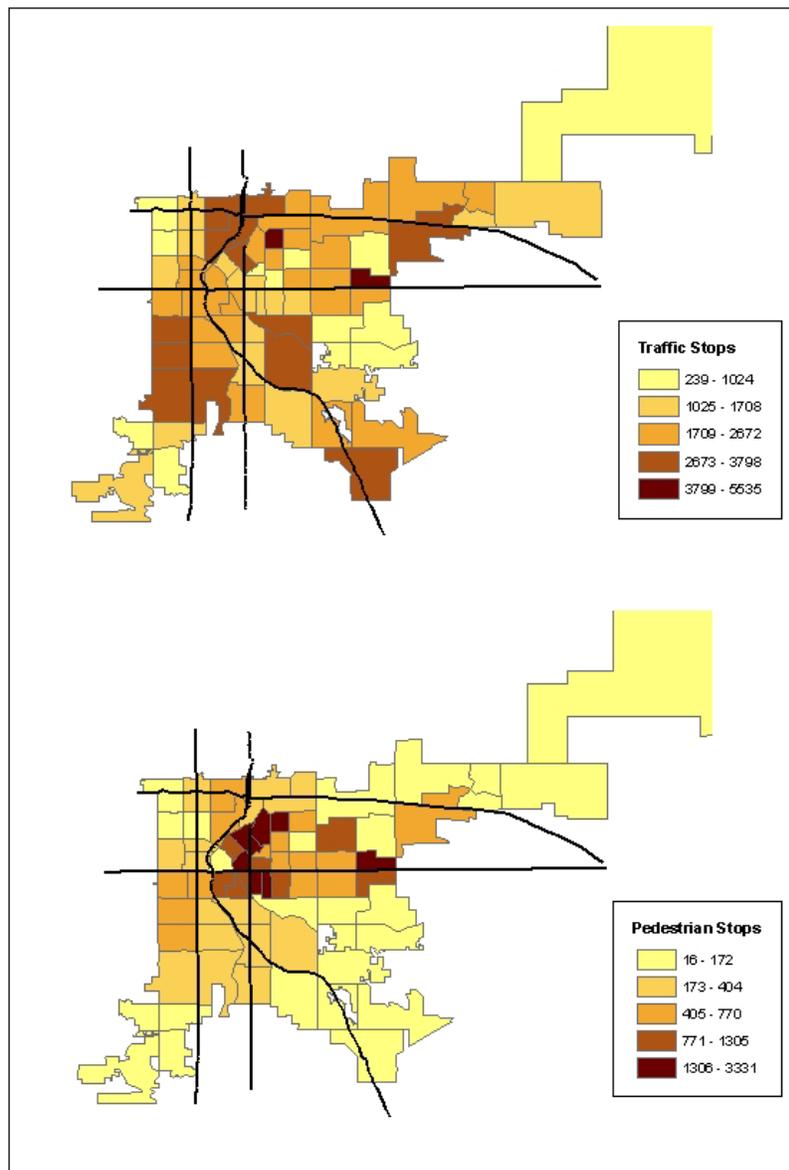
Figure 3 - Census Demographics of Denver



### Overview of Contacts

Overall, there were 199,410 contact cards collected from June 1, 2001, through May 31, 2002. This includes both traffic stops (154,298) and pedestrian stops (41,125). Only 15,580 of the records had one or more missing data elements, accounting for 7.8% of all stops, which suggests a good effort by officers to comply with this additional piece of paperwork. 3,987 records were missing the type of stop and so could not be classified as pedestrian or traffic. In addition, 1,641 entries were missing the race. In general, the number of missing data elements for individual categories was not large enough to impact analysis. When mapped, a distinct geographic difference in the locations of traffic versus pedestrian stops appears. The pattern of traffic contacts follows the two interstate highways (I-25 and I-70), while the pedestrian stops are concentrated in the central portion of the city.

Figure 4 – Maps of Contact Totals



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### **Perceived Race/Ethnicity of Those Stopped**

Officers indicated that they could identify race/ethnicity prior to the stops only 22% of the time. They made a pre-determination of race/ethnicity in 77% of pedestrian stops, but only in 8% of traffic stops. For traffic stops, the number of, and percent of, Whites stopped was higher than for either Hispanics or Blacks. In fact, Whites constitute nearly 50% of the traffic stops. This shifts for pedestrian stops, however, where nearly an even number of Whites, Blacks, and Hispanics were contacted. The numbers for Asian, American Indian, and Middle Eastern are relatively low in comparison. Even with the high numbers of Denver non-residents stopped, 21.1% of all traffic stops and 42.6% of all pedestrian stops occurred near people's homes; they were stopped in the precinct where they live or an adjacent precinct.

A distinct pattern appears when the Hispanic, White, Black, and Asian stops are mapped<sup>9</sup>. Those perceived to be Hispanic are stopped in the western and northwestern sections of Denver. Blacks are stopped in the northeast section and Whites are stopped along the interstate corridors and in the downtown area. Asians are generally stopped in southwestern areas along Federal Boulevard. The pattern is similar for pedestrian stops. However, Whites, in this instance, are stopped along Colfax and in the downtown area. The overall geographic configuration is similar to the demographics of the neighborhoods throughout Denver. So, while comparing the summary numbers for the entire city did not make sense because of the number of non-residents also stopped, comparisons between census numbers and the summary of stops when mapped are revealing. The pattern suggests that people are generally stopped in or near their own neighborhoods and/or that non-residents are commonly stopped in places with a similar race/ethnic make-up to the officers' perceptions of their race/ethnicity.

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<sup>9</sup> The numbers for American Indian and Middle Eastern are too low to break-down and map by precinct.

Table 2 - Summary of Race/Ethnicity of Those Stopped

Perceived Race/Ethnicity	Traffic		Pedestrian	
	Number Stopped	Percent Stopped	Number Stopped	Percent Stopped
Unknown	1,102	0.7	194	0.5
Asian	3,240	2.1	310	0.8
Black	25,538	16.6	13,581	33.0
Hispanic	48,263	31.3	11,865	28.9
American Indian	429	0.3	1,592	3.9
Middle Eastern	1,312	0.9	90	0.2
White	74,414	48.2	13,493	32.8
Grand Total	154,298		41,125	

Figure 5 - Perceived Race/Ethnicity of Stops

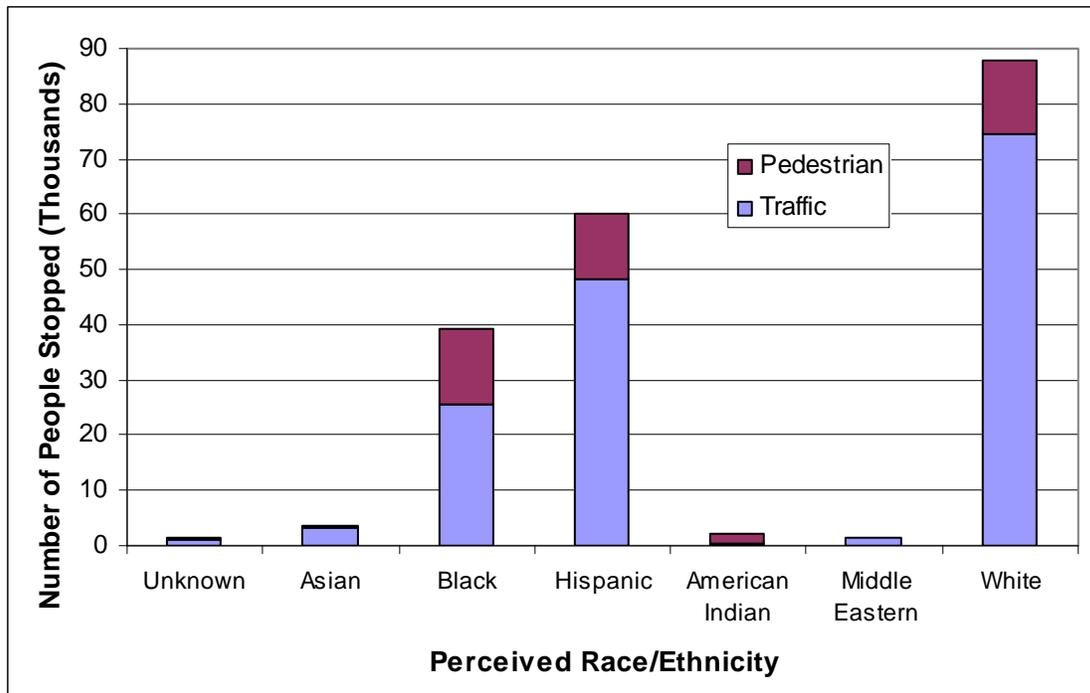


Figure 6 - Traffic Stops Perceived Race/Ethnicity Maps (White & Black Race/Ethnicity)

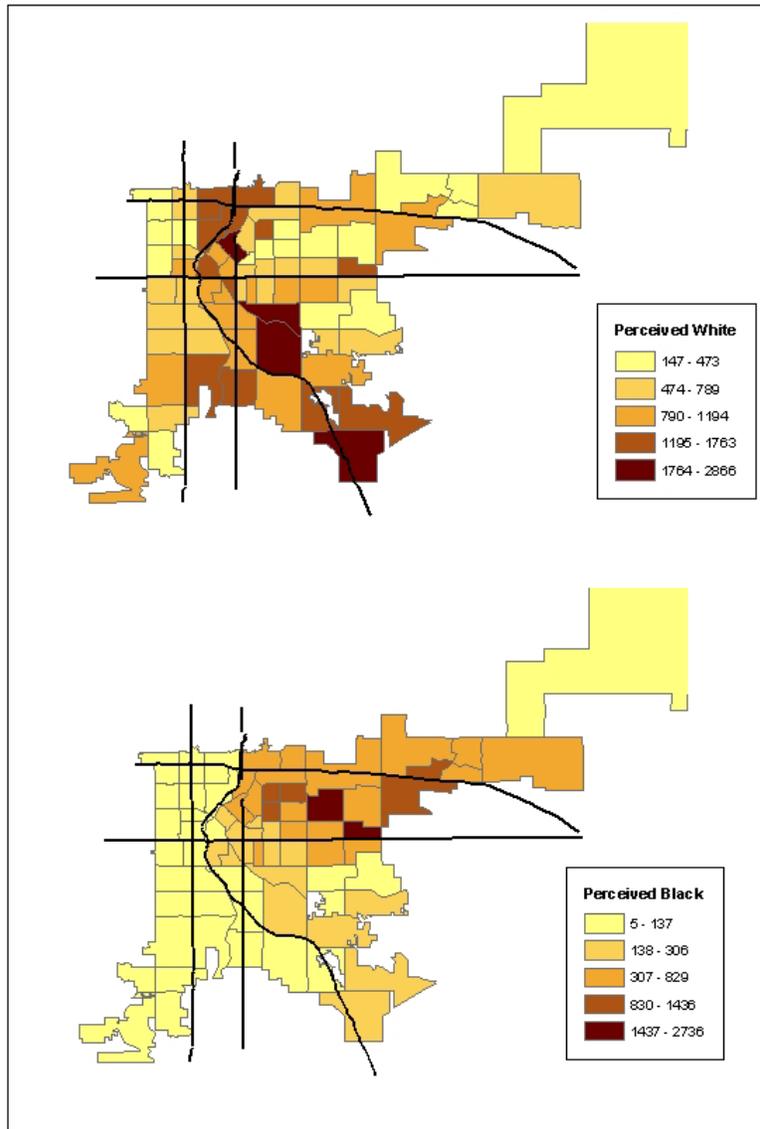


Figure 7 - Traffic Stops Perceived Race/Ethnicity Maps (Hispanic & Asian Race/Ethnicity)

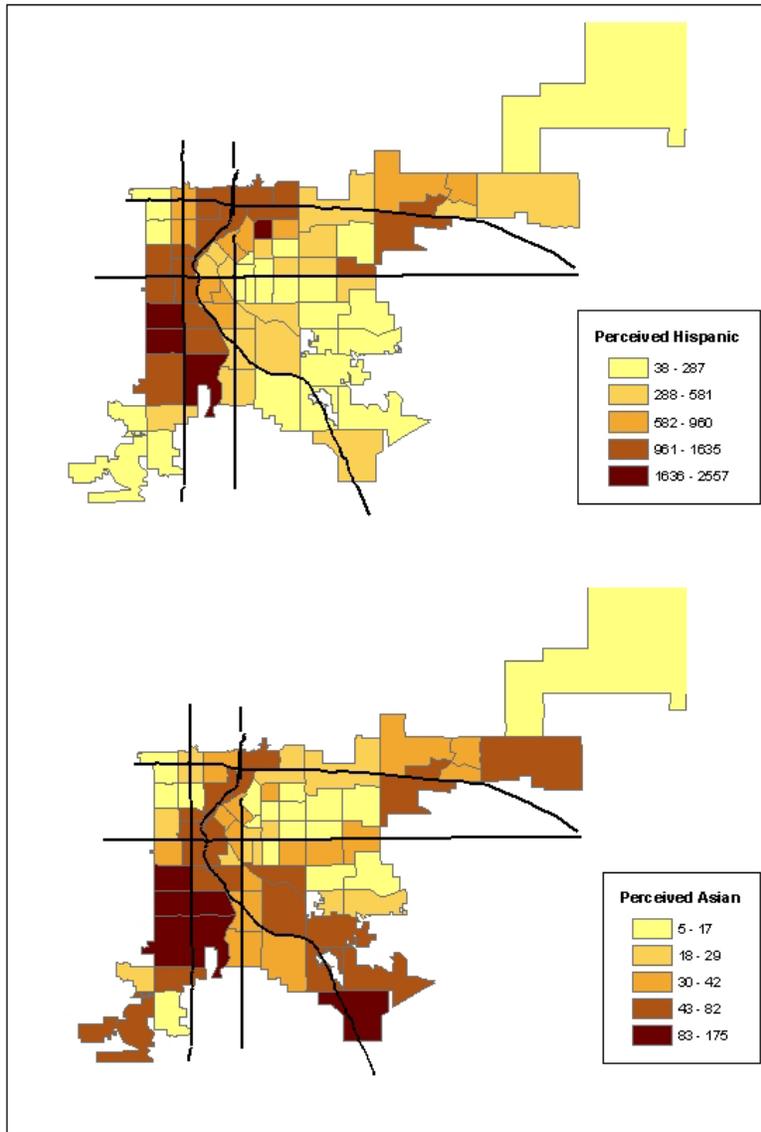


Figure 8 - Pedestrian Stops Perceived Race/Ethnicity Maps (White & Black Race/Ethnicity)

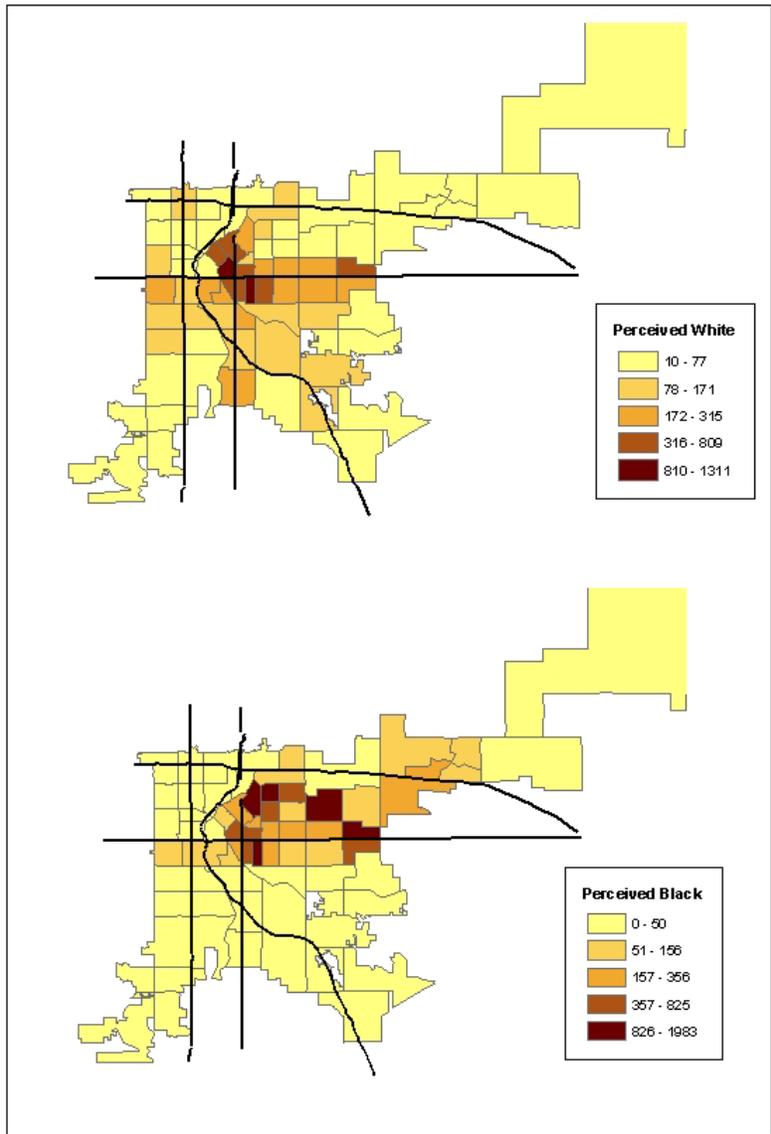
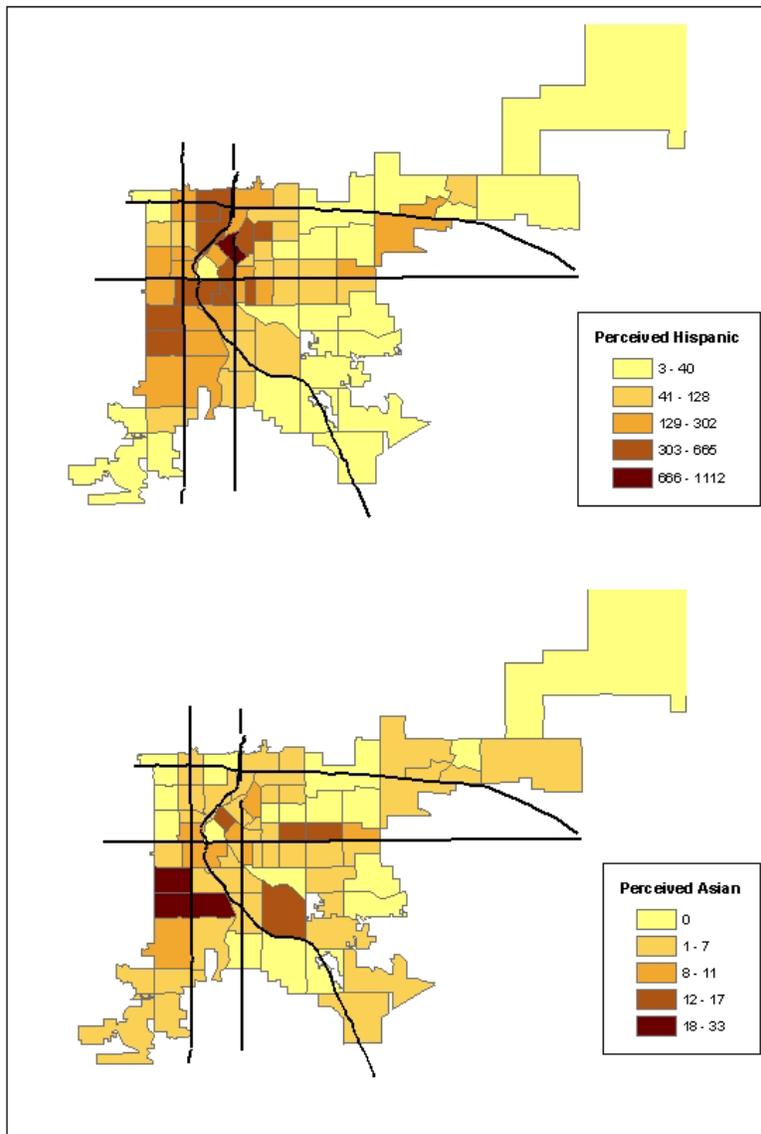


Figure 9 - Pedestrian Stops Perceived Race/Ethnicity Maps (Hispanic & Asian Race/Ethnicity)



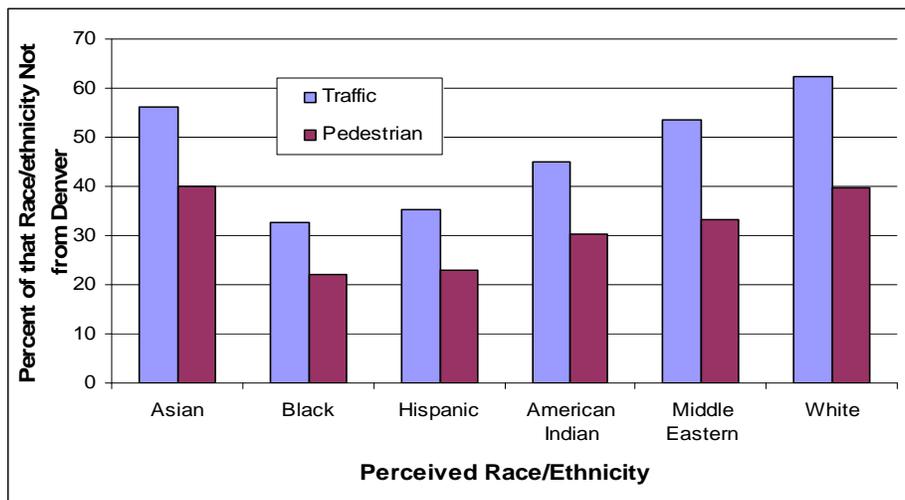
**Denver Residents and Non-residents Stopped**

Although many acknowledge its limitations, one common comparison used for “assessment” of racial profiling data is census data for the city as a whole. As can be seen quite easily from the following evaluation of the residency of those stopped, this is not entirely a reasonable comparison for Denver. Overall, less than half of the people stopped for traffic stops were residents of Denver. This does increase to just over 70% for pedestrian stops. The figures do vary by race/ethnicity. For traffic stops, of all Whites who were stopped, over 60% were non-residents, which drops to 39.7% non-resident for pedestrian stops. A much lower percentage of all minorities were non-residents. Because more minorities live in Denver than in most of the surrounding areas and so many of those stopped are from outside the city, comparisons between non-Denver and Denver residents based on race/ethnic characteristics cannot be made to total numbers for Denver.

**Table 3- Denver Residents and Non-residents Contacted**

Race	Percent of that Race/Ethnicity Stopped Non-residents		Percent of that Race/Ethnicity Stopped Residents	
	Traffic	Pedestrian	Traffic	Pedestrian
Asian	56.1	40.0	43.9	60.0
Black	32.8	22.1	67.2	77.9
Hispanic	35.2	23.0	64.8	77.0
American Indian	45.0	30.4	55	69.6
Middle Eastern	53.6	33.3	46.4	66.7
White	62.5	39.7	37.5	60.3

**Figure 10 Non-resident Population by Race/Ethnicity**



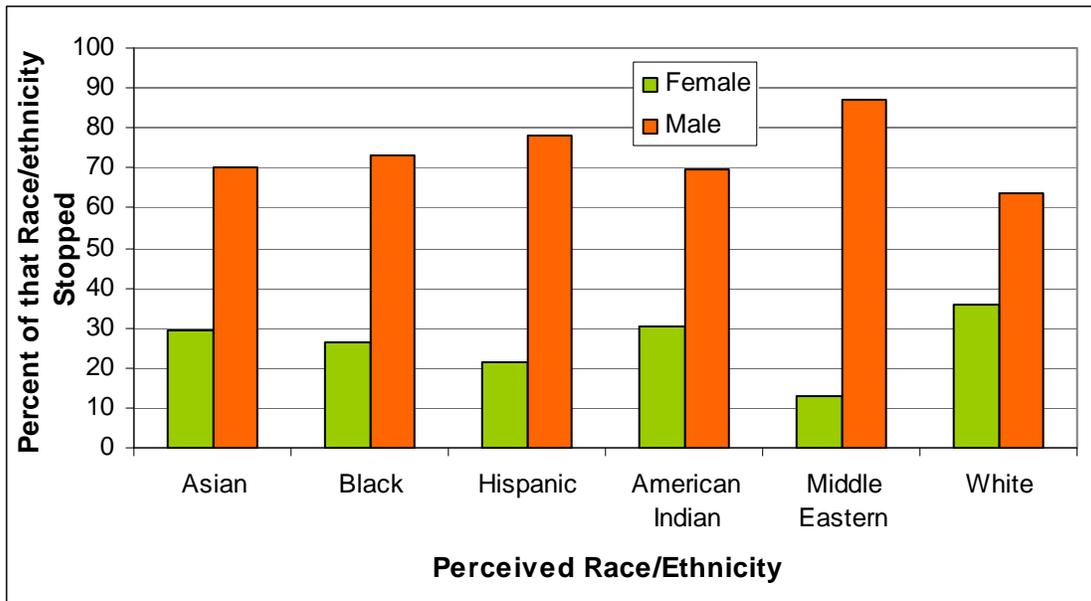
**Gender**

In all cases, males were stopped more frequently than females. This was true for all races and for both traffic and pedestrian stops. For traffic stops, females were stopped approximately one-third of the time, ranging from 13.5 percent for Middle Eastern females to 42.2 percent for American Indian females. When comparing White, African American, and Hispanic females for both traffic and pedestrian stops, Hispanic females were stopped at the lowest rate and White females at the highest. For pedestrian stops, females were stopped less than 30 percent of the time for all race/ethnic groups.

Table 4 – Gender Comparisons

Perceived Race/Ethnicity	Traffic Percent of Race/Ethnic Subgroup		Pedestrian Percent of Race/Ethnic Subgroup	
	Female	Male	Female	Male
Asian	29.2	70.5	23.7	68.6
African American	29.5	70.2	31.0	68.7
Hispanic	22.6	76.9	21.0	78.7
American Indian	40.8	58.7	17.1	82.6
Middle Eastern	13.5	86.4	27.3	72.6
White	36.9	62.7	7.8	92.2

Figure 11- Gender Comparisons



## Age

For traffic stops, the average age of persons stopped was 32. There is a distinct pattern with the largest numbers of people being stopped in the 19-21 year old range. From that age range, the numbers in each age group decreases steadily. This general trend is consistent across race/ethnic groups. For pedestrian stops, the average age was also 32. There are two peaks: one in the 17-21 year old range and the other in the 41-42 age group.

Figure 12 - Age Distribution of Traffic Stops

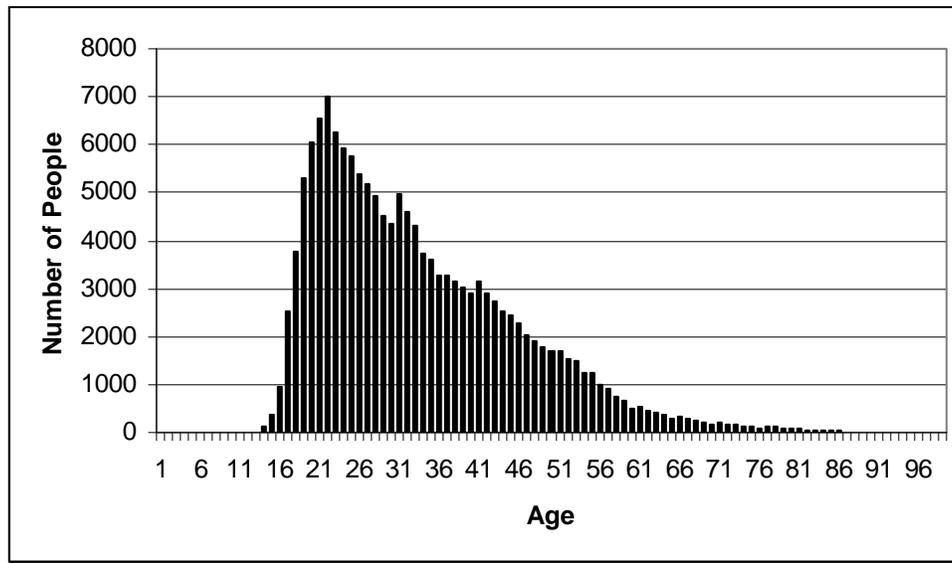
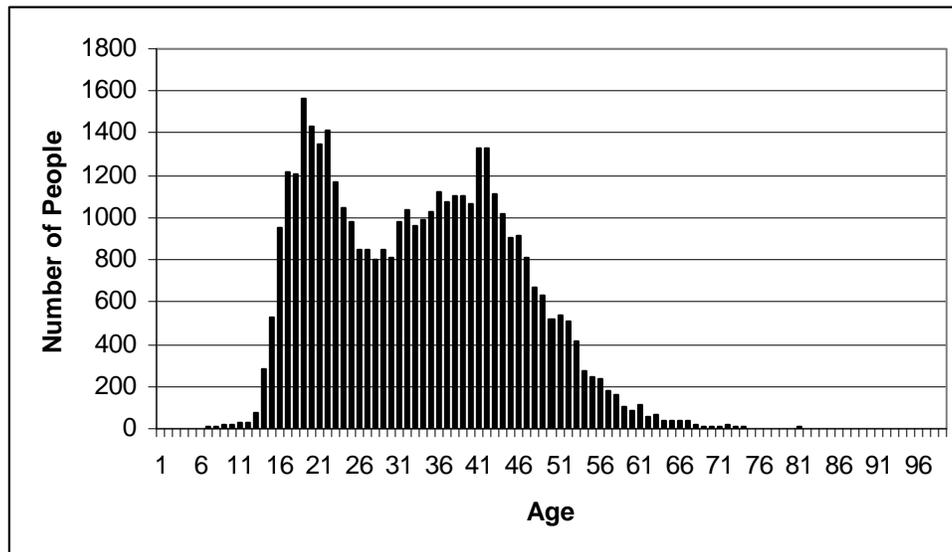


Figure 13 - Age Distribution of Pedestrian Stops



### Time of Day

More people are stopped during the day for all types of stops than at night, corresponding to increased staffing levels during the day. 77% of traffic stops and 58% of pedestrian stops occur between 6:00am and 9:00pm. This is particularly true for White traffic stops, with 38.5% occurring in the daytime and dropping to 9.5% at night. The percentage of pedestrian stops also drops during the night. All groups are stopped at approximately the same rate for pedestrian stops when taken as a percent of all pedestrian stops. Geographically, most nighttime stops are concentrated in the center part of the city, particularly for pedestrian stops and many daytime stops cluster along the major roadways.

Table 5 – Summary of Time Stopped

Perceived Race/Ethnicity	Percent of All Traffic Stops		Percent of All Pedestrian Stops	
	Day	Night	Day	Night
Asian	1.5	0.6	0.3	0.5
Black	10.4	6.0	19.6	13.3
Hispanic	20.7	10.4	16.8	11.9
American Indian	0.2	0.1	2.8	1.1
Middle Eastern	0.6	0.3	0.1	0.1
White	38.5	9.5	18.4	14.3

Figure 14- Time of Day

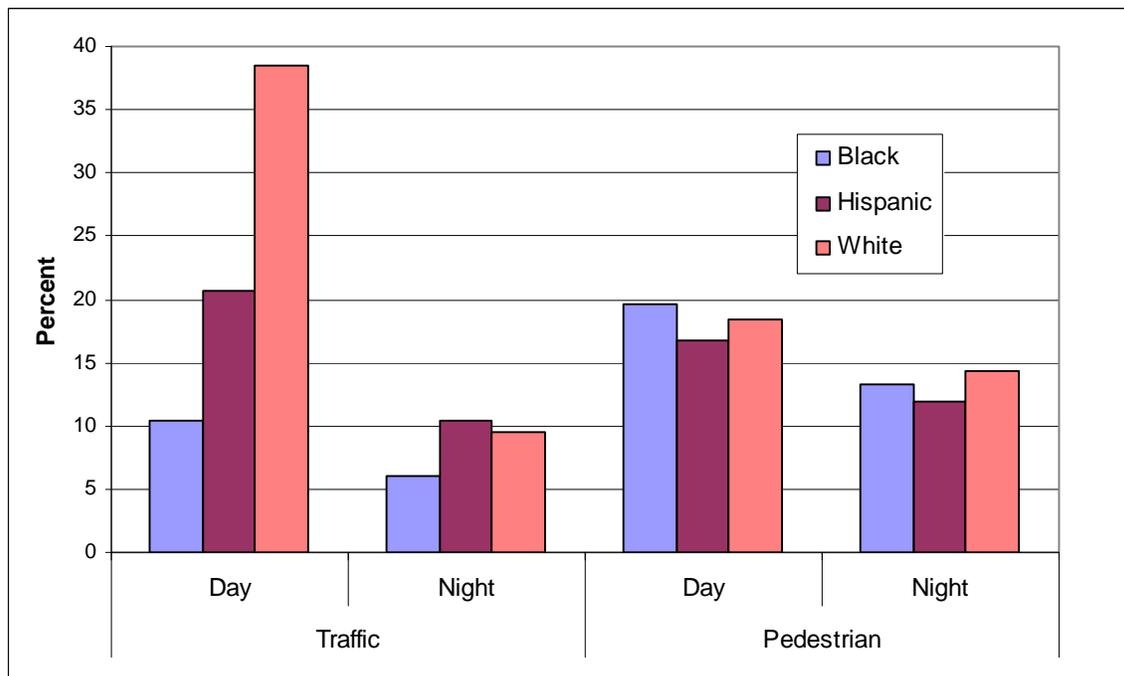
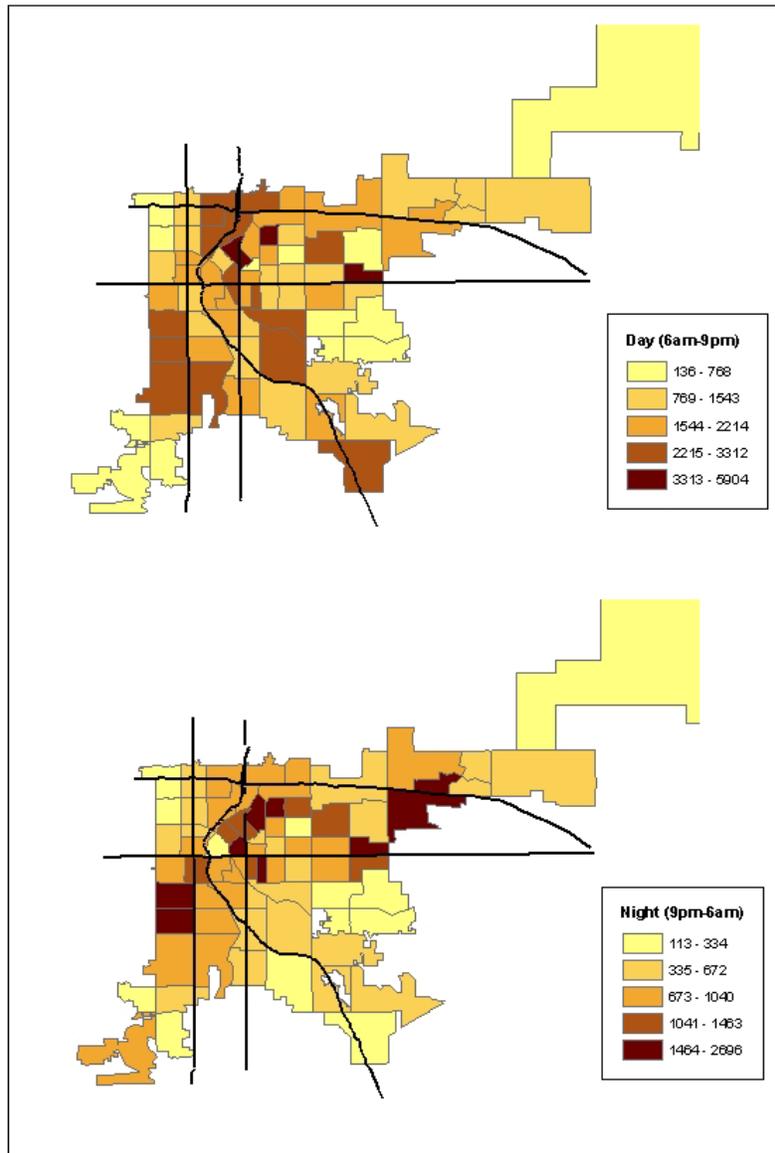


Figure 15 - Maps of Stops by Time of Day



### Duration of Stops

Most stops last from 10-19 minutes; the second most common category was less than 5-minutes<sup>10</sup>. The highest percentage of Whites was stopped for less than 5 minutes (42%). Hispanics (42%) and Blacks (45%), on the other hand, were more commonly stopped for 10-19 minutes. For pedestrian stops, the duration of the stop was nearly identical for all race/ethnic groups, with the highest percentages lasting 10 to 19 minutes.

Figure 16 - Duration of Stop (Traffic)

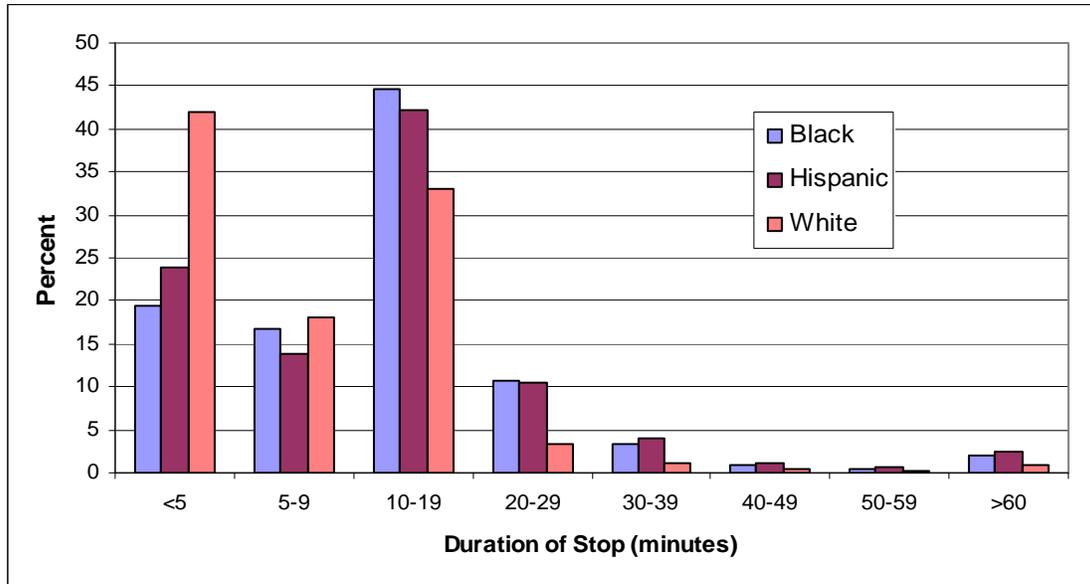
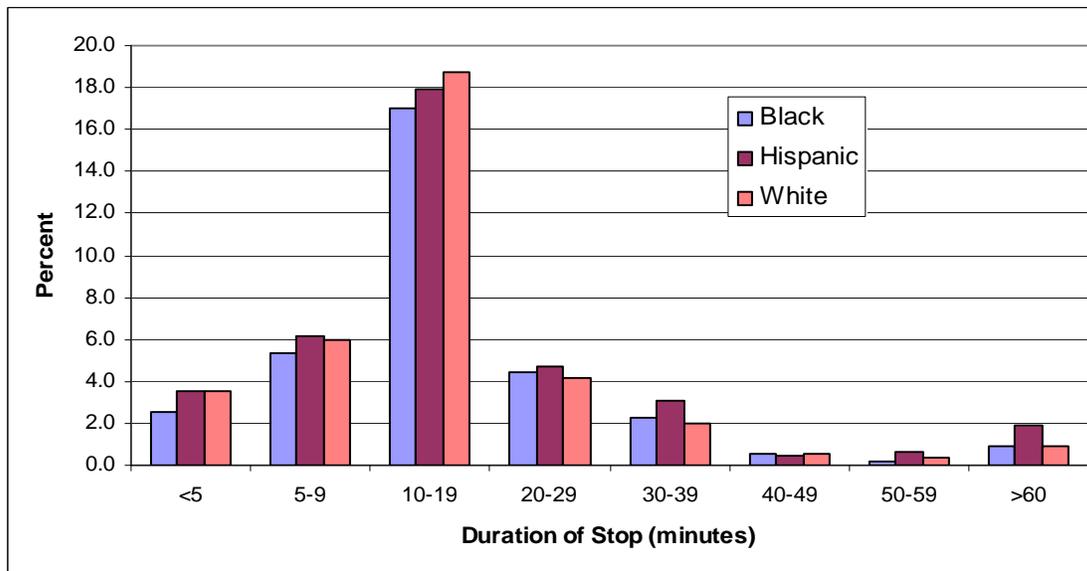


Figure 17 - Duration of Stop (Pedestrian)



<sup>10</sup> The numbers for Asian, Middle Eastern, and American Indian were too small in each category to include.

**Reason for Stop**

For traffic stops, more people were stopped for moving violations<sup>11</sup> than for any other reason, particularly Whites. A very small proportion of the stops resulted from information received from another source. Hispanics were more likely than other groups to be stopped as a result of observed activity. A vast majority of pedestrian stops resulted from observation, as opposed to received information.

**Table 6- Reason for Stops**

Race	Traffic Stops			Pedestrian Stops		
	Moving Violation	Equipment Violation	Observation	Received Information	Observation	Received Information
Asian	2,570 (1.67%)*	463 (0.30%)	427 (0.28%)	21 (0.02%)	281 (0.68%) **	39 (0.09%)
Black	15,656 (10.15%)	6,342 (4.11%)	6,879 (4.46%)	659 (0.53%)	12,301 (29.91%)	2,072 (5.04%)
Hispanic	33,410 (21.65%)	8,506 (5.51%)	11,187 (7.25%)	791 (0.63%)	10,611 (25.80%)	1,646 (4.00%)
American Indian	262 (0.17%)	74 (0.05%)	138 (0.09%)	13 (0.01%)	1,522 (3.70%)	107 (0.26%)
Middle Eastern	1,040 (0.67)	194 (0.13)	181 (0.12)	16 (0.01%)	81 (0.20%)	16 (0.04%)
White	62,842 (40.73%)	7,021 (4.55%)	8,996 (5.83%)	474 (0.38%)	12,374 (30.09%)	1,411 (3.43%)
<p>* This is taken as a percentage of all traffic stops. These do not add up to 100% because officers had the option of checking multiple items.</p> <p>** This is taken as a percentage of all pedestrian stops. Again, these do not add up to 100% because officers had the option of checking multiple items.</p>						

<sup>11</sup> Moving violations: offenses committed by the actions of the driver; e.g. disobeying stop signs, speeding, etc. Equipment violations: offenses related to the condition of the vehicle; e.g. expired license plates, headlight out, etc. Observation: action taken by the officer based on the observing of suspicious or criminal behavior. Received Information: action taken by the officer based on information received from someone else; e.g. dispatcher, another officer, read at roll call, bulletin etc.

Figure 18 - Reason for Traffic Stops

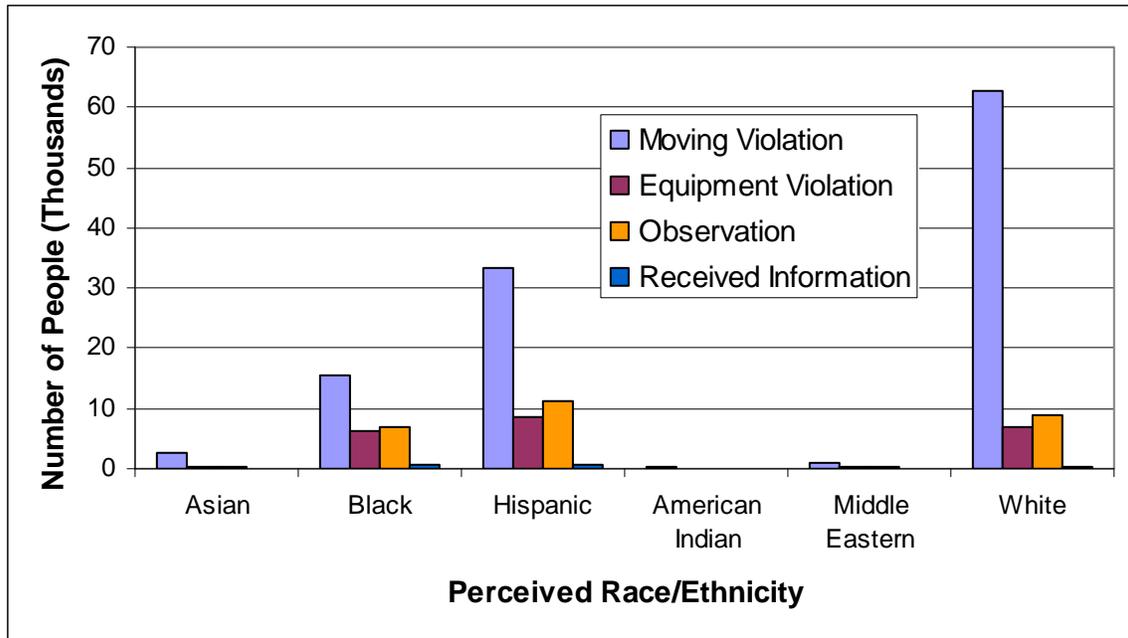
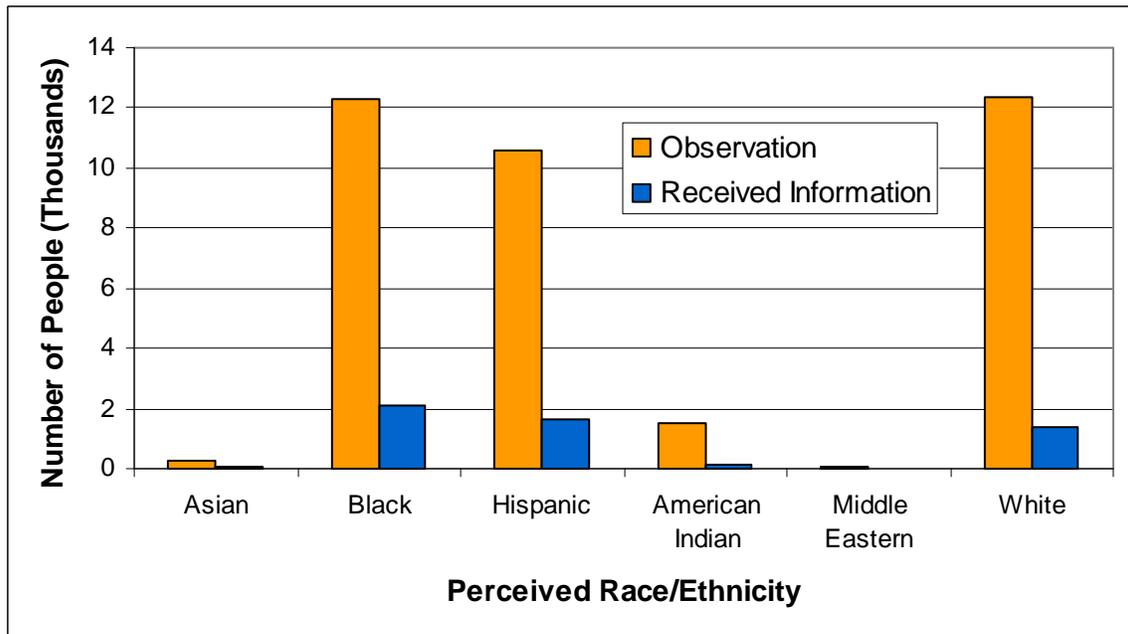


Figure 19 - Reason for Pedestrian Stops



**Action Taken**

After a traffic stop, most Whites received a citation<sup>12</sup> as did most Hispanics. A field interview was the most common action for Blacks followed by a citation. By far, most pedestrian stops resulted in a field interview for all race/ethnic groups. The next most common action for Hispanics and Whites was a citation and for Blacks it was arrest.

**Table 7 - Action Taken**

Race	Traffic				Pedestrian			
	Field Interview	Verbal Warning	Citation	Arrest	Field Interview	Verbal Warning	Citation	Arrest
Asian	423 (32.7%)*	193 (20.6%)	578 (70.5%)	79 (3.0%)	238 (76.8%)	91 (29.4%)	35 (11.3%)	54 (17.4%)
Black	15,538 (60.8%)	7,735 (30.3%)	12,001 (47.0%)	3,142 (12.3%)	10,717 (78.9%)**	3,452 (25.4%)	2,694 (19.8%)	3,463 (25.5%)
Hispanic	23,871 (49.5%)	9,177 (19.0%)	29,150 (60.4%)	4,949 (16.1%)	8,339 (70.3%)	2,027 (17.1%)	3,369 (28.4%)	2,756 (23.2%)
American Indian	247 (57.6%)	93 (21.7%)	195 (45.5%)	69 (16.1%)	976 (61.3%)	251 (15.8%)	693 (43.5%)	299 (18.8%)
Middle Eastern	472 (36.0%)	330 (25.2%)	883 (67.3%)	31 (2.4%)	70 (77.8%)	23 (25.6%)	18 (20.0%)	20 (22.2%)
White	19,689 (26.5%)	11,578 (15.6%)	56,738 (76.2%)	2,791 (3.8%)	9,461 (70.1%)	2,849 (21.1%)	3,950 (29.3%)	2,798 (20.7%)
<p>* This is taken as a percentage of traffic stops for that race/ethnicity. They do not add up to 100% because officers had the option of checking multiple items.</p> <p>** This is taken as a percentage of all pedestrian stops for that race/ethnicity. Again, these do not add up to 100% because officers had the option of checking multiple items.</p>								

<sup>12</sup> Field Interview: a contact in which there was no enforcement action taken other than a check for outstanding warrants. Verbal or Written Warning: a contact where the individual was not issued a citation, but was given a verbal or written warning as to the suspected offense that did not require a court appearance. Citation: a traffic or criminal summons was issued that did involve the courts. Arrest: the individual was physically arrested for an offense and placed into jail. Detox/MHH/Hospitalized: the individual was placed in Denver Cares for being overly intoxicated; held for a mental health evaluation or hospitalized for the treatment of an injury of illness (not arrested).

Figure 20 - Action Taken (Traffic Stops)

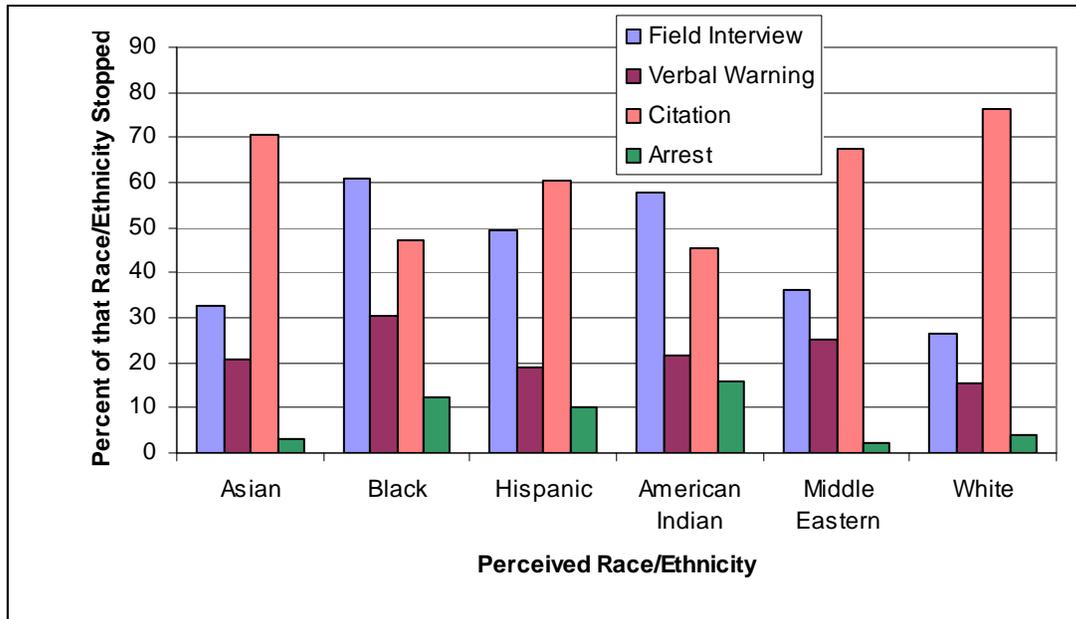
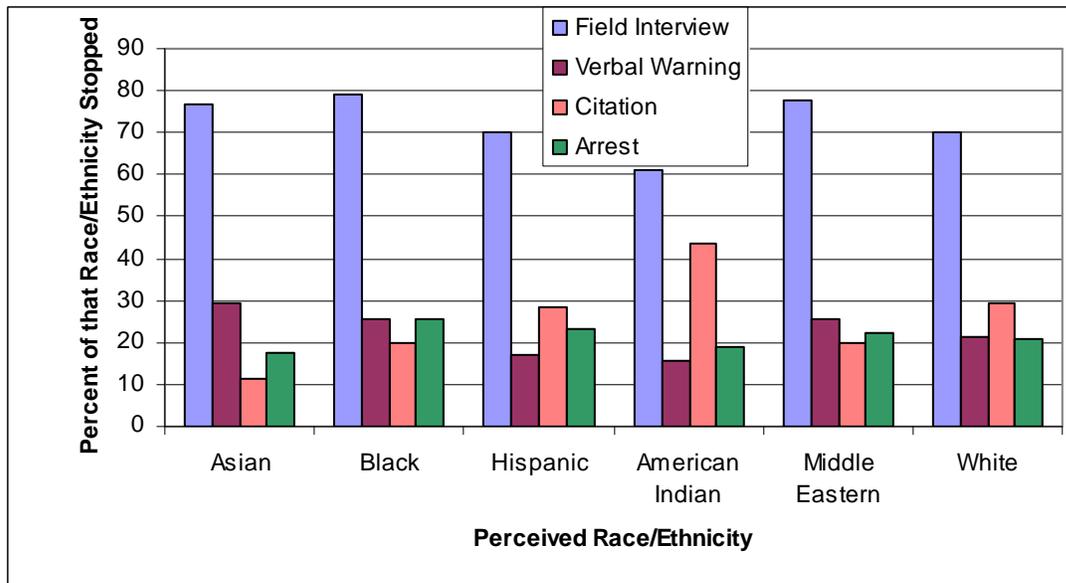


Figure 21 - Action Taken (Pedestrian)



**Searches**

Consent and cursory searches are more discretionary than incident to arrest searches, which require a search following an arrest<sup>13</sup>. Thus, differentiating the type of search is revealing. Those perceived to be Hispanic and Black were searched at a higher rate than Whites during traffic stops<sup>14</sup>. Blacks experienced the highest percentage of incident to arrest searches. For pedestrian stops, Hispanics and Blacks had the highest percentage of cursory and incident to arrest searches, while Hispanics were least likely involved in consent searches. In all categories of pedestrian searches, Blacks, Hispanics, and Whites were searched generally at the same rates. All types of traffic and pedestrian searches are generally concentrated in the center of the city. Those searches that also involved an arrest show a slightly different pattern. Consent and cursory searches for Whites were most likely associated with an arrest (15.1% and 30.7% respectively). For pedestrian stops, arrests were most commonly connected to cursory searches for Hispanics (18.7%). Incident to arrest searches were over 80% for all race/ethnic groups, which reflects the fact that a search occurs every time an arrest happens.

**Table 8 - Type of Search**

Race **	Traffic Stops			Pedestrian Stops		
	Consent	Cursory	Incident to Arrest	Consent	Cursory	Incident to Arrest
Black	869 (3.4%)*	2,491 (9.8%)	3,196 (12.5%)	1,337 (9.8%)	5,162 (38.0%)	3,627 (26.7%)
Hispanic	1,118 (2.3%)	5,253 (10.9%)	4,524 (9.4%)	696 (5.9%)	4,638 (39.1%)	2,862 (24.1%)
White	1,073 (1.4%)	2,036 (2.7%)	2,449 (3.3%)	1,062 (7.9%)	3,881 (28.8%)	3,055 (22.6%)

\* This is taken as a percentage of type of stop (traffic or pedestrian) for that race/ethnic group. For example, consent traffic searches for Blacks were divided by the total number of traffic stops for Blacks.

\*\* Asian, American Indian, and Middle Eastern percentages are not included due to small numbers.

<sup>13</sup> No Search: no search of any kind was performed. Consent: the individual was asked by the officer for consent to search their person, vehicle or property. Cursory/Pat Down: the frisk of the outer clothing of an individual for weapons. Incident to Arrest: the automatic search of a person or vehicle following an arrest for a criminal violation (mandated by DPD policy and permitted by law). Tow/Inventory: the policy mandated search of any vehicle towed to the City impound facility. Canine Alert: the use of a drug or bomb detecting trained dog for the purpose of locating drugs or explosives. Search Warrant: the search of a person or location based on issuance of a warrant by the court.

<sup>14</sup> The total number of searches for Asian, American Indian, and Middle Eastern was 128 for traffic and pedestrian stops together. These numbers are so small that individual privacy may be violated if broken down by group.

Figure 22 - Type of Search

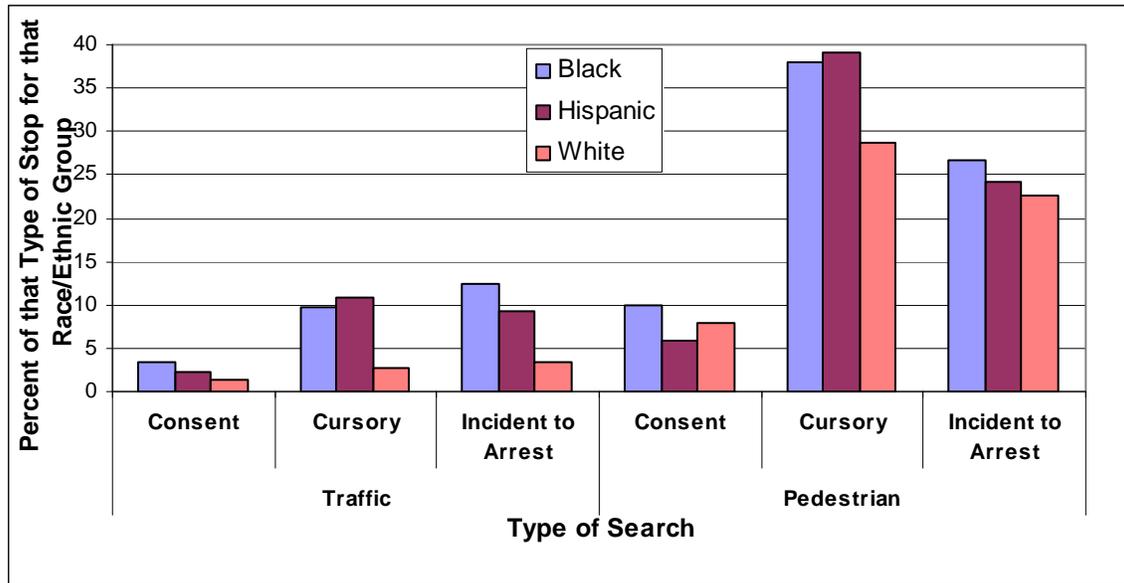


Table 9 – Percent of Search Types Also Involving Arrests

Race **	Traffic Stops			Pedestrian Stops		
	Consent	Cursory	Incident to Arrest	Consent	Cursory	Incident to Arrest
Black	128 (14.7%)*	617 (24.8%)	2,618 (81.9%)	195 (14.6%)	872 (16.9%)	2,991 (82.5%)
Hispanic	154 (13.8%)	1,202 (22.9%)	3,893 (86.1%)	138 (19.8%)	866 (18.7%)	2,264 (79.1%)
White	162 (15.1%)	625 (30.7%)	2,073 (84.6%)	179 (16.9%)	710 (18.3%)	2,373 (77.7%)

\* This is taken as a percentage of type of search (traffic or pedestrian and consent, cursory, or incident to arrest) for that race/ethnic group. For example, consent traffic searches also involving arrests for Blacks were divided by the total number of traffic consent searches for Blacks.

\*\* Asian, American Indian, and Middle Eastern percentages are not included due to small numbers.

Figure 23 -- Search Types Also Involving Arrests

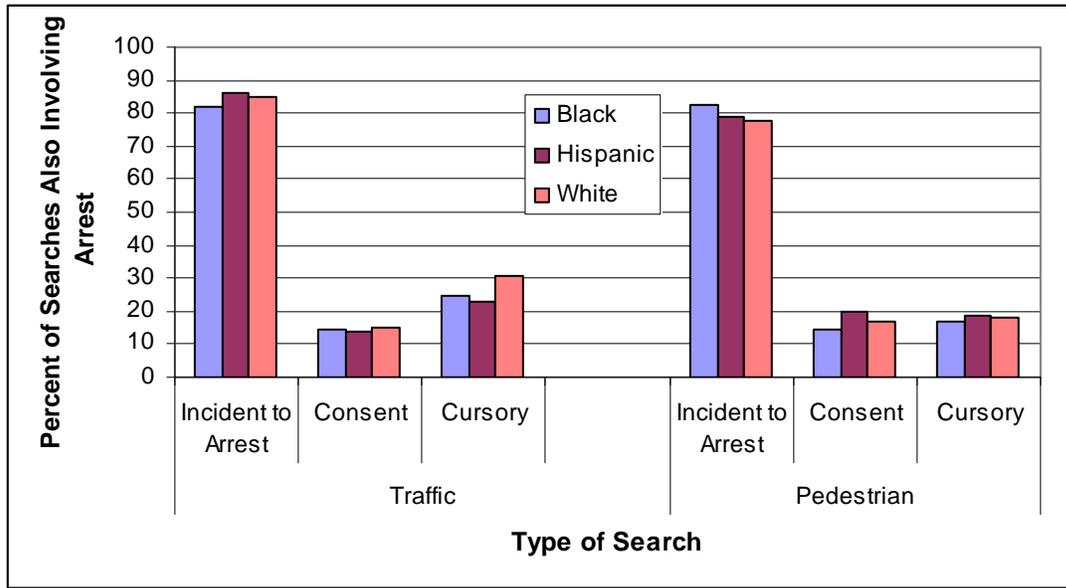
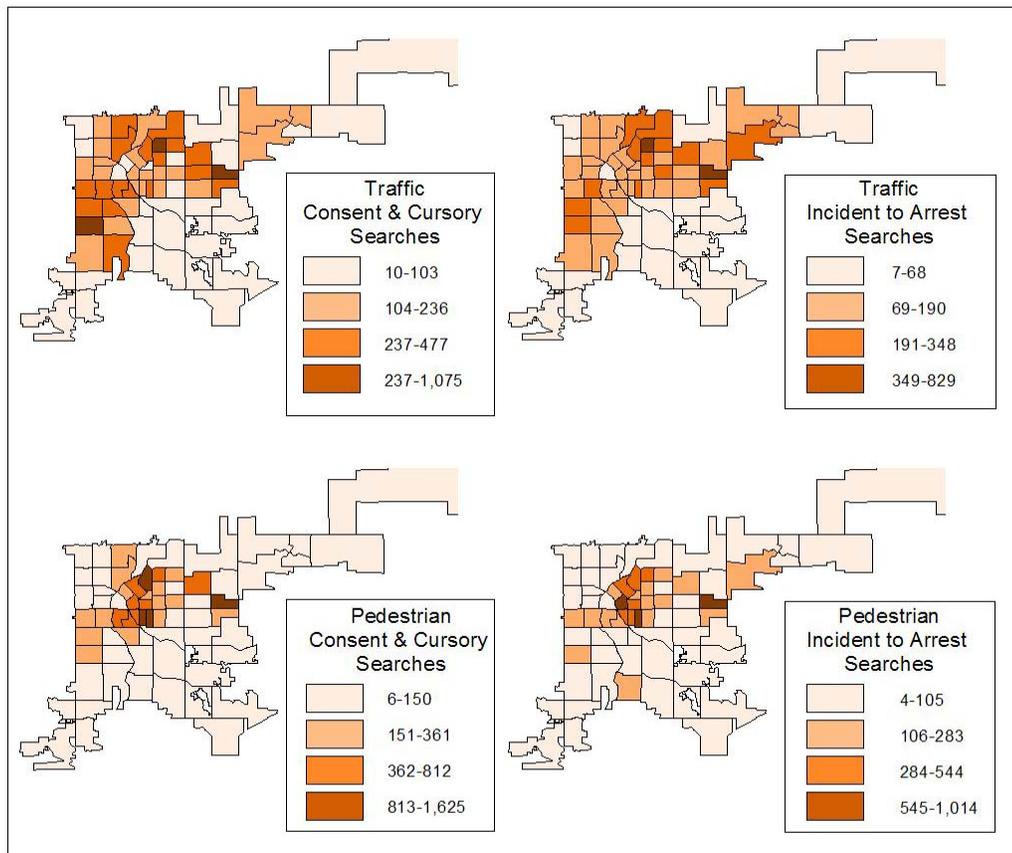


Figure 24 - Map of Number of Searches



**Hit Rates (Contraband Seized during Search)**

When a traffic search occurred, contraband<sup>15</sup> was seized 14.8% of the time. The “hit rate”, when contraband was seized, was essentially the same for Whites (17.5%) and Blacks (18.8%), but slightly lower for Hispanics (11.4%). Contraband seized from Hispanics during a search occurred less frequently even though they were searched at a similar rate to Whites and Blacks. The percentage of searches yielding contraband for pedestrian stops was substantially higher (19.4%) than for traffic stops. A similar pattern to traffic stops exists, where the rate at which contraband was seized for Blacks and Whites was essentially the same, while the rate for Hispanics was lower. Because of the difference in the nature of the search, it is important to consider these separately. The hit rate for Hispanics was consistently lower for all types of searches and was highest for Blacks in the case of consent and incident to arrest searches.

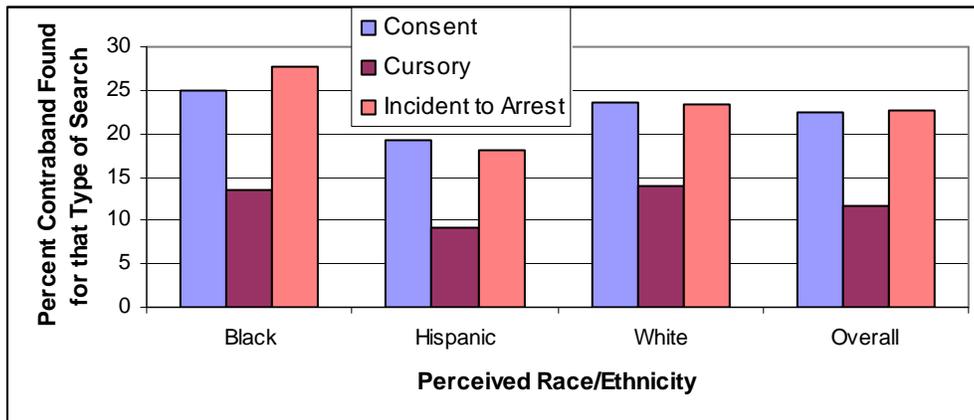
**Table 10 - Hit Rate of Those Searched**

Race *	Traffic	Pedestrian
Black	18.8%	21.5%
Hispanic	11.4%	16.1%
White	17.5%	20.4%
* The numbers for Asian, American Indian, and Middle Eastern were too low to include.		

**Table 11 - Hit Rates for Types of Searches**

Race *	Consent	Cursory	Incident to Arrest
Black	24.9%**	13.5%	27.7%
Hispanic	19.1%	9.2%	18.0%
White	23.6%	13.9%	23.4%
Overall	22.5%	11.6%	22.7%
* The numbers for Asian, American Indian, and Middle Eastern were too low to include.			
** This is taken as a percent of that type of search for that race/ethnicity.			

**Figure 25 – Hit Rates for Types of Searches**



<sup>15</sup> Contraband is any item considered illegal to possess, e.g. drugs, alcohol by a minor; or are evidence of some crime, e.g. a stolen property.

## Comparisons

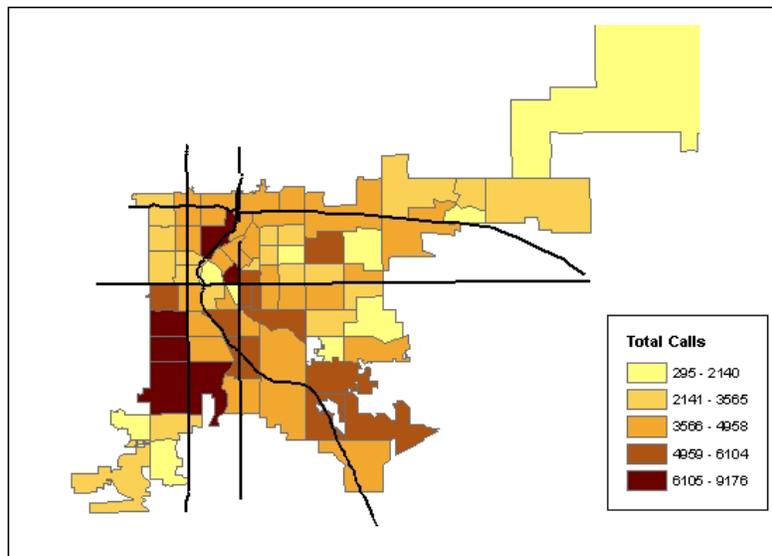
As was stated previously, potential comparison data are not necessarily straightforward or easy to assess. An attempt was made to identify non-discretionary crime-related data sources to present as a comparison with stop information. The Biased Policing Task Force Data Collection Subcommittee identified many of these for inclusion in the data analysis process and felt they would be useful for understanding policing activity. Some include information on race/ethnicity and some do not. These subsets of data compiled for the study period are described in the following section, including maps for evaluation, and present an opportunity for community-police dialogue.

### **Citizen-initiated Calls for Service**

One option for comparison is citizen-initiated calls for service. If a car was not dispatched, the call was not counted. A new Computer Aided Dispatch (CAD) was implemented in April, 2002, and because of implementation challenges in the first few months, the data were too unreliable to be used for analytical purposes. Consequently, the included data are from June 2001 through March 2002.

Calls for service do not record the race or ethnicity of those requesting police service, but they do reflect where people are asking for police presence. The geographic pattern of the 284,734 calls does not particularly follow the overall contact data. There is a shift away from the center city to the southern sections, particularly the southwestern parts of the city.

Figure 26 - Citizen-initiated Calls for Service

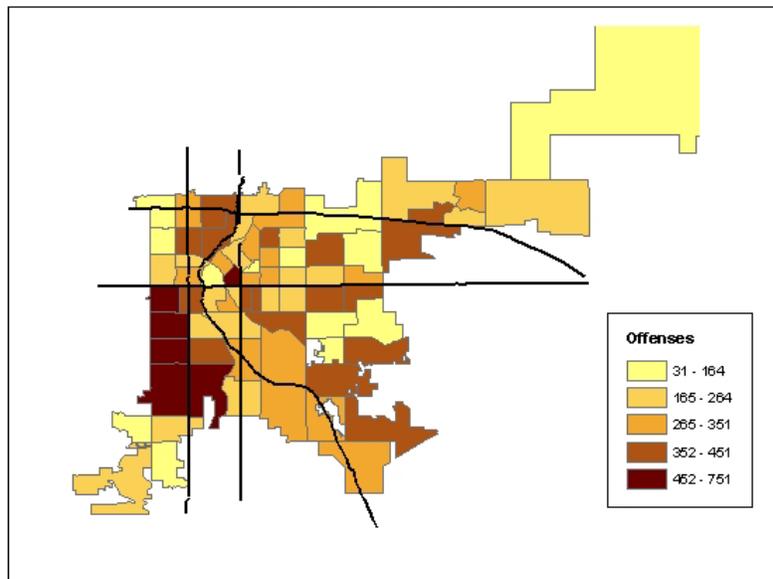


**Victim Identified Suspects from Offense Reports**

There were 59,884 offense reports filed for non-discretionary categories (see Appendix I). Within these reports, 24,294 suspects were identified by victims. However, more than one suspect may have been identified in a single report. Thus, the suspect count does not represent 24,294 offenses. Although 3,612 reports were unfounded, they were included because a suspect was identified by the victim. 3,264 records did not include either race, gender, or precinct resulting in 21,030 usable records for mapping.

Victims identified the race/ethnicity of suspects as follows: 5,059 Black, 7,235 Hispanic, 4,169 White, 168 Asian, and 3,797 unknown. In other words, police would most commonly be seeking Hispanic suspects when responding to these reports. This subset of offenses concentrates in the southwestern section of Denver. The remaining pattern is scattered throughout the city and county.

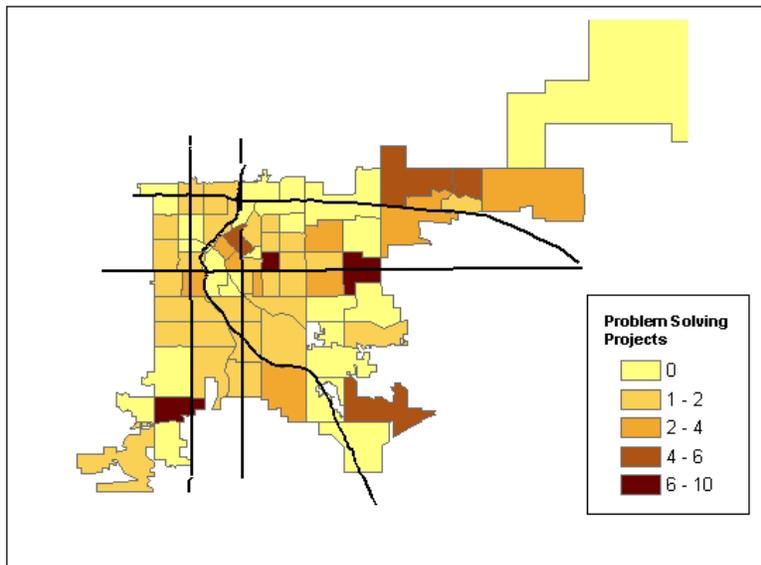
**Figure 27 – Victim Identified Suspects from Offense Reports**



**Registered Community Oriented Policing Projects**

There were 55 Problem Solving Projects (PSPs) recorded during the study period. When a PSP spanned across more than one precinct, a count of "1" was scored to each precinct affected, accounting for a total of 134. In theory, these should correspond with areas of high concern by community and police.

Figure 28 – Community Oriented Policing Projects

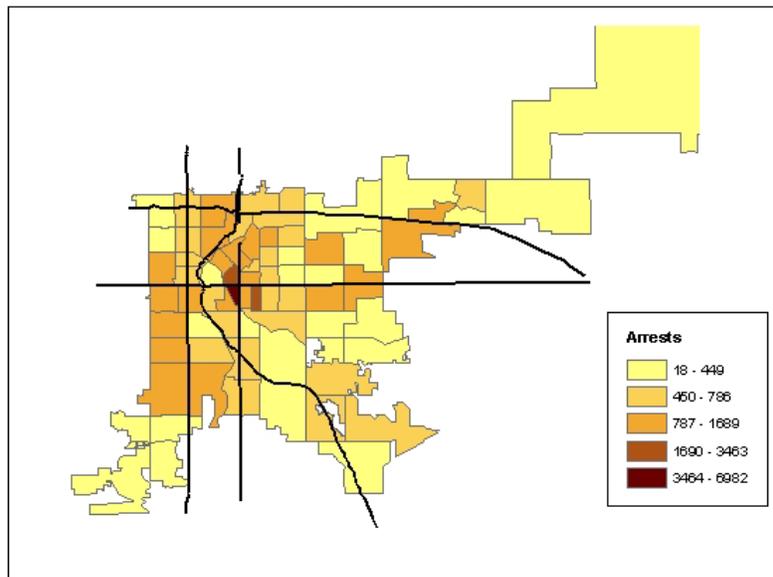


**Non-discretionary Arrests**

There were 84,650 arrests during the study period, of which 61,643 were non-discretionary arrests and 23,007 were discretionary (see Appendix II). Data were compiled for non-discretionary offense categories and mapped.

The race/ethnicity of those arrested is recorded. Arrests for each race/ethnic group occurred in fairly even number for Hispanics, Whites, and Blacks: 23,988 Hispanic, 18,663 White, 17,143 Black, 531 Asian, and 26 unknown. Most arrests took place in the center of the city, radiating to the southwest and northeast.

Figure 29 – Non-discretionary Arrests

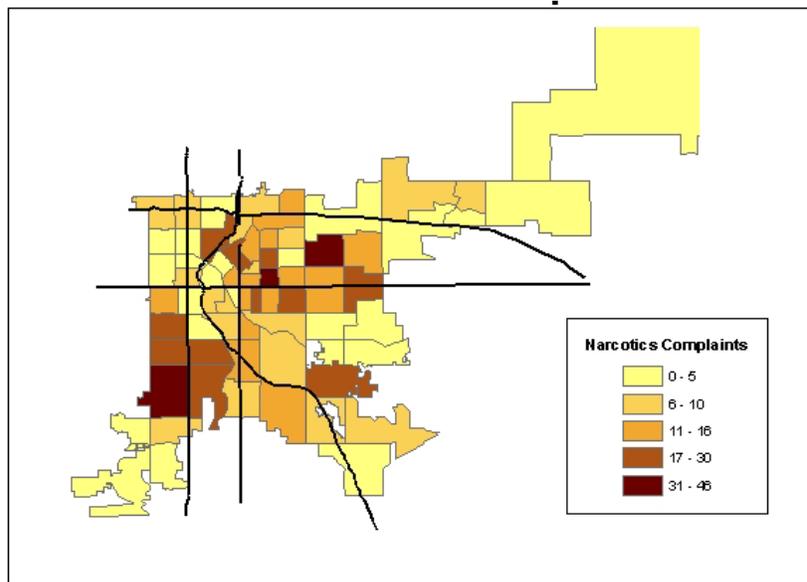


**Vice and Narcotics Complaints**

There were 823 citizen vice/narcotic complaints. 50 records were rejected due to bad addresses. 45 addresses were in the metropolitan area, but were not within the City and County of Denver, leaving 728 complaints with either precinct or gender/race information. 56 of the complaints had 2 suspects identified, for a total of 784 records. 211 records did not have suspect information, but did have a precinct identified.

A similar number of complaints were made against Hispanics, Whites, and Blacks: 183 Hispanic, 140 White, 219 Black. Most vice and narcotic complaints were made in the southwestern and northeastern regions of Denver.

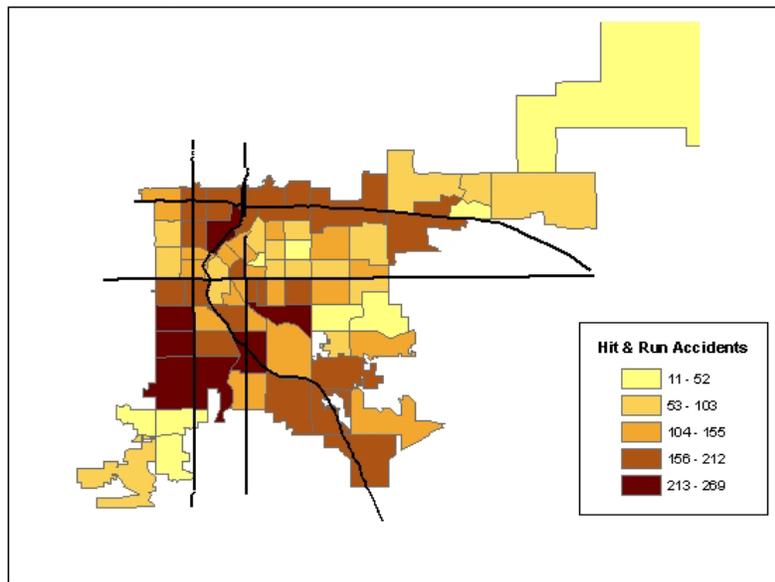
**Figure 30 – Vice and Narcotics Complaints**



**Hit and Run Accidents**

There were 30,606 accidents reported, of which 9,496 were hit and run. Importantly, accidents recorded in this database have the following characteristics and so are slightly skewed: 1) damage over \$1,000; 2) injuries; or, 3) alcohol or drug related. No race/ethnic demographics are available in the accident database.

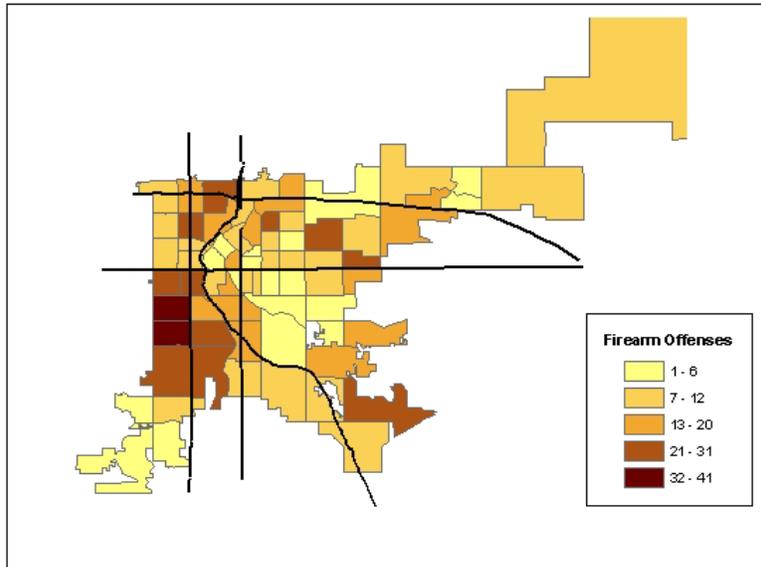
**Figure 31 – Hit and Run Accidents**



**Firearm Offenses Suspect Information**

Of the 59,884 offense reports filed, 654 listed a gun/rifle/shotgun as the weapon type. A total of 890 suspects were identified in the 654 offense reports. 105 listed an unknown race/ethnicity for the suspect. Of those where race/ethnicity was identified by the victim, over half were Hispanic (402). 270 were identified as Black and 106 as White. Most of this offense subset occurred in the southwestern section of Denver.

**Figure 32 – Firearm Offenses**



**First Year of Commendation/ Complaint Hot Line**

In 2001, the Colorado General Assembly passed a law requiring officers to provide business cards to drivers who are stopped but not issued a citation. A phone number for community input is included on the card. Corresponding to the time-period of the first year of contact card data collection, the complaint hot line for DPD received 177 calls, over half (97) were for commendation of officers and 80 were complaints. Of relevance to this report is the fact that only 5 (6%) of the complaints involved racial profiling. This may or may not be reflective of community concerns because people may not be aware of this hot line or may be unwilling or uncomfortable contacting DPD in this manner.

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## Discussion & Future Directions

Even though DPD has collected one-year of data and some general observations can be made about stop activity, the data analysis is only one component of broader efforts to address the issue of biased based policing. Clearly, this report contains both encouraging results and some points that will likely cause concern. The challenge for both DPD and the Denver community is to generate constructive dialogue based on these findings.

The police-community partnership and mechanisms of community involvement throughout the data collection and analysis process should act as a model nationally. The overview of the data in this report presents the first step in a process that will continue for the next several years. The following summarizes some of the future directions Denver's biased policing study should take:

- **Assess DPD trend over time.** The numbers should be monitored over time to assess their reliability and stability. This will also document how policing activities are changing over the 3-year period of the entire study.
- **Adjust contact card elements.** By evaluating data early in the process, DPD has the opportunity to make adjustments to the data collection tool and to gauge the effectiveness of the entire data collection process. One useful adjustment would be the inclusion of arrest warrant as an optional choice in the action taken after the stop.
- **Perform multivariate statistical analysis of comparison data in relation to stop data.** Even after this initial examination, it is apparent that patterns of police activity vary in different parts of the city. This is in part due to socio-economic variations, as well as variances in requests for police presence. Internal comparisons could be made between precincts of similar socio-demographic characteristics, looking at the level of policing activity. Likewise, precincts with similar crime characteristics could be compared with one another. Methods for incorporating spatial/geographic patterns into a more robust analysis should be investigated.
- **Compare to other jurisdictions across the U.S.** Denver numbers seem to correspond with initial findings in other jurisdictions across the U.S. However, most of these communities are also fairly early in the analysis process. As other completed reports become available, stop activities in Denver can be compared to other places.
- **Incorporate these data into community oriented policing.** These data have the potential to be a powerful tool in generating discussion between the police and the community if people elect to do so. Officers and the community alike should seek ways to generate positive problem solving collaborations based on issues identified through dialog about the data. Data collection and analysis is, after all, only the first step.

## **Acknowledgements**

A number of people assisted with the preparation of this document. Jeremy Hirsch, a geography major at the University of Colorado at Denver, helped with the creation of the maps. The Biased Policing Task Force, consisting of community members and DPD officers, provided valuable feedback throughout the analysis process. Those in the Safety Office of Policy Analysis always efficiently answered requests for comparison data. Thanks to all those who participated in this process. This report was improved by their contributions.

## Appendix I - Victim Identified Suspects from Offense Reports

These are non-discretionary offenses, as defined by DPD.

Abortion	Embezzlement
Accessories To Crimes	Explosive Device
Against Family/Child	Failure To Appear
Aggravated Assault	False Alarm/Fire
Aiding Esc/Esc	False Impersonation
Air Rifle (Juv)	Forgery
All Other Offenses	Fraud
All Others	Hit And Run
Arson	Homicide
Auto Prowl	Incorrdbl (Juv)
Auto Strip	Intimidating Witness
Auto Theft	Intro Contraband
Bigamy	Kidnapping
Blackmail/Extortion	Larceny
Bomb Threats	No Pay Cab Fare
Bribery	Officer Killed
Burglary	Other Assaults
Chins (Need Sup)	Perjury
Clairvoyancy	Phone Tapping
Conspiracy	Poss/Repair/Make Burg Tools
Contempt Of Court	Reckless Driving
Contribute To Juv Delinquency	Robbery
Criminal Mischief	Runaways
Criminal Trespass	Sex Offenses
Cruelty Animals	Sexual Assault
Deaths	Stolen Property
Disorderly Conduct	Taking Right/Way
Dog Poisoning	Truants (Juv)
Driving Under Influence	Unlawful To Display Any But Flag Of U.S.
Eluding Police	Weapons

## Appendix II -- Non-discretionary Arrests

These are non-discretionary arrests, as defined by DPD.

ACCESS FELNY AFTER	DEFACING PUBLIC BLDG	PANDERING OF A CHILD
ACCESS MISDM AFTER	DISARMING POL OFFICR	PANDERING, ARRANGING
ACCESS MISDM BEFORE	DISCHARGING WEAPON	PAWNBROKER REQD ACTS
ACCESSORY ? DETAILS	DISTR ABORTIFACIENTS	PAWNBROKER, FELONY
AGGR INTIM WTNS/VCTM	DISTURBING THE PEACE	PIMPING OF A CHILD
AGGRAVATED INCEST	DOG BITE VIOLATIONS	POSS 1ST DEG FRGD IN
AIDING ESCAPE ? CONV	DUI	POSS CONTRABAND, 1ST
AIDING ESCAPE FELONY	DUR OR DUS	POSS DANGEROUS WEAPN
AMUSEMNT LICENSE REQ	DWAI	POSS DEFACED FIREARM
ARSON 2ND, =>\$100	ELUDING WITH INJURY	POSS FORGERY DEVICES
ARSON 2ND, DAMAGE?	EMBEZZLEMENT	POSS GRAFFITI DEV
ARSON 4TH - PERSON	ENDANGER PUB TRANS	POSS ILLEGAL WEAPON
ARSON 4TH, ENDANGER?	ENTERTAINMENT HOURS	POSS WEAPN-PREV OFFN
ARSON, 1ST	ENTICEMENT OF CHILD	POSS WEAPON JUVE
ARSON, UNSPECIFIED	ESCAPE, ? DEGREE	POSS. BRGLRY TOOLS
ASSAULT ON ELDERLY	ESCAPE, FELONY	PROCUREMENT OF CHILD
ASSLT 1ST ? WEAPON	ESCAPE, MISDEMEANOR	PROHIBITED NOISE
ASSLT 1ST W/GUN	EVASN OF ADMISSN FEE	PROHIBITED WEAPN USE
ASSLT 1ST W/KNIFE	FAIL TO RPT ACCIDENT	RBBRY AGGR STRNG ARM
ASSLT 1ST W/WEAPON	FAILURE TO APPEAR	RBBRY AGGRAV FIREARM
ASSLT 1ST, STRNG ARM	FALSE IMPRISONMENT	RBBRY AGGRAV KNIFE
ASSLT 2ND ? WEAPON	FIN TRANS DEV <\$300	RBBRY AGGRAV WEAPON
ASSLT 2ND, FIREARM	FIN TRANS DEV =>\$300	RBBRY AGGRAV WEAPON?
ASSLT 2ND, KNIFE	FIN TRANS DEV ? AMT	RCKLESS ENDANGERMENT
ASSLT 2ND, STRNG ARM	FIRES IN CITY PARKS	REF LEAVE PLC, MISDM
ASSLT 2ND, WEAPON	FLOURISHING WEAPON	RETALIATE WTNS/VCTM
ASSLT DURING ESCAPE	FLSE RPT XPLOSV,ETC	ROB/ELD/HANDICAPPED
ASSLT, 3RD	FLSE RPT TO AUTHRITY	ROBBERY, SIMPLE
ASSLT, VEHICULAR	FORGERY, 1ST DEGREE	ROBBERY, TYPE?
ATTEMPT TO INFLUENCE	FORGERY, 2ND DEGREE	RR OR BUS EQUIPMENT
AUTO THEFT 1 TRK/BUS	FORGERY, 3RD DEGREE	RUNAWAY
AUTO THEFT 1ST AUTO	FRAUD BY CHECK ?	SELL LIQUOR W/O LIC
AUTO THEFT 1ST OTHER	FRAUD, UNSPECIFIED	SERVICES FOR MINORS
AUTO THEFT 1ST TYPE?	GET DRUGS BY FRAUD	SEX ASSLT 3RD, FORCE
AUTO THEFT 2 TRK/BUS	GRAFFITI	SEX ASSLT ON CHILD
AUTO THEFT 2ND AUTO	HARASS BY STALKING	SEX ASSLT, UNSPEC.
AUTO THEFT 2ND TYPE?	HARASSMENT - PHONE	SEX ASSLT., 1ST
AUTO THEFT UNSPEC.	HARASSMENT - THREATS	SEX ASSLT., 2ND
BICYCLE SALES	HARASSMENT ? TYPE	SHOPLIFTING
BRGLRY 1ST - ATTEMPT	HARBORING OF MINORS	STARVATION OF ANIMLS
BRGLRY 1ST - ENTRY?	HINDERING TRANSPORT	STREET VNDR RESTRICT
BRGLRY 1ST - FORCED	HIT & RUN W PROP DMG	SX ASSLT 3RD W/O FRC
BRGLRY 1ST UNLW ENTR	HIT & RUN WTH INJURY	SX EXPLOITATION CHIL
BRGLRY 2ND - ATTEMPT	HIT AND RUN, ? TYPE	TAMPERING WTNS/VCTM
BRGLRY 2ND - ENTRY?	HOLD CCMITT	THEFT - UNSPECIFIED
BRGLRY 2ND - FORCED	HOLD DEPT OF CORR	THEFT - VALUE?
BRGLRY 2ND UNLW ENTR	HOLD FOR FUGITIVE	THEFT <\$300

BRGLRY 3RD - ENTRY?	HOLD FOR IMMIGRATION	THEFT =>\$300
BRGLRY 3RD - FORCED	HOLD FOR JUVENILE	THEFT BY REC =>\$300
BRGLRY 3RD UNLW ENTR	HOLD FOR M.P.'S	THEFT BY REC, VALUE?
BRIBERY OF PUB OFF	HOLD FOR PROBATION	THEFT BY REC. <\$300
BRIBING WITNSS/VICTM	HOLD FOR US MARSHALL	THEFT RNTL =>\$300
BURGLARY, UNSPEC.	HOLD ON WARRANT	THEFT RNTL VALUE?
CARRYING WEAPON	HOLD W/O CHARGES ?	TRESPASS, 1ST DEGREE
CH ABUSE <SER INJURY	HOMICIDE, UNSPEC	TRESPASS, 2ND DEGREE
CHECK FRAUD < \$300	IMPERS POLICE OFFICR	TRESPASS, 3RD DEGREE
CHECK FRAUD => \$300	INCENDIARY DEVICE	TRESPASS, ? DEGREE
CHILD ABUSE ?DETAILS	INCEST	UNDER 21 PROHIBITED
CHILD ABUSE NO INJUR	INDECENT EXPOSURE	UNLAWFUL CONDUCT
CHILD RESTRAINT SYS	INNOCULATION OF DOGS	UNLAWFUL DISPOSAL
CONCEALED WEAPON	INTERFERE ED INSTIT	UNSPEC MISDEMEANOR
CONSPIRACY, ? CLASS	INTERFERE-TRAF CNTRL	UNSPECIFIED CRIME
CONSPIRACY, FELONY	INTIM WITNESS/VICTIM	UNSPECIFIED FELONY
CONSPIRACY, MISDEMNR	INTR CONTRABAND ?DEG	USE OF IMMOB SERVICE
CRIM MISCHF DAMAGE?	INTR CONTRABAND, 1ST	VEH ELUDING, ? TYPE
CRIM MISCHIEF <\$300	INTR CONTRABAND, 2ND	VEHICLES IN PARKS
CRIM MISCHIEF =>\$300	JUV WEAPON NOT SCH	VEHICULAR HOMICIDE
CRIM POSS 1 TRANS DV	JUV WEAPON SCH	VIO RESTRAIN ORDER
CRIM POSS 2+ TRNS DV	JUVENILE BCOP	VIOL AIRPORT RULES
CRIM POSS ? TRANS DV	KIDNAPPING, 1ST	VISIBLE VEH EMISSION
CRIM POSS FORGRY DEV	KIDNAPPING, 2ND	WALKING ALONG ROADWY
CRIM. IMPERSONATION	MANSLAUGHTER	WEAPONS OFFENSE ?
CRIMES/AT RISK ADULT	MENACING DEADLY WEAP	WEAPONS-TRANS FACIL
CRIMINAL EXTORTION	MENACING NO WEAPON	WINDOW PEEPING
CRIMINAL SIMULATION	MENACING-UNKNOWN	WIRETAP DEVICES
CRUELTY TO ANIMALS	MOTOR VEHICLE NOISE	WIRETAPPING
DEFACE PROP POL/FIRE	MURDER, 1ST DEGREE	WRIT HABEAS CORPUS
DEFACE PROPTY PUBLIC	MURDER, 2ND DEGREE	XPLOSV/INCIND DEVICE
DEFACING CITY PARKS	NOISE FROM PREMISES	
DEFACING PRIV PROP	ORGANIZED CRIME	

**2<sup>nd</sup> Annual Report**  
**Denver Police Department**  
**Contact Card Data Analysis**

June 1, 2002 through May 31, 2003

Prepared by

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## Highlights

- The 2<sup>nd</sup> Annual Denver Police Contact Card Analysis presents findings from the 2<sup>nd</sup> year of data collection for comparison with the 1<sup>st</sup> year. In fact, most of the percentages, trends, and geographic patterns remain markedly similar to the first report.
- The Biased Policing Task Force, comprised of police and community members, conceived data collection as part of a much broader effort concerning this significant community issue.
- The Biased Policing Task Force Data Collection Subcommittee elected to follow a mission-driven comparative model, which not only examines the contact card data itself, but also compares the data to policing activities that reflect whether police are: 1) promoting public safety; 2) reducing crime and victimization; and 3) addressing quality of life issues in neighborhoods.
- DPD collected 155,004 contact cards from June 1, 2002, through May 31, 2003, including both traffic stops (124,104) and pedestrian stops (29,456).
- Prior to stopping individuals, officers were able to determine race/ethnicity of the person contacted 76.3% of the time for pedestrian contacts, but only 8.4% in traffic stops.
- Overall, just half of the people stopped for traffic stops were residents of Denver; for pedestrian stops the percentage increases to just over 70%.
- For traffic stops, those perceived White constituted the largest percentage of stops (46.8%), followed by Hispanics (32.7%), and Blacks (17.1%). The remainder was Asian, American Indian, and Middle Eastern. For pedestrian stops, officers contacted an almost even percentage of Whites (32.0%), Blacks (34.1%), and Hispanics (29.7%).
- The data suggest that people are generally stopped in or near their own neighborhoods and/or that non-residents are commonly stopped in places with a similar race/ethnic make-up to the officers' perceptions of their race/ethnicity.
- For traffic stops, more people were stopped for moving violations than for any other reason, particularly Whites (38.9%).
- Some of the percentages shifted slightly from the first report for pedestrian search types. Consent searches increased for Blacks (9.8% to 12.0%), but dropped for cursory searches (38.0% to 35.8%) and incident to arrest (26.7% to 25.4%). For Hispanics consent searches (5.9% to 7.1%) and incident to arrest (24.1% to 25.1%) increased, but decreased for cursory searches (39.1% to 36.3%). White consent (7.9% to 9.7%) and incident to arrest (22.6% to 25.0%) also increased and decreased slightly for cursory searches (28.8% to 28.6%).
- In all categories of pedestrian searches, Blacks, Hispanics, and Whites were searched generally at the same rates, except in the case of cursory searches when Whites were searched at a lower rate.
- Those perceived to be Hispanic and Black were searched at a higher rate than Whites during traffic stops for all types of searches. Hispanics were searched at the highest rate for cursory searches (Hispanics: 10.7%, Blacks: 9.8%, Whites: 3.3%). For consent searches, the percentage searched was fairly low for all groups (Blacks: 3.0%, Hispanics: 2.0%, Whites: 1.4%). Blacks experienced the highest percentage incident to arrest searches (Blacks: 13.7%, Hispanics: 10.7%, Whites: 3.3%).
- For traffic searches, consent and cursory remained stable for all groups from the first report. Incident to arrest increased slightly for all groups.
- Contraband seized for Hispanics was consistently lower for all types of searches (consent: 15.0%, cursory: 9.6%, and incident to arrest: 18.3%); the percentage of searches where contraband was seized was highest for Blacks for all searches: consent (22.6%), incident to arrest (29.5%), and cursory (15.5%).
- Consent searches resulting in contraband seized for Hispanics dropped from the first year (19.1% to 15.0%), while the percentages remained stable for cursory and incident to arrest searches. For Blacks, contraband seized during a consent search dropped (24.9% to 22.6%), but increased for cursory searches (13.9% to 15.5%) and for incident to arrest (27.7% to 29.5%).

## Introduction

In the last several years, many communities across the U.S. have undertaken efforts to assess the role that race and/or ethnicity plays in police stops. Within this national context, the Denver Police Department (DPD) started collecting contact card data on June 1, 2001, as one component in a broader effort to evaluate this complex issue. Collection of pedestrian and traffic stop data ceased after a 2-1/2 year period on December 31, 2004. In November, 2001, a preliminary summary of the data collected from June 1, 2001 through August 31, 2001 was released in advance of a one-year report. As a more complete follow-up, the 1<sup>st</sup> Annual Report presented findings from the data collected from June 1, 2001 through May 31, 2002. The 2<sup>nd</sup> Annual Report continues the assessment process and closely follows the same format and data presentation. Consequently, the background to this project in Denver, the process the community and DPD undertook, the limitations in the data, and the potential data uses all remain incredibly important to the interpretation of the information contained within this report.

Background information and definitions from the 1<sup>st</sup> Annual Report are included in this report because of the relevance to understanding the data. For consistency, the structure of the report remains the same as the previous one. The first section provides background on other DPD efforts undertaken as part of the broader project and briefly addresses the limitations and potential uses of the data. The next section presents some of initial findings summarizing contact card data and is followed by a presentation of comparisons. The last portion of the report offers a discussion of the data along with future directions.

## The Biased Policing Task Force

In November, 2000, a Biased Policing Task Force<sup>1</sup>, comprised of community and police members, started addressing the complex nature of the biased policing question in the City and County of Denver. Four subcommittees were established to review specialized issues, including: 1) policy/procedures; 2) data collection; 3) training; and 4) youth issues. Importantly, while certainly a significant component of the process, data collection was conceived as part of a much broader effort to create a dialogue concerning this significant community issue.

Members of the Biased Policing Task Force shaped new policy and procedures relative to biased policing. In addition, several types of training were implemented, including cultural awareness training for all sworn and civilian police department employees. Further, all officers received additional instruction on Stop & Frisk and the Fourth Amendment and all patrol officers who engage in street level narcotics enforcement attended 24 hours of training. These training sessions emphasized proper development of reasonable suspicion and probable cause. When officers are promoted to their first supervisor position (corporal and sergeant), they are now required to attend a mini-academy that includes a section on biased policing. In fact, the biased policing training developed by the DPD for internal use was combined with instruction from the Anti-Defamation League and is now the required

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<sup>1</sup> The Biased Policing Task Force incorporated input from members of 25 neighborhood groups, 78 organizations and officers from all levels of DPD. There were 47 meetings over a 7-month period involving over 1,800 hours of work prior to the initiation of data collection. For more details on the Denver Biased Policing Task Force, see <http://www.denvergov.org/Police/template19843.asp>.

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statewide training program administered by the Colorado Regional Community Policing Institute and Colorado Police Officer Standards & Training (POST).

## What can we learn from the data?

Because claims of racial profiling are often based on personal accounts and other anecdotal evidence, systematic data collection of police contacts can add to the understanding of this issue, but these data must be approached with some caution. Any interpretation must be accompanied by a thorough understanding of the data for appropriate interpretation. The following discusses the data collection process, challenges and uses of the data, and analysis techniques.

### *Data Collection Process*

Officers completed a DPD Contact Card (Figure 1) each time they initiated a traffic stop or contacted a pedestrian in order to capture the officers' decision-making processes with regard to that stop, particularly when some degree of discretion was involved. In circumstances where officers were directed to take action based on a citizen call or at the discretion of another person (a dispatcher or another officer, for example), a contact card was not completed. The 17 categories included on the contact card are similar to the data elements collected in other jurisdictions across the U.S. and follow recommendations put forth in nationally recognized reports.<sup>2, 3</sup> Importantly, officers recorded their perception of the race/ethnicity of people stopped and could select from six different categories, including White, American Indian, Asian, Black, Hispanic, or Middle Eastern. Individuals stopped were not asked to verify their race/ethnicity, nor is this information available on driver's licenses in Colorado as it is in some states. The purpose of the data collection process is to address whether officers treat race/ethnic groups differently based on how they are viewed, not how individuals identify themselves. After completion, the cards were then processed electronically and recorded in a digital database.

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<sup>2</sup> Ramirez, D., J. McDevitt, and A. Farrell (2000). "A Resource Guide on Racial Profiling Data Collections Systems: Promising Practices and Lessons Learned." U.S. Department of Justice Monograph, NCJ 184768.

<sup>3</sup> Fridell, L., R. Lunney, D. Diamond, and B. Kubu (2001). "Racially Biased Policing: A Principled Response." Police Executive Research Forum, Washington, DC.

Figure 1 – DPD Contact Card

**DENVER POLICE DEPARTMENT  
CITIZEN CONTACT DATA SHEET**

**CORRECT MARK:** ○ ○ ● ○

YEAR: ○ 2001 ○ 2002 ○ 2003

MONTH:  1  2  3  4  5  6  7  8  9  10  11  12  13  14  15  16  17  18  19  20  21  22  23  24  25  26  27  28  29  30  31

DAY:  1  2  3  4  5  6  7  8  9  10  11  12  13  14  15  16  17  18  19  20  21  22  23  24  25  26  27  28  29  30  31

TIME OF STOP: \_\_\_\_\_

○ 0000-0259 ○ 0600-0859 ○ 1200-1459 ○ 1800-2059  
○ 0300-0559 ○ 0900-1159 ○ 1500-1759 ○ 2100-2359

PRECINCT OF STOP:  1  2  3  4  5  6 ○ 759

RACE IDENTIFIABLE PRIOR TO STOP: ○ Yes ○ No

CONTACT TYPE: ○ Driver ○ Passenger ○ Pedestrian

AGE:  1  2  3  4  5  6  7  8  9

RACE/ETHNICITY: (Based on visual observation only):  
○ White ○ American Indian ○ Asian  
○ Black ○ Hispanic ○ Middle Eastern

GENDER: ○ Male ○ Female

LIVES IN CITY: ○ Yes ○ No

LIVES IN PRECINCT (or adjacent to): ○ Yes ○ No

REASON FOR STOP: (Mark all that apply)  
○ Moving Violation ○ Personal Observation/Knowledge  
○ Equipment Violation ○ Received Information (dispatch/citizen/BULO/bulletin/roll call)  
(Noting the reason for stop acknowledges that the contact was based on the minimum of an articulable reasonable suspicion)

ACTION TAKEN: (Mark all that apply)  
○ Field interview and/or Clearance ○ Citation or Order-In  
○ Verbal or written warning ○ Arrest  
○ Detox/MH/Hospitalized

SEARCH: (Mark all that apply)  
○ No Search ○ Incident to arrest  
○ Consent ○ Tow/Inventory  
○ Cursory / Pat Down ○ Canine Alert  
○ Search Warrant

CONTRABAND SEIZED: ○ Yes ○ No

DURATION OF STOP: ○ <5 min ○ 10-19 ○ 30-39 ○ 50-59  
○ 5-9 ○ 20-29 ○ 40-49 ○ >60 min

SHERIFF'S DEPT. EMPLOYEE: ○ Yes

OFF-DUTY (Includes secondary employment): ○ Yes

DPD 826

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1. Date of Stop
2. Time of Stop – Approximate time stop was initiated (within a 3 hour block)
3. Precinct of Stop – Location, **not** car assignment
4. Race Identifiable – Could the officer detect the race of the person contacted prior to the stop
5. Contact Type – Contact sheets for passengers are not required unless identification is obtained, or that person is questioned and/or searched.
6. Age of Person Stopped
7. Race/Ethnicity – This is determined by the officer’s observation, not from asking the person.
8. Gender
9. Lives in City – Is the person a resident of the City & County of Denver?
10. Lives in Precinct – Does the person reside in the precinct of the contact OR an adjacent precinct?
11. Reason for Stop (Mark all that apply) – *Personal Observation* – Action taken based on the observations and knowledge of the officer. *Received Information* – Action taken based on information received from outside sources. Contacts for which this form is completed are based on a minimum of reasonable suspicion.
12. Action Taken (Mark all that apply) – All actions performed by the officer during the contact.
13. Search (Mark all that apply) – Indicates **if** a search occurred, including a *Cursory/Pat Down* (Frisk), **and if so** which search type
14. Contraband Seized – Includes evidence, contraband, illegal weapons, drugs, etc.
15. Duration of Stop – Total time of contact at the scene, **does not include time spent transporting a prisoner to jail and processing.**
16. Sheriff’s Dept. Employee – Indicates the form was completed by a Deputy acting either on- or off-duty
17. Off-Duty – Indicates whether the contact occurred while the officer was off-duty or working secondary employment.

### ***Data Challenges***

Even after two years of data collection, the numbers in this report do not provide definitive answers regarding police behavior and race relations. In fact, little agreement exists nationally on interpreting these data. They can only serve as guidelines for decision-making, not as a replacement for addressing the complexity of the issue in Denver. The data should act as the basis for further community-police discussions on the topic.

DPD did not capture information on individual officers as part of the collection process. This means that the data can only support general observations about systematic practices. For example, DPD cannot examine the relationship between a specific officer's training and stop practices. The data collection card also does not include information on policing unit so that specialized activities, such as the gang unit or traffic enforcement, cannot be separated from the overall data.

### ***Uses for Data***

Although challenges associated with contact card data collection and analysis exist, the data can still be used to improve the effectiveness of policing activities and to improve police-community relations. First and foremost, DPD can look at policing activities in a way never before possible. This is an exciting by-product of the data collection and analysis process. DPD will now have an understanding of stop activity previously not recorded, as well as the effectiveness of search procedures.

Perhaps the most appropriate use of the data is within the context of community oriented policing practices<sup>4</sup>. Patterns of potential concern can be identified and examined through community-police partnerships. In this way, the data can provide a springboard for further activity, investigation, or collaboration. Data collection and analysis are only the beginning of a much larger process with regard to questions concerning biased-based policing.

### ***Data Evaluation Process***

When evaluating contact card data, knowing who is "available"<sup>5</sup> for stop is a vital component. Unfortunately, obtaining good comparison data is difficult and is a challenge that plagues all studies. In order to better appraise whether policing activity is meeting the needs of the community, the Task Force sub-committee on data collection elected to follow a mission-driven comparative model.

The mission driven model is, in part, based on the recognition of the value of an internal review of the data (comparing data elements collected on the contact card to one another). This approach is particularly useful for reviewing the post-stop activity (searches, for

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<sup>4</sup> Community Policing is most easily defined as a partnership between the police and community to engage in problem-solving activities to address crime and disorder. The terms *Community Policing*, *Community Oriented Policing* and *Community Oriented Policing Practices* should be considered in a synonymous context for the purposes of this report.

<sup>5</sup> In simplest terms, available population refers to all of those people who could potentially be stopped. For instance, all people walking on a given street at a particular time of day have the possibility of being contacted by a police officer.

example) of officers as applied across different races/ethnicities. Further, because of the emphasis on policing activity, traffic stops are almost always evaluated separately from pedestrian stops<sup>6</sup>.

Another facet of this model addresses the equitable application of the law during policing activity by comparing contact data with non-discretionary<sup>7</sup> crime data. In other words, the data are used to assess whether the police are fulfilling their mission of: 1) promoting public safety; 2) reducing crime and victimization; and 3) addressing quality of life issues in neighborhoods. Spatial analysis (mapping) is an extremely revealing mechanism for conducting these comparisons. This approach allows relating police activity in a geographic area to crime and disorder activity in the same location. The difficulty, and as yet untested, aspect of this model is in defining what measure(s) are most appropriate for comparing activity to the mission. Table 1 presents the selected datasets used for comparative purposes.

**Table 1 – Selected Comparison Data**

<b>Type of Comparison Data</b>
<ul style="list-style-type: none"> <li>• Citizen-initiated calls for service -- all call types</li> <li>• Victimization Data, recorded on offense reports -- suspect race/ethnicity and gender data (Offense reports are most generally initiated based on the complaint of a citizen and usually involve the commission of a felony or serious misdemeanor. Lower level offenses are handled through the use of General Sessions Summons and Complaints and would be reflected in the non-discretionary arrest data.)</li> <li>• Non-discretionary arrests -- arrests made by officers where they had little or no discretion in the decision to arrest, includes suspect race/ethnicity and gender data</li> <li>• Citizen complaints of vice and narcotic activity -- includes suspect race/ethnicity and gender data</li> <li>• Firearm offenses – includes race/ethnicity and gender data</li> <li>• Hit and run accidents</li> </ul>

## Contact Card Analysis

This section of the report summarizes the DPD Contact Card Data and presents them descriptively by using tables, graphs, and maps. The geography of the city is a factor that

<sup>6</sup> Traffic stops are those police contacts for traffic violations most often involving motor vehicles, but could include bicycles, motorcycles, mopeds, etc. Pedestrian stops are police contacts of individuals who are not in a motor vehicle.

<sup>7</sup> For the purpose of this report *non-discretionary* activities shall refer to those actions where the officer has no or very little discretion as to their actions. For example, arrests based on the signed complaint of a victim, serious moving traffic violations that endanger others, or contacting of individuals based on dispatched calls that all require action as specified by law or policy.

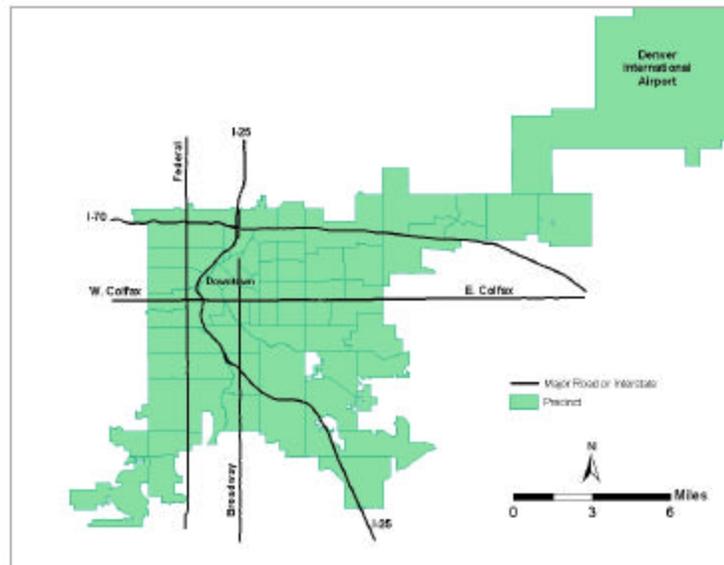
must be considered when interpreting nearly all of the data elements, along with other contextual information provided in the following section.

**Background Information**

The Denver Police Department consists of 1,402 sworn officers and 319 civilian staff members, serving a population in the City and County of Denver of approximately 550,000 people at the core of a metro-area population of over 2 million. According to the Denver Regional Council of Governments, the daytime population in Denver increases to over 700,000. There are 6 Districts and 72 precincts<sup>8</sup>, covering an area of about 155 square miles. All of the maps of comparison data and contact card data are of precincts, the smallest geographic area of police responsibility.

In order to reproduce precinct maps showing geographic patterns in stop data, the mapping process had to adjust for two significant changes made to Denver Precinct boundaries throughout this collection year. The first change occurred on January 1, 2003 to District 1. The second occurred on May 18, 2003 to Districts 3 and 6. The summaries in this report have taken these changes into consideration by distributing the original (older) precinct totals to the new precinct totals based on area. In other words, if an old precinct is divided between two newer precincts, 60% of the area in one and 40% in the other, then the data were divided between the two current precincts based on these proportions. Appendix III contains a complete list of new Precincts that were changed in some way.

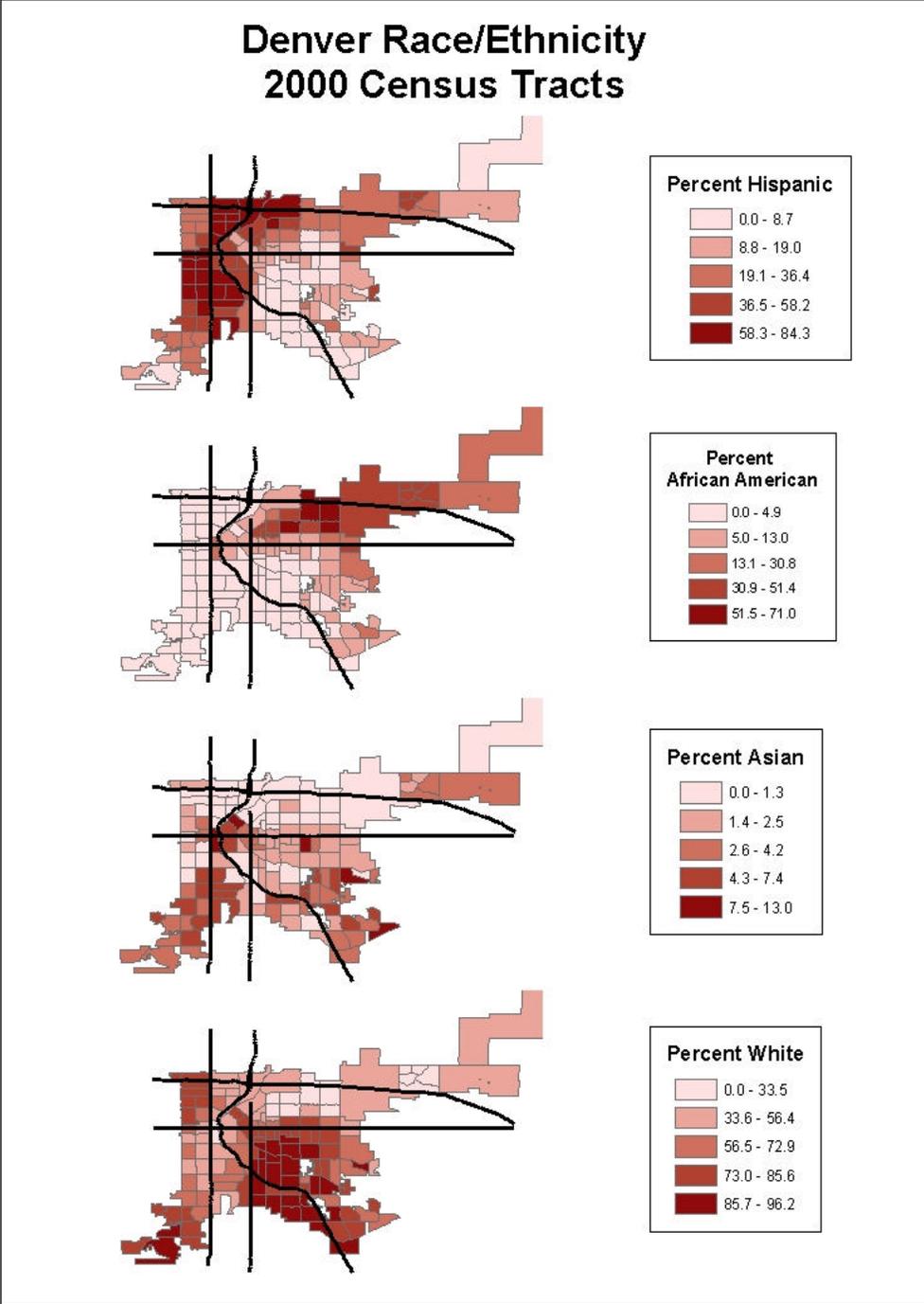
**Figure 2 - DPD Precincts Reference Map**



<sup>8</sup> In April, 2002, one precinct was split into two. Consequently, only 71 precincts were used in this analysis.

According to the 2000 Census, the demographic composition of Denver is: 31.7% Hispanic, 51.9% White, 10.8% Black, 0.7% American Indian, 2.7% Asian, and 2.2% Other. Comparing these percentages to the stop data is problematic, however, particularly because a large proportion of those stopped are not even from within the city and county limits (a point further discussed in the results). Instead, they are traveling to, or through, the city and are not necessarily representative of demographics of Denver.

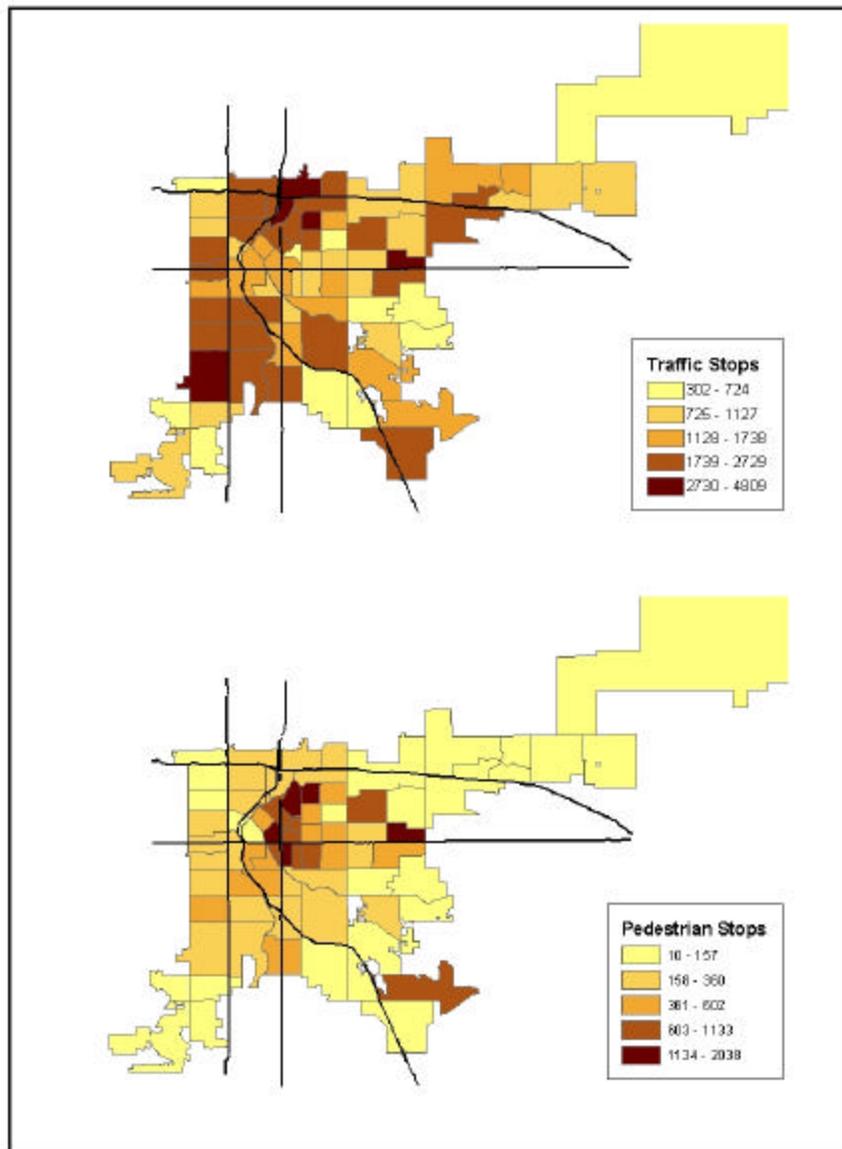
Figure 3 - Census Demographics of Denver



**Overview of Contacts**

Overall, there were 155,004 contact cards collected from June 1, 2002, through May 31, 2003, including traffic stops (124,104) and pedestrian stops (29,456). This represents a decrease in overall stops from the first year of collection by 23% (-19.6% for traffic and -28.4% for pedestrian). Only 7,787 of the records had one or more missing data elements, accounting for only 5% of all stops. 1,444 records were missing the type of stop and so could not be classified as pedestrian or traffic. In addition, 426 entries were missing the race. In general, the number of missing data elements for individual categories was not large enough to impact analysis. When mapped, a distinct geographic difference in the locations of traffic versus pedestrian stops appears. In general, the pattern of traffic contacts follows the two interstate highways (I-25 and I-70), while the pedestrian stops are concentrated in the central portion of the city.

**Figure 4 – Maps of Contact Totals**



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### ***Perceived Race/Ethnicity of Those Stopped***

Officers indicated that they could identify race/ethnicity prior to the stops only 21.1% of the time. They made a pre-determination of race/ethnicity in 76.3% of pedestrian stops, but only in 8.4% of traffic stops. For traffic stops, the number of, and percent of, Whites stopped was higher than for either Hispanics or Blacks. In fact, Whites continue to constitute nearly 50% of the traffic stops. This shifts for pedestrian stops, however, where nearly an even number of Whites, Blacks, and Hispanics were contacted. The numbers for perceived Asian, American Indian, and Middle Eastern are relatively low in comparison.

A distinct pattern appears when the Hispanic, White, Black, and Asian stops are mapped<sup>9</sup>. Those perceived to be Hispanic are stopped in the western and northwestern sections of Denver. Blacks are stopped in the northeast section and Whites are stopped along the interstate corridors and in the downtown area. Asians are generally stopped in southwestern areas along Federal Boulevard. The pattern is similar for pedestrian stops. However, Whites, in this instance, are stopped along Colfax and in the downtown area. The overall geographic configuration is similar to the demographics of the neighborhoods throughout Denver. So, while comparing the summary numbers for the entire city did not make sense because of the number of non-residents also stopped, comparisons between census numbers and the summary of stops when mapped are revealing. The pattern suggests that people are generally stopped in or near their own neighborhoods and/or that non-residents are commonly stopped in places with a similar race/ethnic make-up to the officers' perceptions of their race/ethnicity. This pattern remains consistent from the previous report.

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<sup>9</sup> The numbers for American Indian and Middle Eastern are too low to break-down and map by precinct.

**Table 2 - Summary of Race/Ethnicity of Those Stopped**

Perceived Race/Ethnicity	Traffic		Pedestrian	
	Number Stopped	Percent Stopped	Number Stopped	Percent Stopped
Unknown	306	0.2%	82	0.3%
Asian	2,445	2.0%	161	0.5%
Black	21,283	17.1%	10,058	34.1%
Hispanic	40,567	32.7%	8,746	29.7%
American Indian	236	0.2%	910	3.1%
Middle Eastern	1,210	1.0%	75	0.3%
White	58,057	46.8%	9,424	32.0%
Grand Total	124,104		29,456	

**Figure 5 - Perceived Race/Ethnicity of Stops**

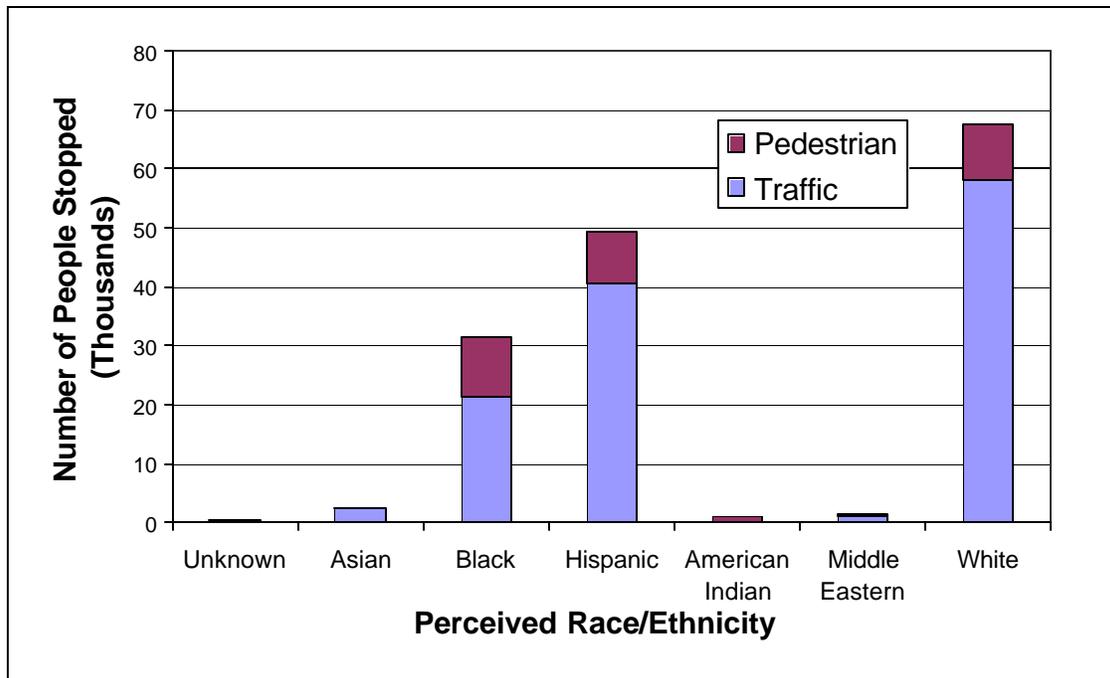
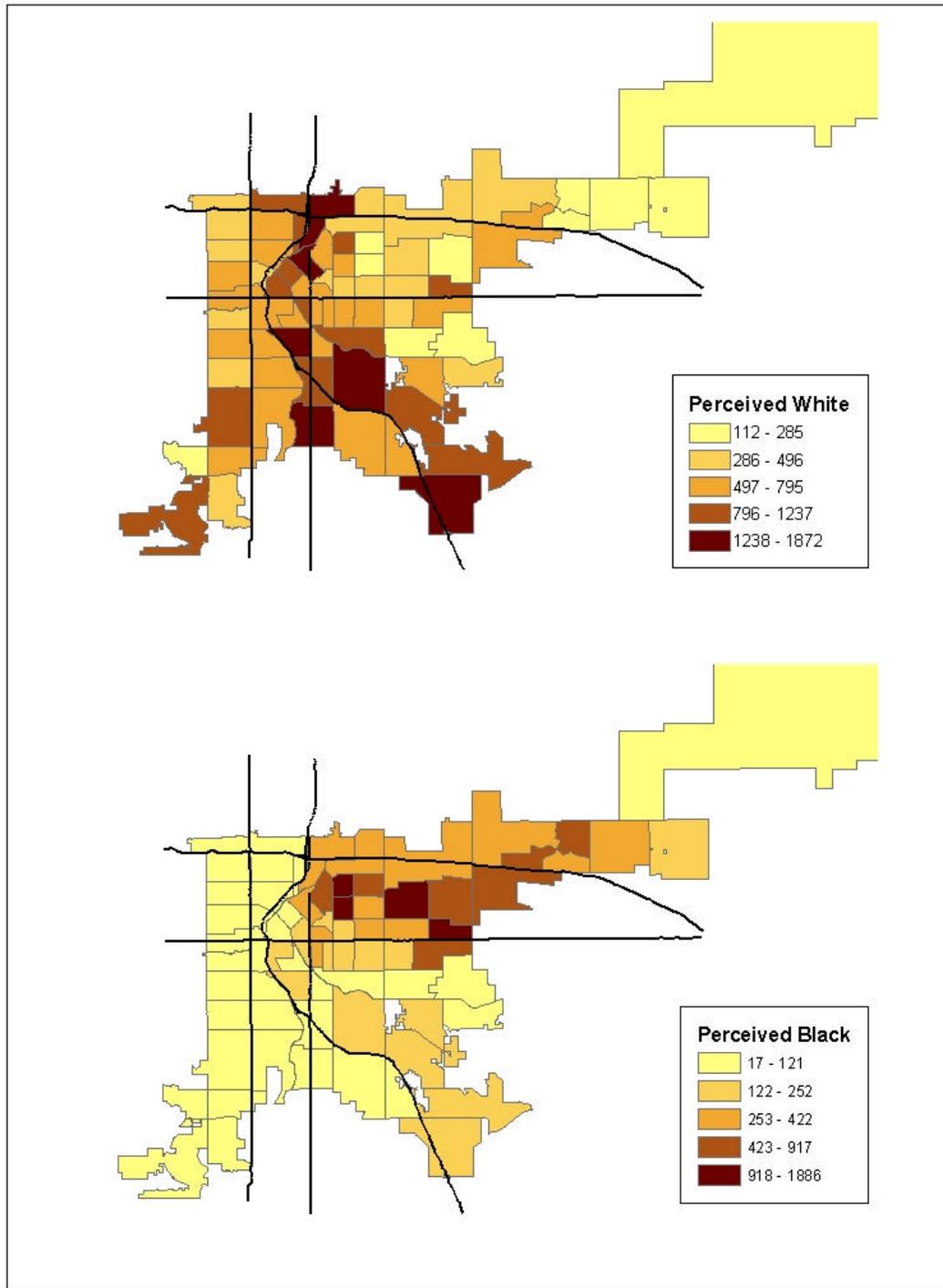


Figure 6 - Traffic Stops Perceived Race/Ethnicity Maps (White & Black Race/Ethnicity)



**Figure 7 - Traffic Stops Perceived Race/Ethnicity Maps (Hispanic & Asian Race/Ethnicity)**

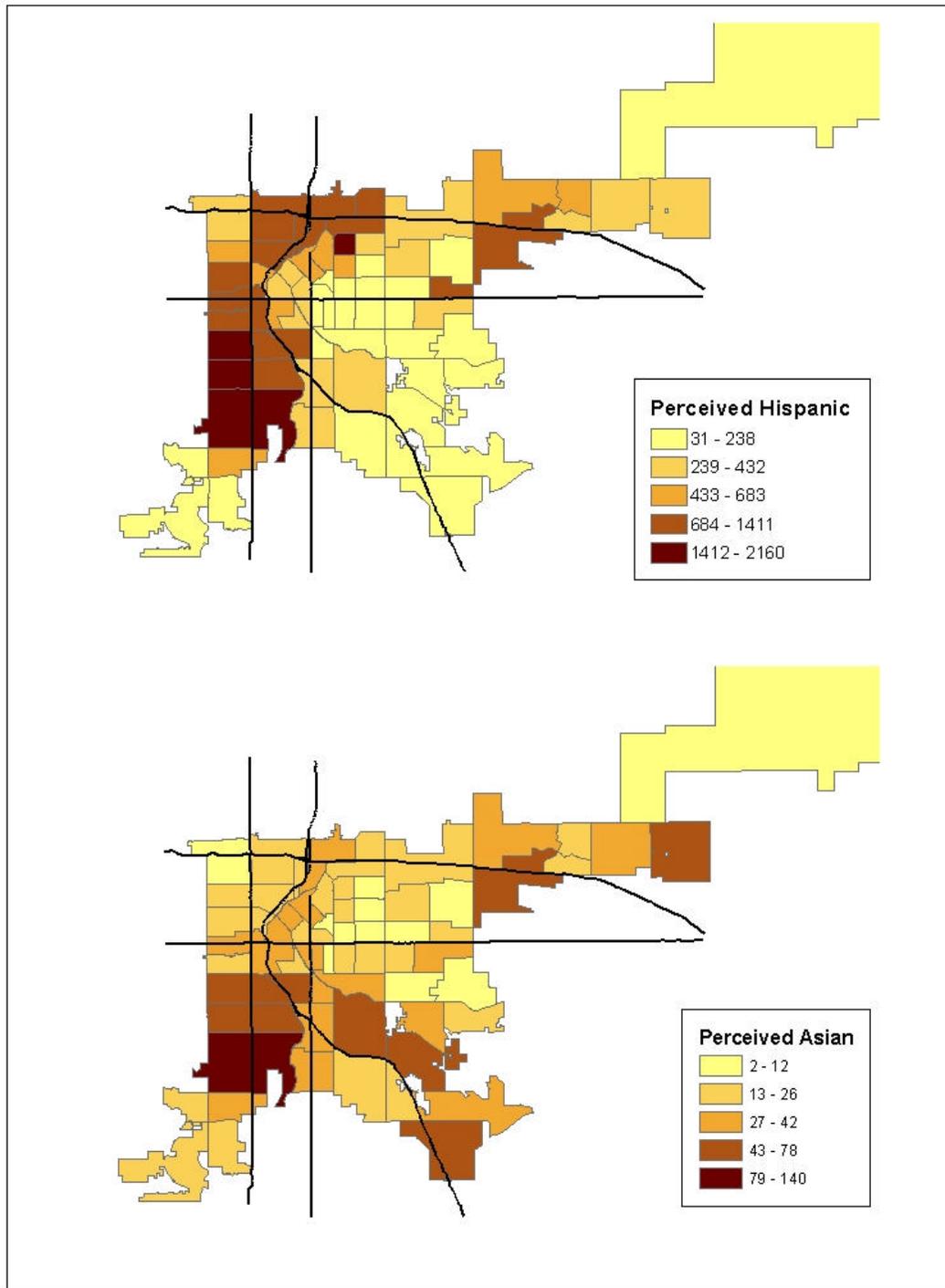


Figure 8 - Pedestrian Stops Perceived Race/Ethnicity Maps (White & Black Race/Ethnicity)

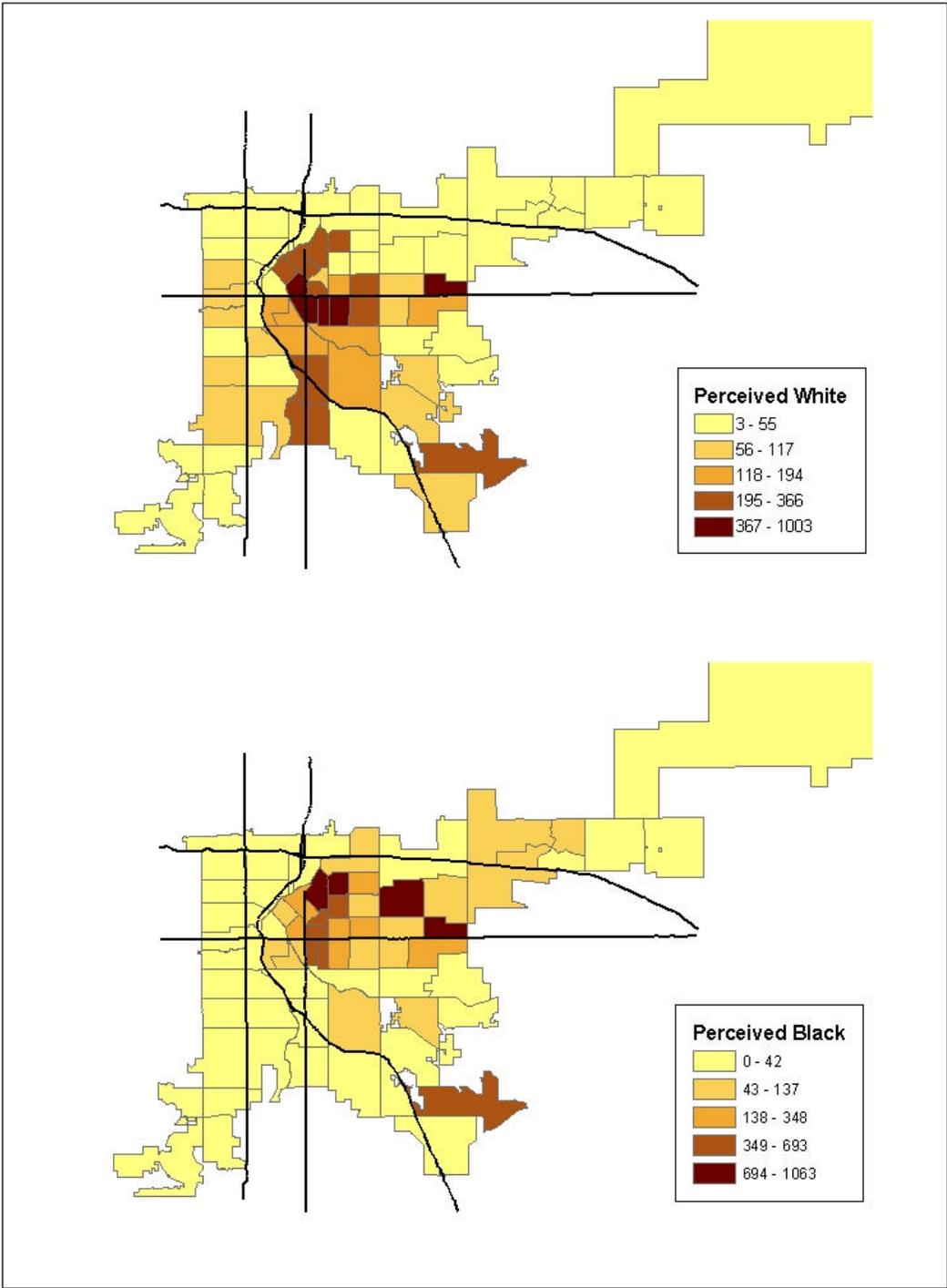
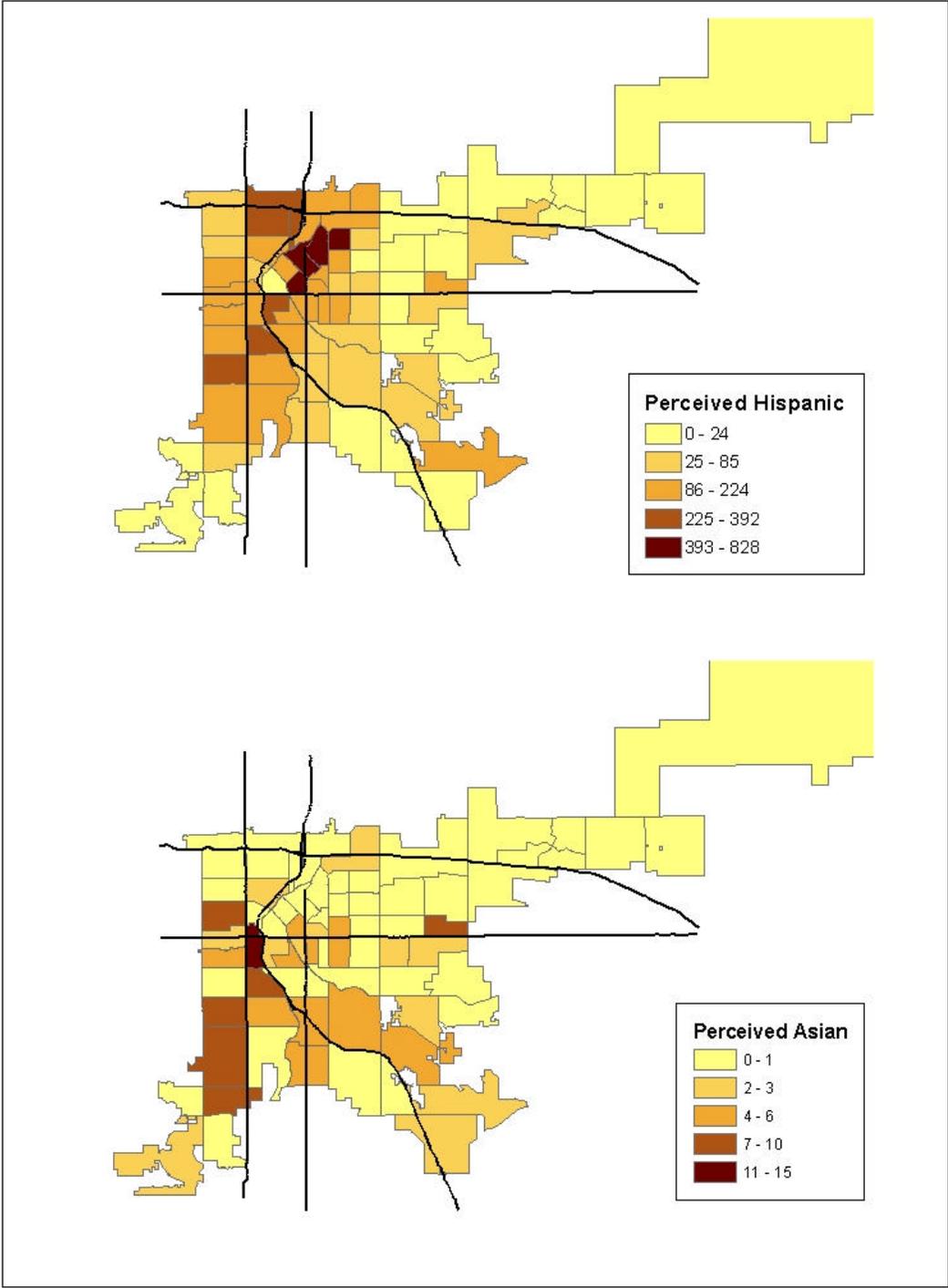


Figure 9 - Pedestrian Stops Perceived Race/Ethnicity Maps (Hispanic & Asian Race/Ethnicity)



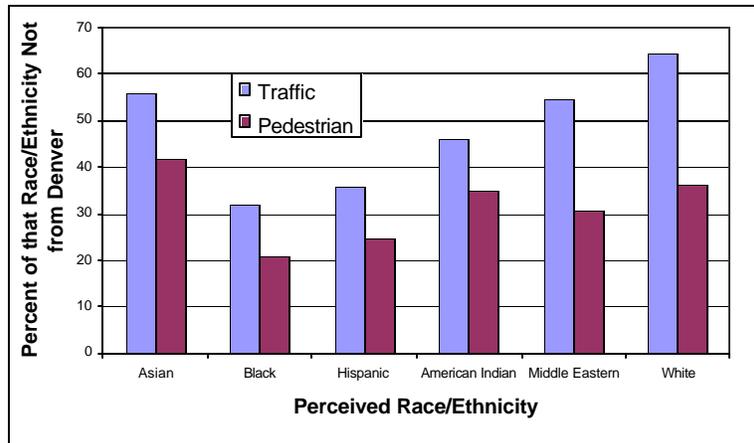
**Denver Residents and Non-residents Stopped**

Although many acknowledge its limitations, one common comparison used for “assessment” of racial profiling data is census data for the city as a whole. As can be seen quite easily from the following evaluation of the residency of those stopped, this is not entirely a reasonable comparison for Denver. Overall, half of the people stopped for traffic stops (50.2%) were residents of Denver. This does increase to just over 70% for pedestrian stops (72.2%). The figures do vary by race/ethnicity. For traffic stops, of all Whites who were stopped, only 35 percent were residents, while 63.5% of pedestrians stopped were residents. A much lower percentage of all minorities were non-residents. Because more minorities live in Denver than in most of the surrounding areas and so many of those stopped are from outside the city, comparisons between non-Denver and Denver residents based on race/ethnic characteristics cannot be made to total census numbers for Denver. Even with the high numbers of Denver non-residents stopped, however, 24.6% of all traffic stops and 47.0% of all pedestrian stops occurred near people’s homes; they were stopped in the precinct where they live or an adjacent precinct. This percentage was slightly higher than the previous year.

**Table 3- Denver Residents and Non-residents Contacted**

Race	Percent of that Race/Ethnicity Stopped Non-residents		Percent of that Race/Ethnicity Stopped Residents	
	Traffic	Pedestrian	Traffic	Pedestrian
Asian	56.1	41.6	43.4	57.8
Black	32.1	20.9	67.6	78.7
Hispanic	35.9	24.5	63.5	75.2
American Indian	46.2	34.9	53.0	64.9
Middle Eastern	54.5	30.7	44.8	69.3
White	64.5	36.3	35.0	63.5

**Figure 10 Non-resident Population by Race/Ethnicity**



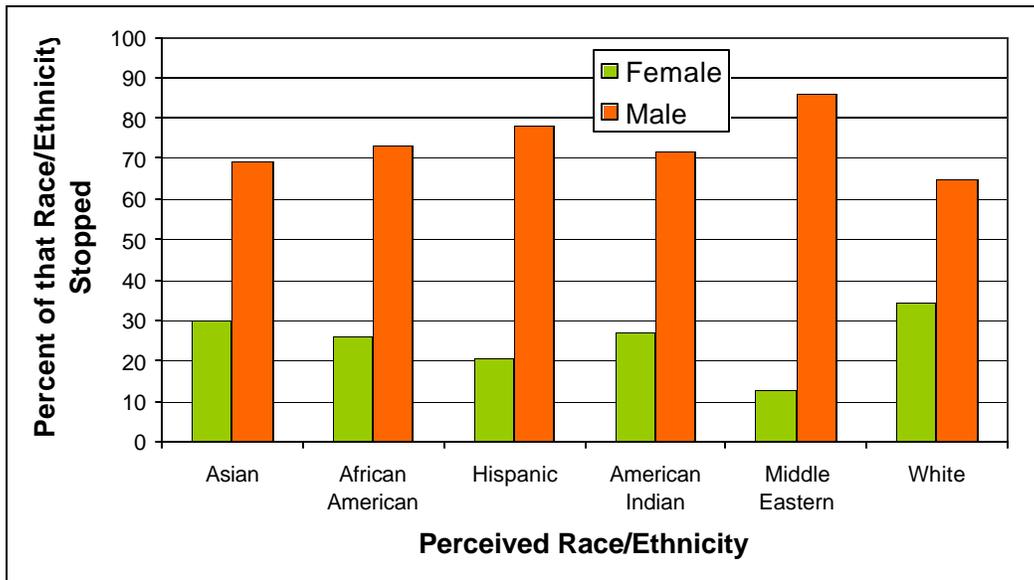
**Gender**

In all cases, males were stopped more frequently than females. This was true for all races and for both traffic and pedestrian stops. For traffic stops, females were stopped approximately one-third of the time (29.8%), ranging from 13.2 percent for Middle Eastern females to 40.7 percent for American Indian females. When comparing White, African American, and Hispanic females for both traffic and pedestrian stops, Hispanic females were stopped at the lowest rate and White females at the highest. For pedestrian stops, females were stopped approximate one-fifth of the time (20.7%) for all race/ethnic groups together.

**Table 4 – Gender Comparisons**

Perceived Race/Ethnicity	Traffic Percent of Race/Ethnic Subgroup		Pedestrian Percent of Race/Ethnic Subgroup	
	Female	Male	Female	Male
Asian	30.6	69.3	21.1	78.3
African American	29.3	70.7	19.4	80.6
Hispanic	22.0	77.9	15.6	84.3
American Indian	40.7	58.9	23.6	76.4
Middle Eastern	13.2	86.8	9.3	90.7
White	35.7	64.2	26.6	73.4

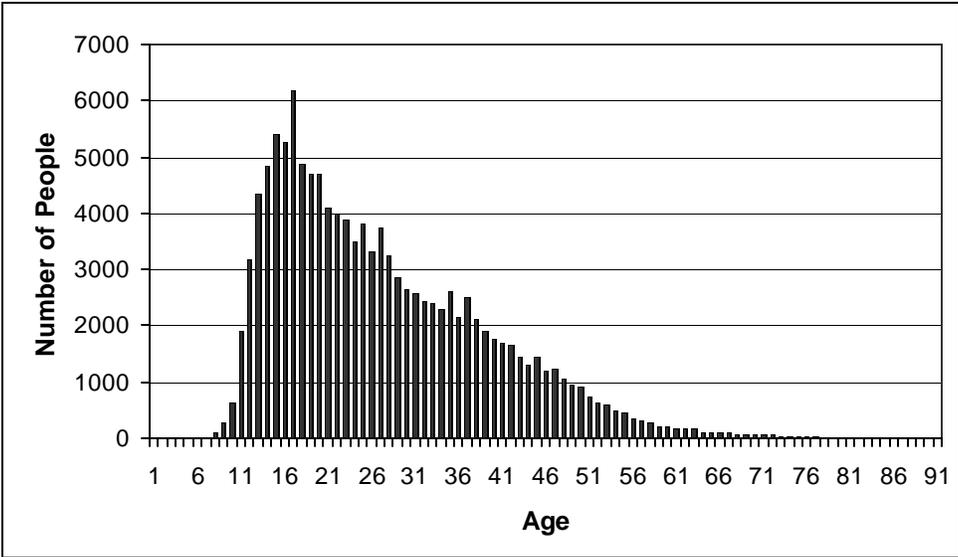
**Figure 11- Gender Comparisons**



**Age**

For traffic stops, there is a distinct pattern of stops for various age groups with the largest numbers of people being stopped in the 19-21 year old range. From that age range, the numbers in each age group decreases steadily. This is the same general trend for Hispanic, Whites, and Blacks, although strongest for Hispanics. For pedestrian stops, there are two peaks: one in the 17-21 year old range and the other in the 41-42 age group. This trend is strongest for Blacks. Whites exhibit a similar pattern, while Hispanic stops do not follow the same tendency.

**Figure 12 - Age Distribution of Traffic Stops**



**Figure 13 - Age Distribution of Pedestrian Stops**

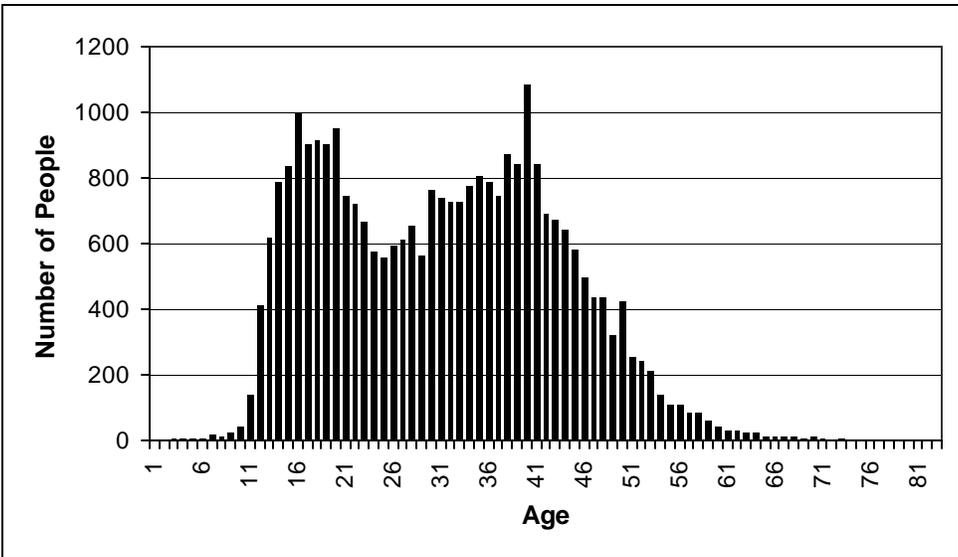
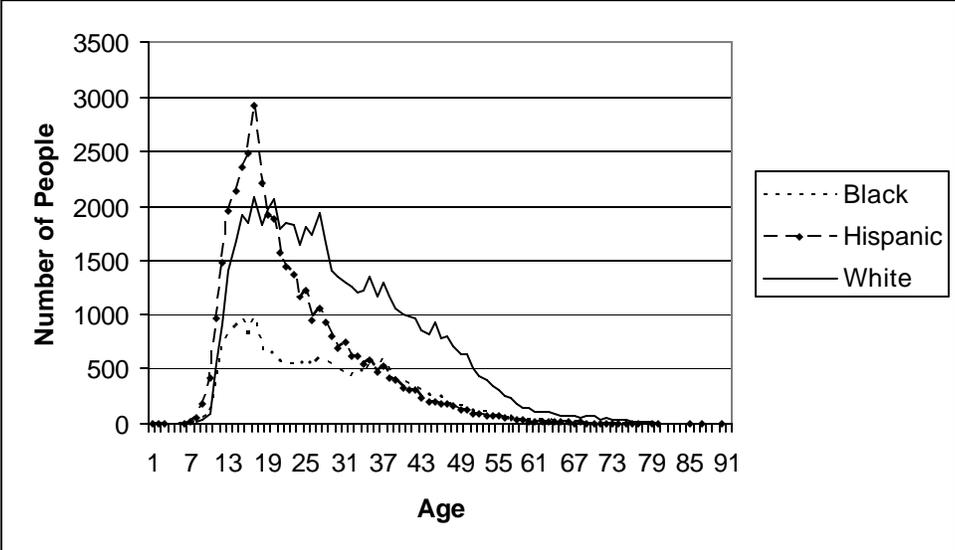
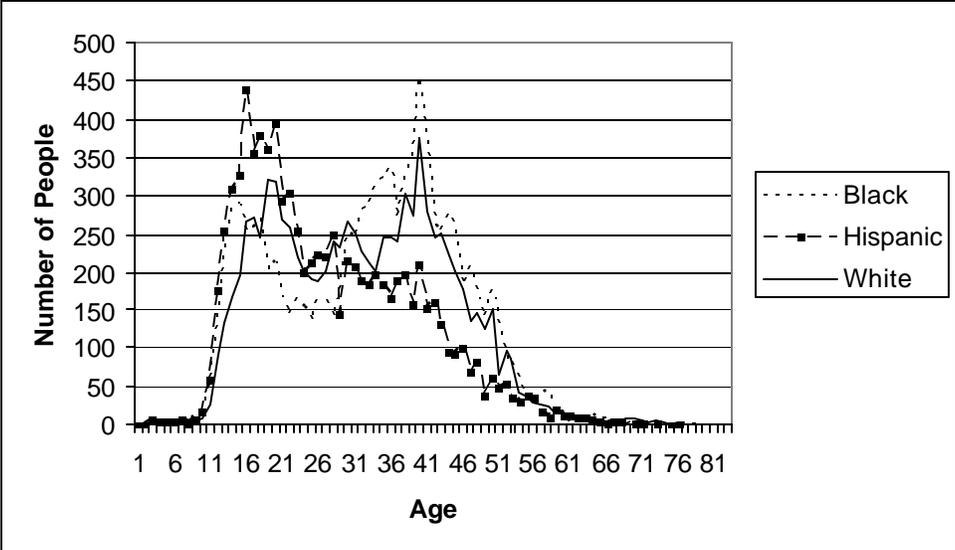


Figure 14 Age Distribution by Race/Ethnicity for Traffic Stops



\* Asian, American Indian, and Middle Eastern percentages are not included due to small numbers when broken down by age.

Figure 15 Age Distribution by Race/Ethnicity for Pedestrian Stops



\* Asian, American Indian, and Middle Eastern percentages are not included due to small numbers when broken down by age.

**Time of Day**

More people are stopped during the day for all types of stops than at night, corresponding to increased staffing levels during the day. 70% of traffic stops (a drop from 77% in the previous year) and 59.8% of pedestrian stops occur between 6:00am and 9:00pm. This is particularly true for White traffic stops, with 36.0% occurring in the daytime and dropping to 10.6% at night. The percentage of pedestrian stops also drops during the night. All groups are stopped at approximately the same rate for pedestrian stops when taken as a percent of all pedestrian stops. Geographically, most nighttime stops are concentrated in the center part of the city, particularly for pedestrian stops and many daytime stops cluster along the major roadways.

**Table 5 – Summary of Time Stopped**

Perceived Race/Ethnicity	Percent of All Traffic Stops		Percent of All Pedestrian Stops	
	Day (6am-9pm)	Night (9pm-6am)	Day (6am-9pm)	Night (9pm-6am)
Asian	1.4	0.6	0.2	0.3
Black	10.8	6.3	20.1	13.9
Hispanic	20.8	11.7	17.6	12.0
American Indian	0.1	0.1	2.4	0.7
Middle Eastern	0.7	0.3	0.2	0.1
White	36.0	10.6	19.2	12.6

**Figure 16- Time of Day**

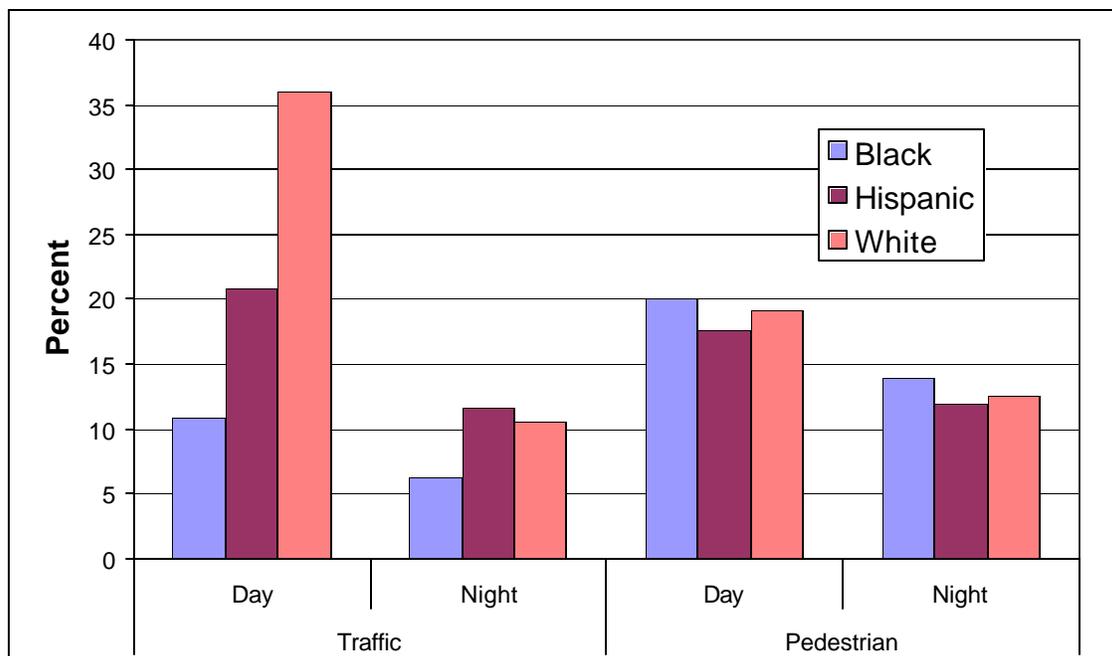
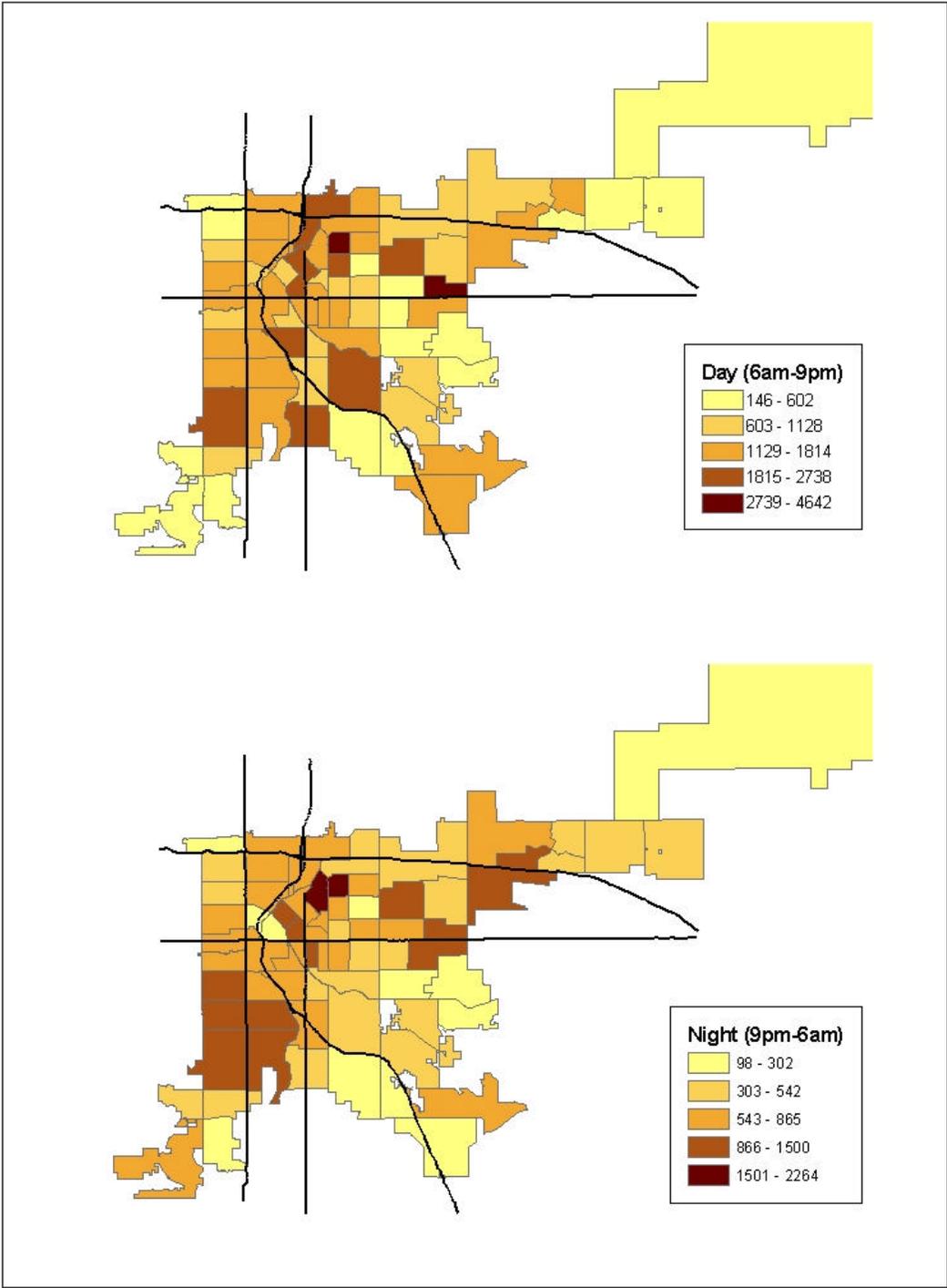


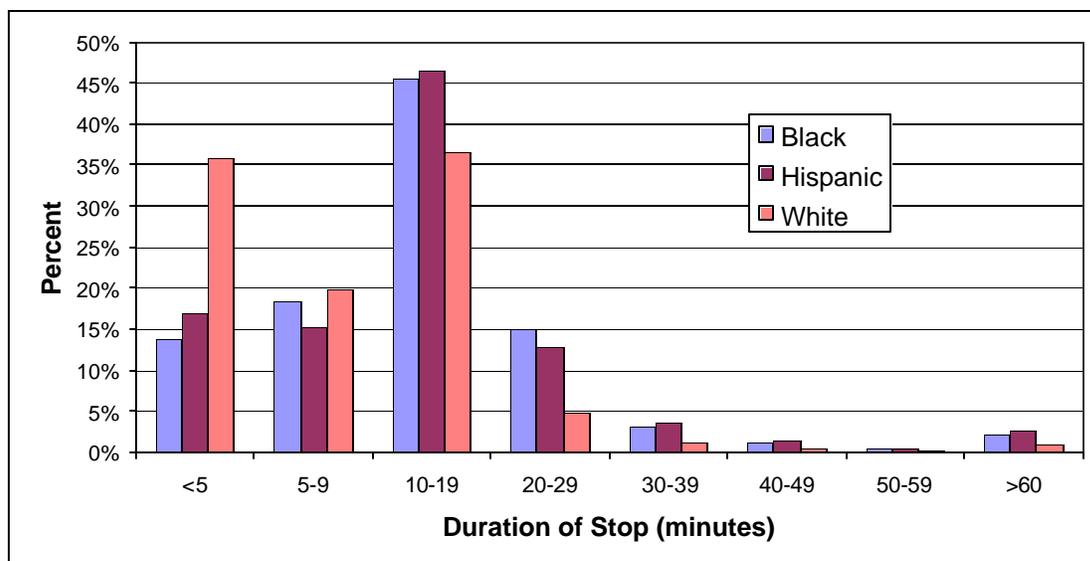
Figure 17 - Maps of All Stops by Time of Day



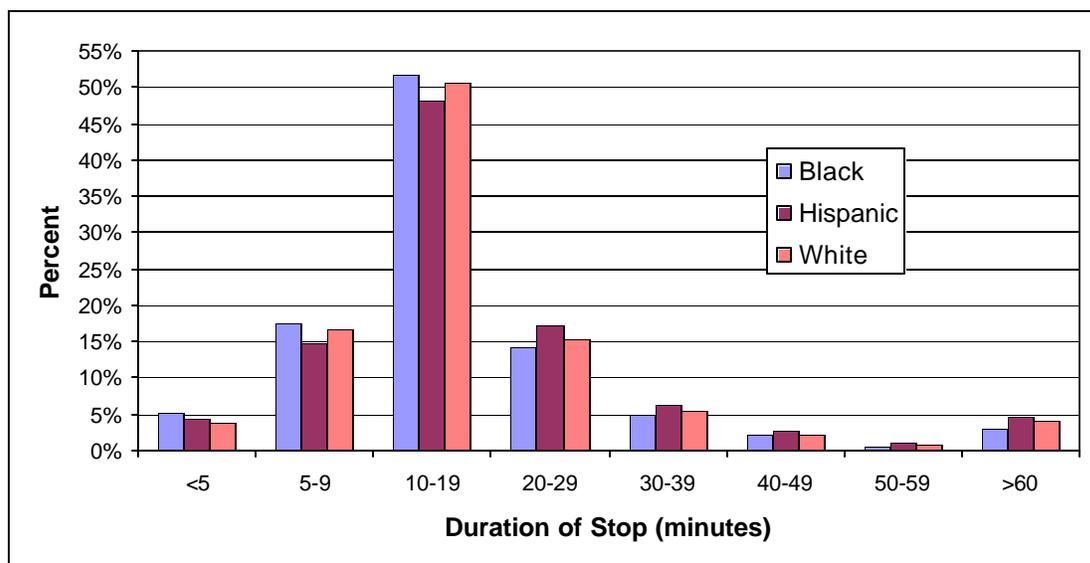
### Duration of Stops

Most stops last from 10-19 minutes; the second most common category was less than 5-minutes<sup>10</sup>. Whites were comparably stopped for less than 5 minutes (35.8%) and for 10-19 minutes (36.6%). Hispanics (46.4%) and Blacks (45.6%), on the other hand, were more commonly stopped for 10-19 minutes. For pedestrian stops, the duration of the stop was nearly identical for all race/ethnic groups, with the highest percentages lasting 10 to 19 minutes.

**Figure 18 - Duration of Stop (Traffic)**



**Figure 19 - Duration of Stop (Pedestrian)**



<sup>10</sup> The numbers for Asian, Middle Eastern, and American Indian were too small in each category to include.

**Reason for Stop**

For traffic stops, more people were stopped for moving violations<sup>11</sup> than for any other reason, particularly Whites. A very small proportion of the stops resulted from information received from another source. Hispanics were more likely than other groups to be stopped as a result of observed activity. A vast majority of pedestrian stops resulted from observation, as opposed to received information.

**Table 6- Reason for Stops**

Race	Traffic Stops			Pedestrian Stops		
	Moving Violation	Equipment Violation	Observation	Received Information	Observation	Received Information
Asian	1,911 (1.54%)*	385 (0.31%)	425 (0.34%)	18 (0.01%)	140 (0.48%)**	23 (0.08%)
Black	11,595 (9.34%)	7,422 (5.98%)	7,299 (5.88%)	624 (0.50%)	9,346 (31.73%)	1,492 (5.07%)
Hispanic	28,527 (22.99%)	9,818 (7.91%)	11,129 (8.97%)	598 (0.48%)	8,129 (27.60%)	1,060 (3.60%)
American Indian	147 (0.12%)	49 (0.04%)	78 (0.06%)	4 (0.00%)	883 (3.00%)	64 (0.22%)
Middle Eastern	903 (0.73%)	225 (0.18%)	234 (0.19%)	9 (0.01%)	65 (0.22%)	12 (0.04%)
White	48,301 (38.92%)	7,456 (6.01%)	9,260 (7.46%)	368 (0.30%)	8,797 (29.86%)	967 (3.28%)
<p>* This is taken as a percentage of all traffic stops. These do not add up to 100% because officers had the option of checking multiple items.</p> <p>** This is taken as a percentage of all pedestrian stops. Again, these do not add up to 100% because officers had the option of checking multiple items.</p>						

<sup>11</sup> Moving violations: offenses committed by the actions of the driver; e.g. disobeying stop signs, speeding, etc. Equipment violations: offenses related to the condition of the vehicle; e.g. expired license plates, headlight out, etc. Observation: action taken by the officer based on the observing of suspicious or criminal behavior. Received Information: action taken by the officer based on information received from someone else; e.g. dispatcher, another officer, read at roll call, bulletin etc.

Figure 20 - Reason for Traffic Stops

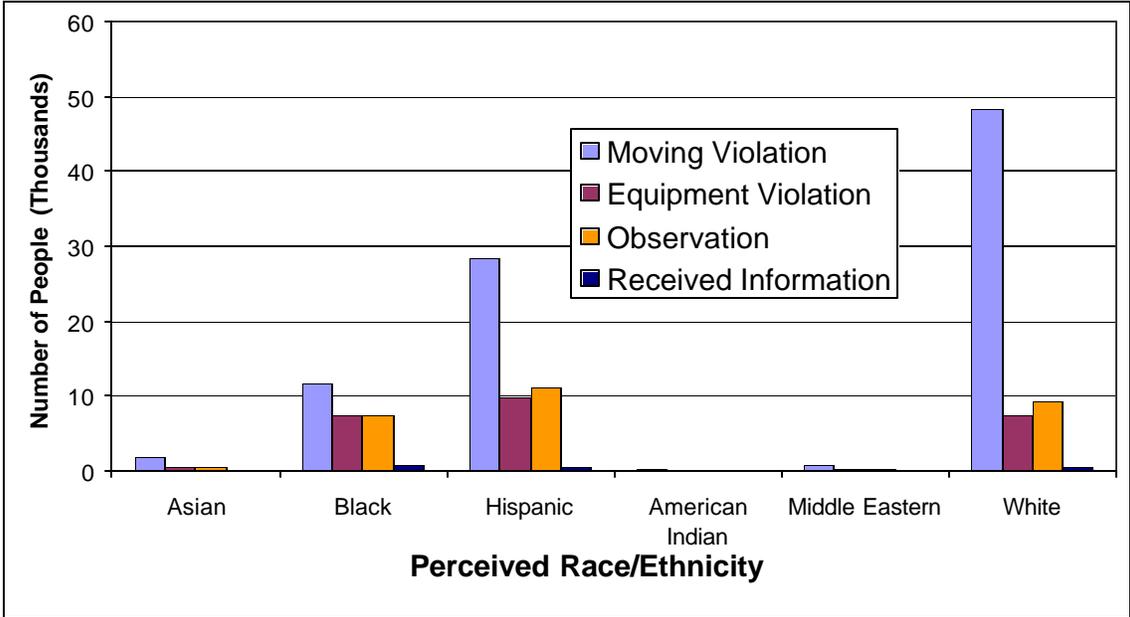
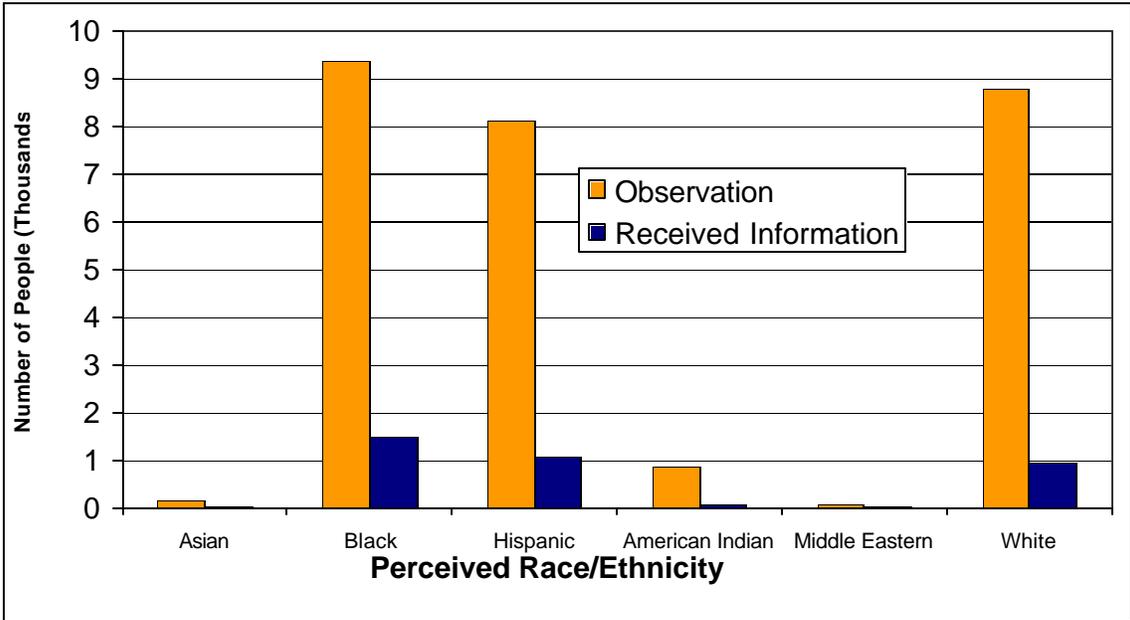


Figure 21 - Reason for Pedestrian Stops



**Action Taken**

After a traffic stop, most Whites received a citation<sup>12</sup>, as were Asian and Middle Eastern groups. A field interview was the most common action for Blacks, Hispanics, and American Indians followed by citations. By far, most pedestrian stops resulted in a field interview for all race/ethnic groups. The next most common action for Hispanics and Whites was a citation and for Blacks it was arrest.

**Table 7 - Action Taken**

Race	Traffic				Pedestrian			
	Field Interview	Verbal Warning	Citation	Arrest	Field Interview	Verbal Warning	Citation	Arrest
Asian	970 (39.7%)*	603 (24.7%)	1,686 (69.0%)	71 (2.9%)	138 (85.7%)**	44 (27.3%)	25 (15.5%)	31 (19.3%)
Black	14,805 (69.6%)	7,799 (36.6%)	9,460 (44.4%)	2,877 (13.5%)	8,483 (84.3%)	3,415 (34.0%)	2,131 (21.2%)	2,149 (21.4%)
Hispanic	26,309 (64.9%)	10,162 (25.0%)	23,784 (58.6%)	4,668 (11.5%)	6,766 (77.4%)	2,183 (25.0%)	2,503 (28.6%)	1,945 (22.2%)
American Indian	146 (61.9%)	62 (26.3%)	122 (51.7%)	35 (14.8%)	669 (73.5%)	183 (20.1%)	390 (42.9%)	171 (18.8%)
Middle Eastern	512 (42.3%)	331 (27.4%)	800 (66.1%)	17 (1.4%)	54 (72.0%)	24 (32.0%)	23 (30.7%)	11 (14.7%)
White	24,267 (41.8%)	11,263 (19.4%)	43,862 (75.5%)	2,348 (4.0%)	7,243 (76.9%)	2,534 (26.9%)	2,737 (29.0%)	2,007 (21.3%)
<p>* This is taken as a percentage of traffic stops for that race/ethnicity. They do not add up to 100% because officers had the option of checking multiple items.</p> <p>** This is taken as a percentage of all pedestrian stops for that race/ethnicity. Again, these do not add up to 100% because officers had the option of checking multiple items.</p>								

<sup>12</sup> Field Interview: a contact in which there was no enforcement action taken other than a check for outstanding warrants. Verbal or Written Warning: a contact where the individual was not issued a citation, but was given a verbal or written warning as to the suspected offense that did not require a court appearance. Citation: a traffic or criminal summons was issued that did involve the courts. Arrest: the individual was physically arrested for an offense and placed into jail. Detox/MHH/Hospitalized: the individual was placed in Denver Cares for being overly intoxicated; held for a mental health evaluation or hospitalized for the treatment of an injury of illness (not arrested).

Figure 22 - Action Taken (Traffic Stops)

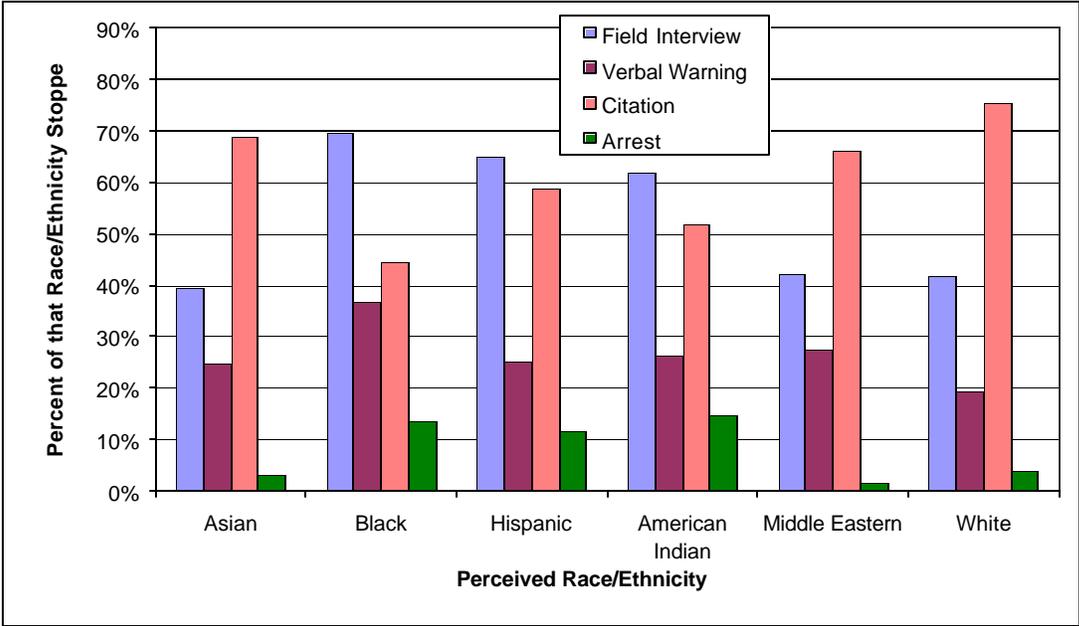
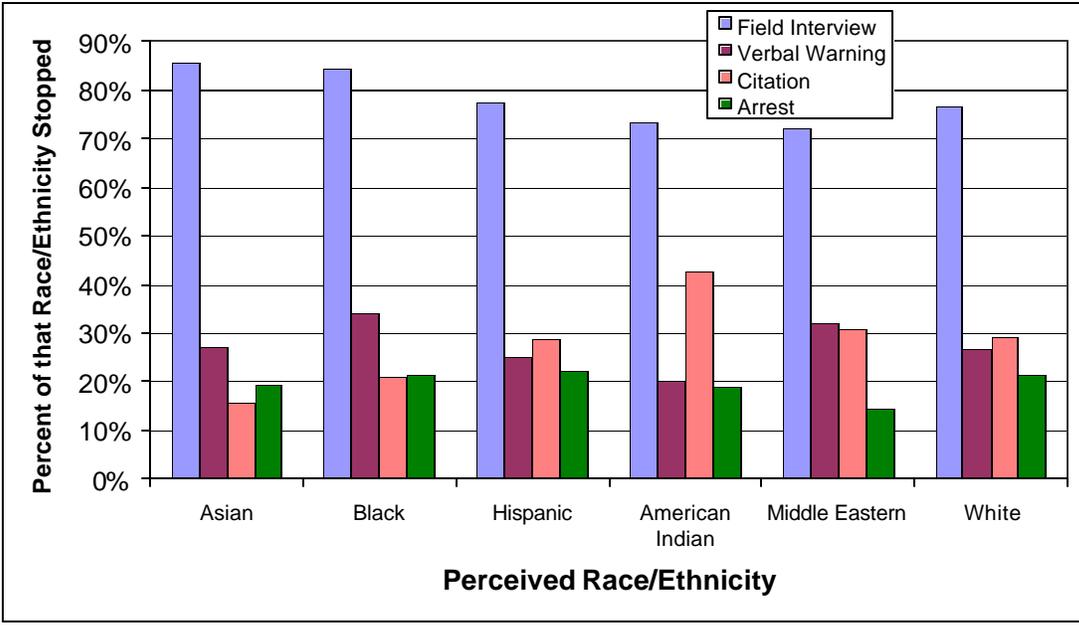


Figure 23 - Action Taken (Pedestrian)



**Searches**

Consent and cursory searches are more discretionary than incident to arrest searches, which require a search following an arrest<sup>13</sup>. Thus, differentiating the type of search is revealing. Those perceived to be Hispanic and Black were searched at a higher rate than Whites during traffic stops<sup>14</sup>. Blacks experienced the highest percentage of incident to arrest searches. For traffic searches, consent and cursory remained stable for all groups from the first report. Incident to arrest increased slightly for all groups. For pedestrian stops, Hispanics and Blacks had the highest percentage of cursory and incident to arrest searches, while Hispanics were least likely involved in consent searches. Traffic searches concentrate in the northern, western, and central portions of Denver. Pedestrian searches generally cluster in the center of the city. Consent searches for Blacks was most likely associated with an arrest (18.1%), while cursory searches for Whites were most likely associated with an arrest (26.9%). For pedestrian stops, arrests were most commonly connected to cursory searches for Hispanics (17.9%). Incident to arrest searches were over 75% for all race/ethnic groups during both traffic and pedestrian stops, which reflects the fact that a search occurs every time an arrest happens.

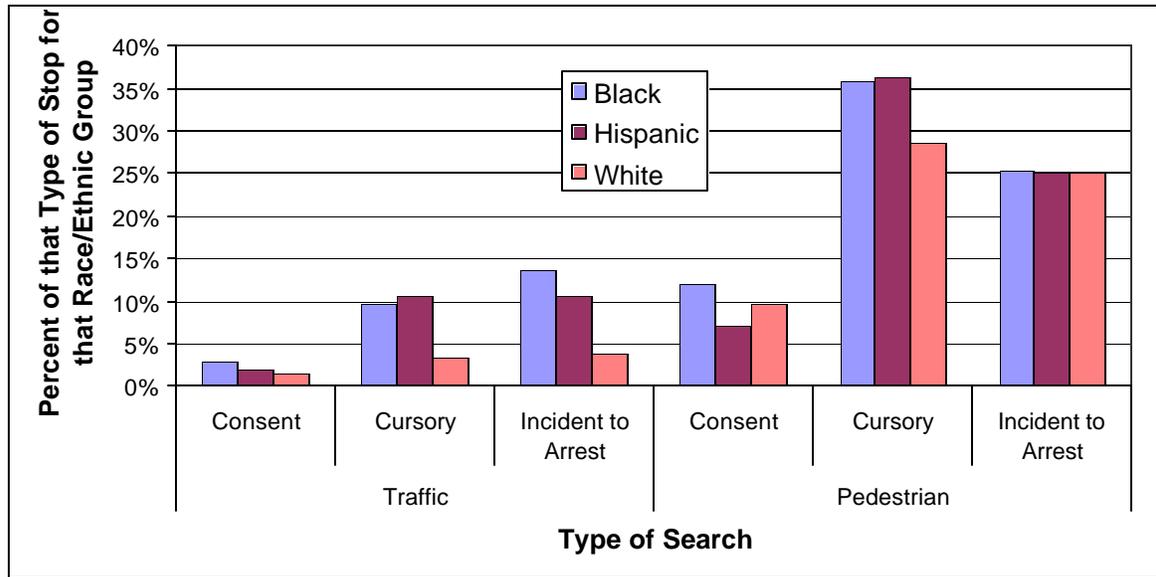
**Table 8 - Type of Search**

Race **	Traffic Stops			Pedestrian Stops		
	Consent	Cursory	Incident to Arrest	Consent	Cursory	Incident to Arrest
Black	635 (3.0%)*	2,088 (9.8%)	2,908 (13.7%)	1,204 (12.0%)	3,604 (35.8%)	2,555 (25.4%)
Hispanic	825 (2.0%)	4,328 (10.7%)	4,329 (10.7%)	619 (7.1%)	3,172 (36.3%)	2,194 (25.1%)
White	830 (1.4%)	1,918 (3.3%)	2,208 (3.8%)	910 (9.7%)	2,697 (28.6%)	2,356 (25.0%)
<p>* This is taken as a percentage of type of stop (traffic or pedestrian) for that race/ethnic group. For example, consent traffic searches for Blacks were divided by the total number of traffic stops for Blacks.</p> <p>** Asian, American Indian, and Middle Eastern percentages are not included due to small numbers.</p>						

<sup>13</sup> No Search: no search of any kind was performed. Consent: the individual was asked by the officer for consent to search their person, vehicle or property. Cursory/Pat Down: the frisk of the outer clothing of an individual for weapons. Incident to Arrest: the automatic search of a person or vehicle following an arrest for a criminal violation (mandated by DPD policy and permitted by law). Tow/Inventory: the policy mandated search of any vehicle towed to the City impound facility. Canine Alert: the use of a drug or bomb detecting trained dog for the purpose of locating drugs or explosives. Search Warrant: the search of a person or location based on issuance of a warrant by the court.

<sup>14</sup> The total number of searches for Asian, American Indian, and Middle Eastern was 128 for traffic and pedestrian stops together. These numbers are so small that individual privacy may be violated if broken down by group.

**Figure 24 - Type of Search**



**Table 9 - Percent of Search Types Also Involving Arrests**

Race **	Traffic Stops			Pedestrian Stops		
	Consent	Cursory	Incident to Arrest	Consent	Cursory	Incident to Arrest
Black	115 (18.1%)*	445 (21.3%)	2,444 (84.0%)	162 (13.5%)	512 (14.2%)	1,921 (75.2%)
Hispanic	106 (12.8%)	988 (22.8%)	3,861 (89.2%)	89 (14.4%)	569 (17.9%)	1,689 (77.0%)
White	109 (13.1%)	515 (26.9%)	1,871 (84.7%)	126 (13.8%)	466 (17.3%)	1,772 (75.2%)

\* This is taken as a percentage of type of search (traffic or pedestrian and consent, cursory, or incident to arrest) for that race/ethnic group. For example, consent traffic searches also involving arrests for Blacks were divided by the total number of traffic consent searches for Blacks.

\*\* Asian, American Indian, and Middle Eastern percentages are not included due to small numbers.

Figure 25 -- Search Types Also Involving Arrests

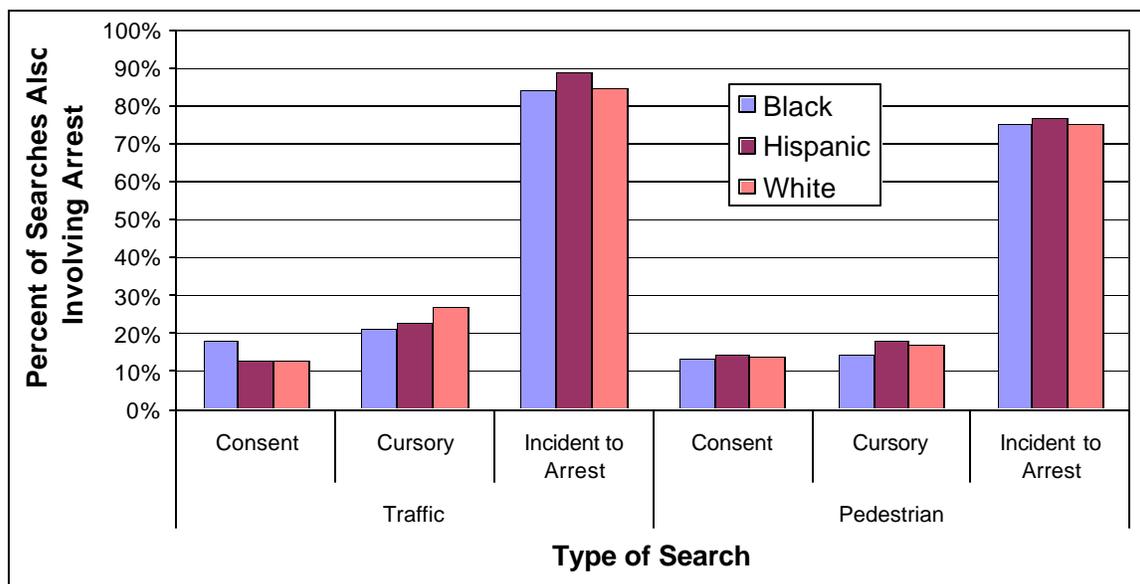
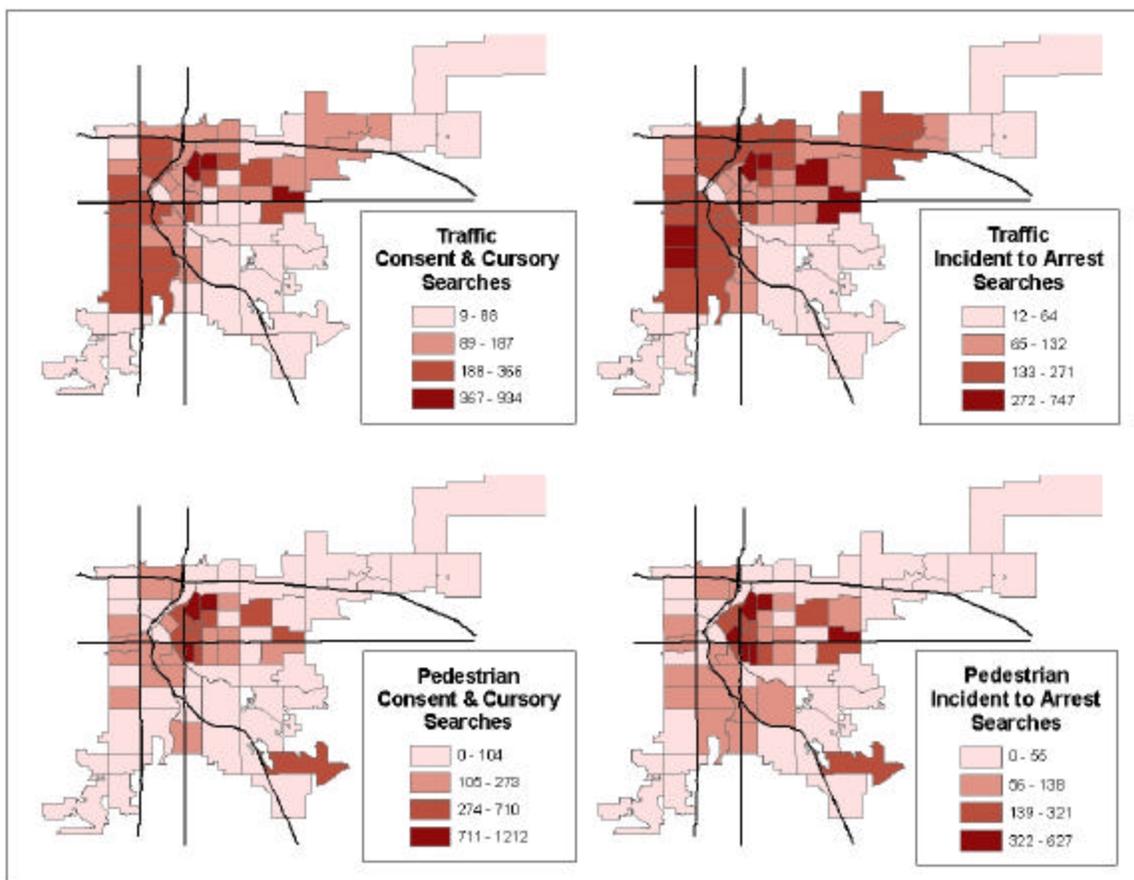


Figure 26 - Map of Number of Searches



**Hit Rates (Contraband Seized during Search)**

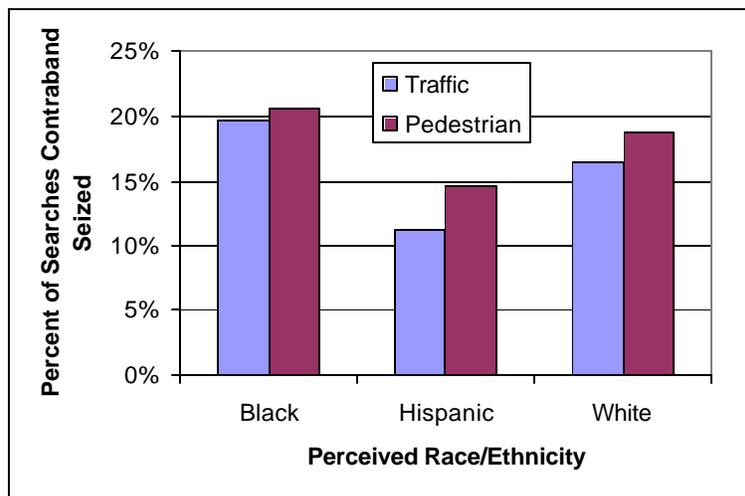
When a traffic search occurred, contraband<sup>15</sup> was seized 14.9% of the time, nearly identical to the previous year (14.8%). The “hit rate”, when contraband was seized, was essentially the same for Whites (16.5%) and Blacks (19.7%), but slightly lower for Hispanics (11.3%). This represents a slight drop for Whites and an increase for Black (Hispanics staying constant) from the previous year. Contraband seized from Hispanics during a search occurred less frequently even though they were searched at a similar rate to Whites and Blacks. The percentage of searches yielding contraband for pedestrian stops was substantially higher (18.0%) than for traffic stops, representing a slight drop from the previous year (19.4%). A similar pattern to traffic stops exists, where the rate at which contraband was seized for Blacks and Whites was essentially the same, while the rate for Hispanics was lower. Because of the difference in the nature of the search, it is important to consider these separately. The hit rate for Hispanics was consistently lower for all types of searches and was highest for Blacks in the case of consent and incident to arrest searches.

**Table 10 - Hit Rate of Those Searched**

Race *	Traffic	Pedestrian
Black	19.7% (989)	20.6% (1,295)
Hispanic	11.3% (979)	14.6% (759)
White	16.5% (700)	18.7% (953)

\* The numbers for Asian, American Indian, and Middle Eastern were too low to include.

**Figure 27 – Percent of Searches Yielding Contraband**



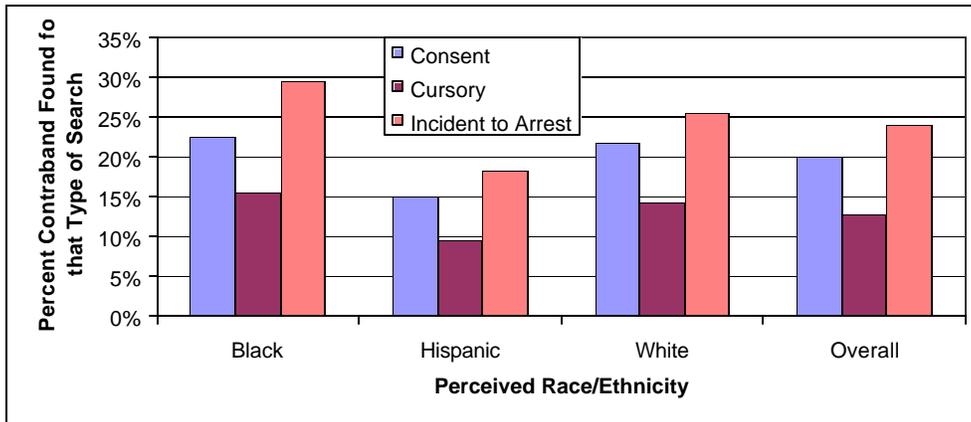
<sup>15</sup> Contraband is any item considered illegal to possess, e.g. drugs, alcohol by a minor; or are evidence of some crime, e.g. a stolen property.

**Table 11 - Hit Rates for Types of Searches**

Race *	Consent	Cursory	Incident to Arrest
Black	22.6%** (416)	15.5% (885)	29.5% (1,612)
Hispanic	15.0% (217)	9.6% (717)	18.3% (1,195)
White	21.9% (381)	14.4% (665)	25.6% (1,168)
Overall	20.2% (1,014)	12.7% (2,267)	24.0% (3,975)

\* The numbers for Asian, American Indian, and Middle Eastern were too low to include.  
 \*\* This is taken as a percent of that type of search for that race/ethnicity.

**Figure 28 - Hit Rates for Types of Searches**



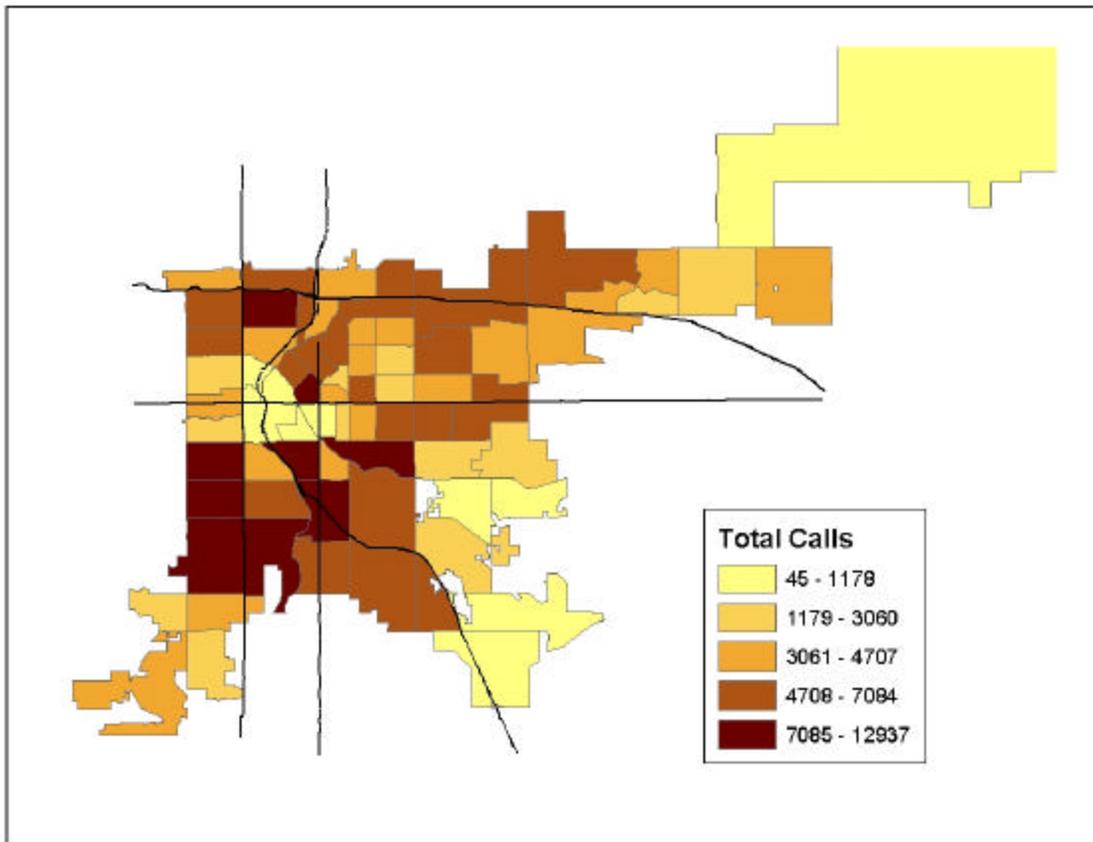
## Comparisons

As was stated previously, potential comparison data are not necessarily straightforward or easy to assess. An attempt was made to identify non-discretionary crime-related data sources to present as a comparison with stop information. The Biased Policing Task Force Data Collection Subcommittee identified many of these for inclusion in the data analysis process and felt they would be useful for understanding policing activity. Some include information on race/ethnicity and some do not. These subsets of data compiled for the study period are described in the following section, including maps for evaluation, and present an opportunity for community-police dialogue.

### *Citizen-initiated Calls for Service*

One option for comparison is citizen-initiated calls for service. If a car was not dispatched, the call was not counted. Calls for service do not record the race or ethnicity of those requesting police service, but they do reflect where people are asking for police presence. The geographic pattern of the 339,756 calls somewhat follows the stop pattern, particularly in the southwestern portion of the city. Still, there is a shift away from the center city to the southern sections.

**Figure 29 - Citizen-initiated Calls for Service**

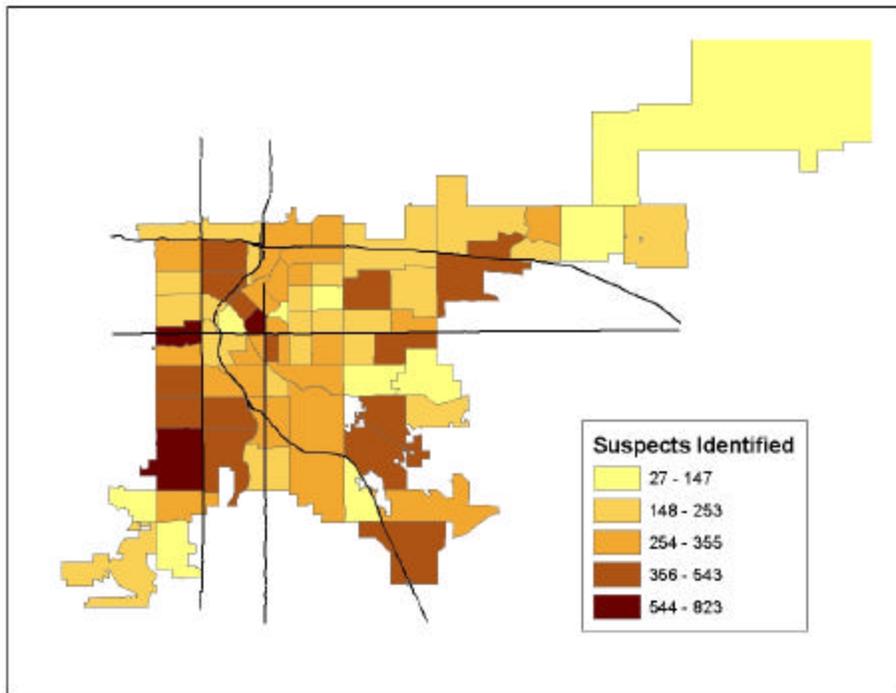


***Victim Identified Suspects from Offense Reports***

There were 58,683 offense reports filed for non-discretionary categories (see Appendix I). Within these reports, 24,737 suspects were identified by victims. However, more than one suspect may have been identified in a single report. Thus, the suspect count does not represent 24,737 offenses. Although 3,708 reports were unfounded, they were included because a suspect was identified by the victim. 3,760 records did not include either race, gender, or precinct resulting in 20,977 usable records for mapping.

Victims identified the race/ethnicity of suspects as follows: 6,303 Black, 8,528 Hispanic, 5,359 White, 180 Asian, and 3,760 unknown. In other words, police would most commonly be seeking Hispanic suspects when responding to these reports. This subset of offenses concentrates in the southwestern section of Denver. The remaining pattern is scattered throughout the city and county.

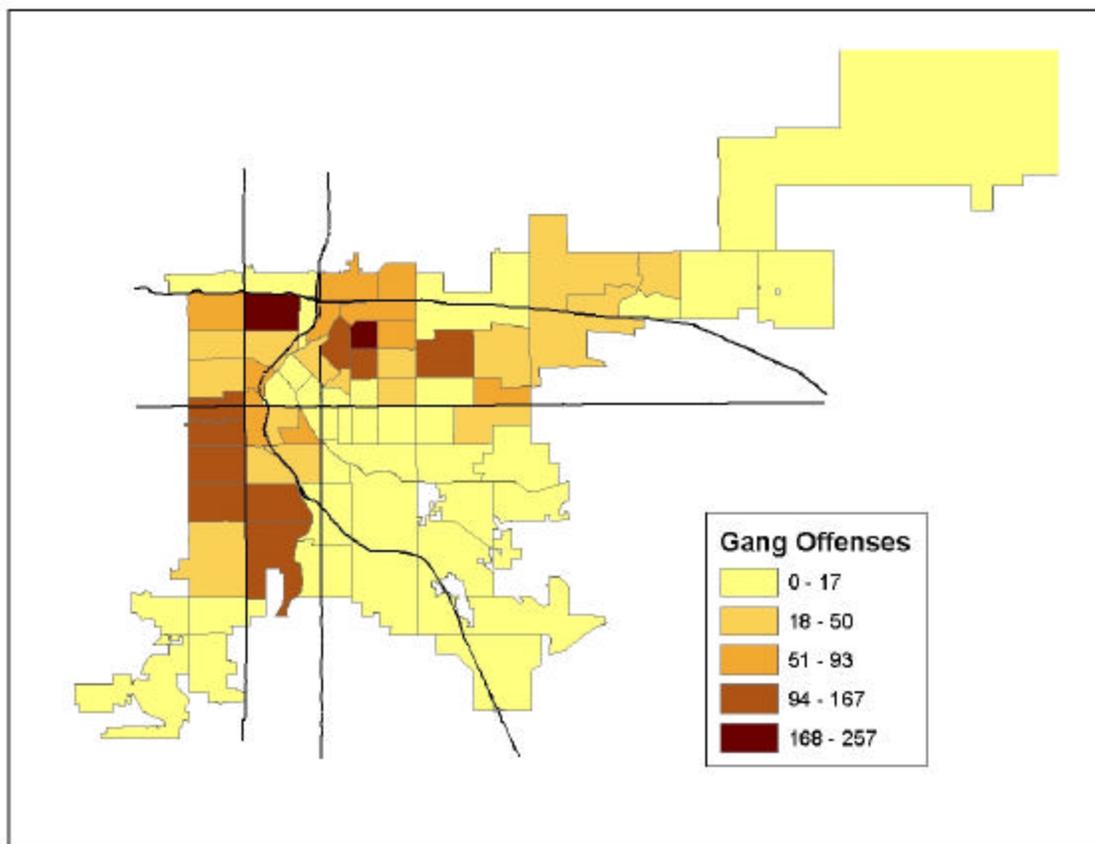
**Figure 30 – Victim Identified Suspects from Offense Reports**



**Gang Offenses**

Of the 3,143 gang-related offenses during the study period, nearly all were male (97%). In terms of race/ethnic breakdown, 29% were Black and 64.5% Hispanic, with the remainder White, Asian, American Indian, and Middle Eastern. In a very general way, the geographic configuration of these offenses follows the stop patterns and also reflects the demographics of Denver. Interestingly, there is little gang offense activity along East Colfax, where pedestrian stops concentrate.

**Figure 31 – Gang Offenses**

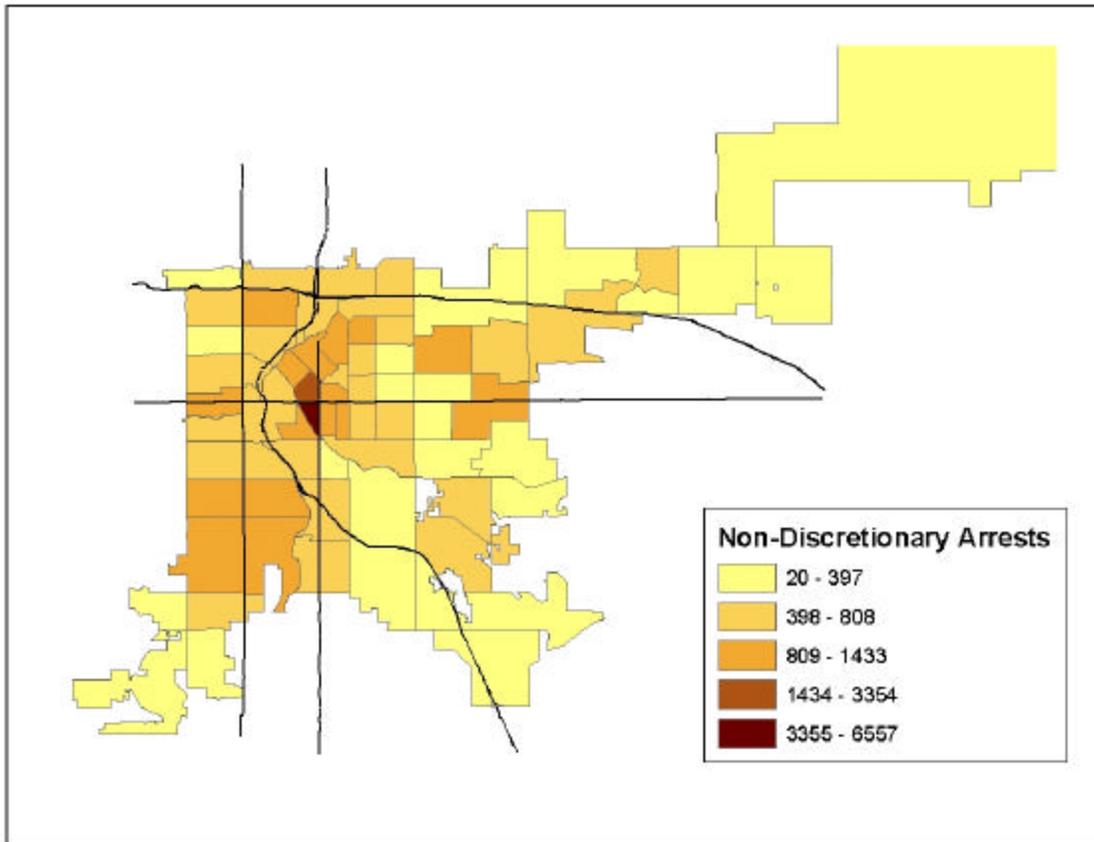


***Non-discretionary Arrests***

Data were compiled for non-discretionary offense categories and mapped (see Appendix II for those identified as non-discretionary). There were 56,579 arrests of this type during the study period.

The race/ethnicity of those arrested is recorded. Arrests for each race/ethnic group broke down as follows: 22,002 Hispanic, 16,925 White, 15,367 Black, 493 Asian, and the remainder other race/ethnic groups or unknown. Most arrests took place in the center of the city, radiating to the southwest and northeast.

**Figure 32 – Non-discretionary Arrests**

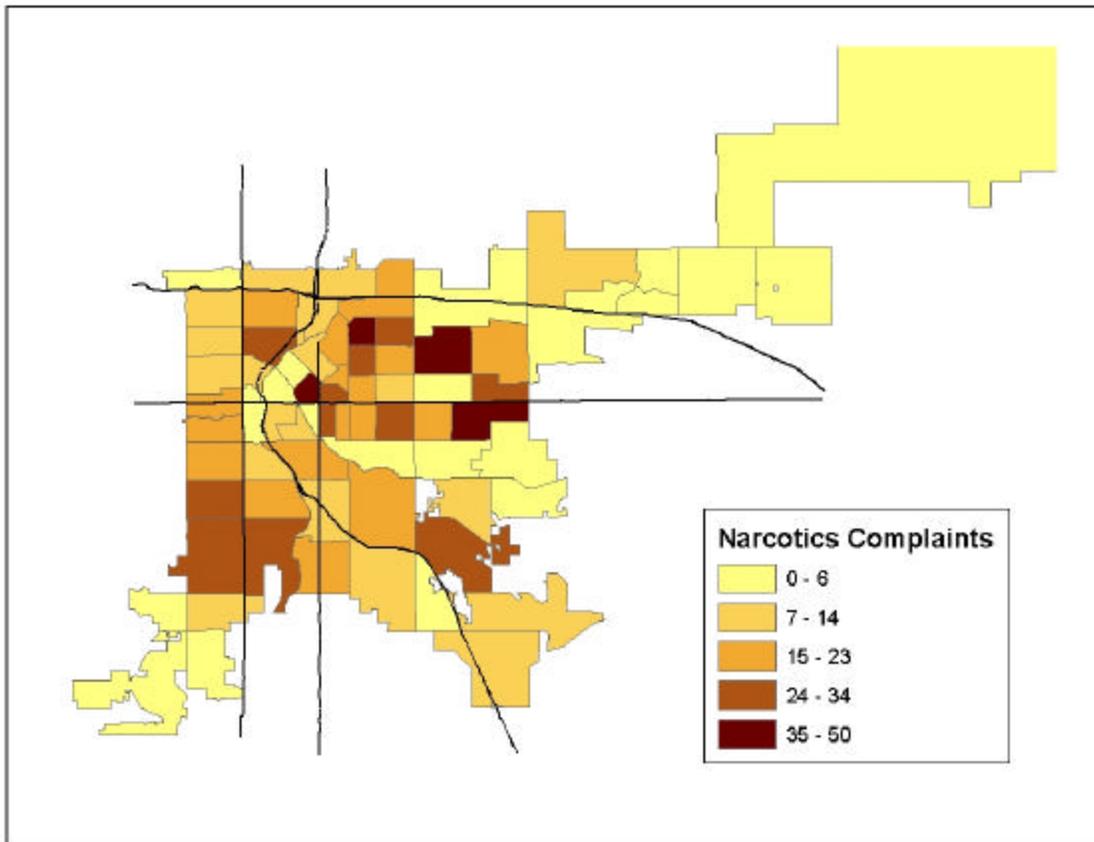


***Vice and Narcotics Complaints***

There were 823 citizen vice/narcotic complaints. 50 records were rejected due to bad addresses. 45 addresses were in the metropolitan area, but were not within the City and County of Denver, leaving 728 complaints with either precinct or gender/race information. 56 of the complaints had 2 suspects identified, for a total of 784 records. 211 records did not have suspect information, but did have a precinct identified.

A similar number of complaints were made against Hispanics, Whites, and Blacks: 183 Hispanic, 140 White, 219 Black. Most vice and narcotic complaints were made in the southwestern and northeastern regions of Denver.

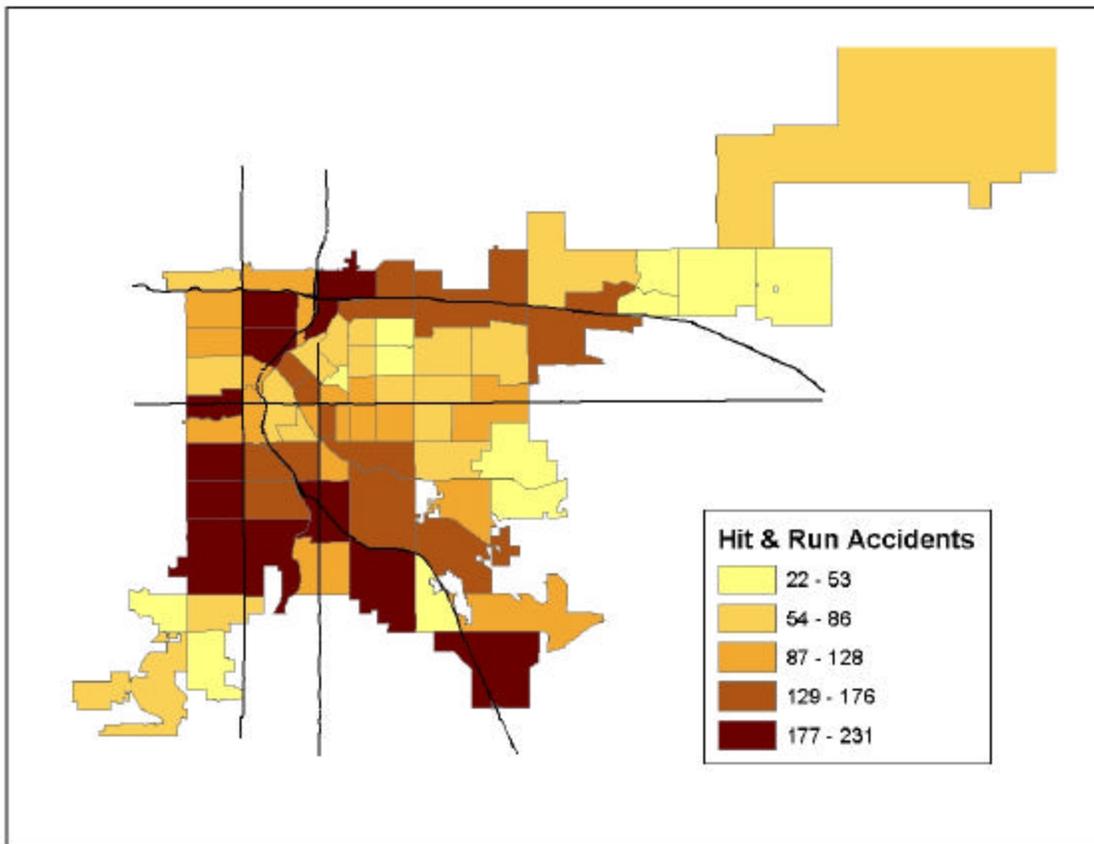
**Figure 33 – Vice and Narcotics Complaints**



***Hit and Run Accidents***

There were 30,606 accidents reported, of which 9,496 were hit and run. Importantly, accidents recorded in this database have the following characteristics and so are slightly skewed: 1) damage over \$1,000; 2) injuries; or, 3) alcohol or drug related. No race/ethnic demographics are available in the accident database.

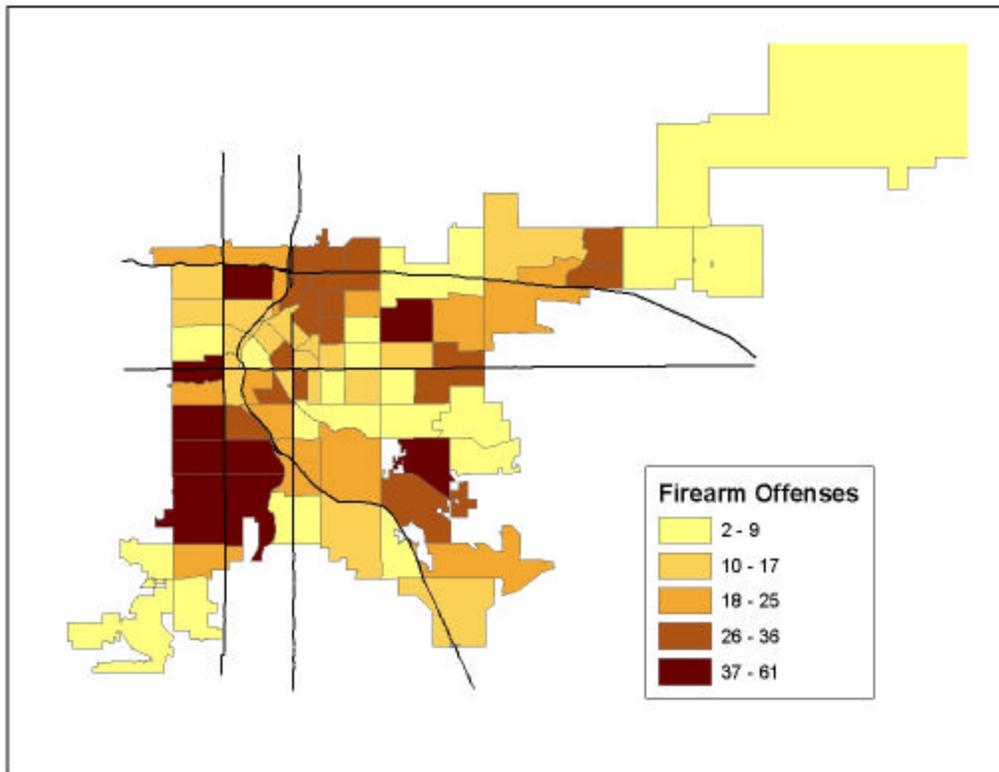
**Figure 34 – Hit and Run Accidents**



***Firearm Offenses Suspect Information***

Of the 58,683 offense reports filed, 1,754 listed a gun/rifle/shotgun as the weapon type. A total of 1,583 suspects were identified in the 1,754 offense reports. 32 listed an unknown race/ethnicity for the suspect. Of those where race/ethnicity was identified by the victim, over half were Hispanic (752). 597 were identified as Black and 196 as White. Most of this offense subset occurred in the southwestern section of Denver.

**Figure 35 – Firearm Offenses**



***First Year of Commendation/ Complaint Hot Line***

In 2001, the Colorado General Assembly passed a law requiring officers to provide business cards to drivers who are stopped but not issued a citation. A phone number for community input is included on the card. Corresponding to the time-period of this report, the complaint hot line for DPD received 149 calls, over two-thirds (115) were for commendation of officers and 34 (23%) were complaints. Of the Complaints filed only two resulted in a formal Internal Investigations Investigation and other those two only one were the officer was disciplined for improper procedures. There was one allegation of racial profiling and it was handled as an informal case by the officer's commander.

## Discussion & Future Directions

Even though DPD has now collected two years of data and some general observations can be made about stop activity, the data analysis is only one component of broader efforts to address the issue of biased based policing. Clearly, this report contains both encouraging results and some points that will likely cause concern. The challenge for both DPD and the Denver community is to generate constructive dialogue based on these findings. The police-community partnership and mechanisms of community involvement throughout the data collection and analysis process should act as a model nationally.

The 2<sup>nd</sup> Annual Denver Police Contact Card Analysis presents findings from the 2<sup>nd</sup> year of data collection for comparison with the 1<sup>st</sup> year. In fact, most of the percentages, trends, and geographic patterns remain markedly similar to the first report. Even so, there were some shifts, which are noted here:

- For traffic searches, consent and cursory remained stable for all groups from the first report. Incident to arrest increased slightly for all groups (Blacks: 12.5% to 13.7%; Hispanics: 9.4% to 10.7%; and Whites: 3.3% to 3.8%).
- Some of the percentages shifted slightly from the first report for pedestrian search types. Consent searches increased for Blacks (9.8% to 12.0%), but dropped for cursory searches (38.0% to 35.8%) and incident to arrest (26.7% to 25.4%). For Hispanics consent searches (5.9% to 7.1%) and incident to arrest (24.1% to 25.1%) increased, but decreased for cursory searches (39.1% to 36.3%). White consent (7.9% to 9.7%) and incident to arrest (22.6% to 25.0%) also increased and decreased slightly for cursory searches (28.8% to 28.6%).
- Consent searches resulting in contraband seized for Hispanics dropped from the first year (19.1% to 15.0%), while the percentages remained stable for cursory and incident to arrest searches. For Blacks, contraband seized during a consent search dropped (24.9% to 22.6%), but increased for cursory searches (13.9% to 15.5%) and for incident to arrest (27.7% to 29.5%).

The following summarizes some of the future directions Denver's biased policing study should take:

- **Perform multivariate statistical analysis of comparison data in relation to stop data.** Even after this initial examination, it is apparent that patterns of police activity vary in different parts of the city. This is in part due to socio-economic variations, as well as variances in requests for police presence. Internal comparisons could be made between precincts of similar socio-demographic characteristics, looking at the level of policing activity. Likewise, precincts with similar crime characteristics could be compared with one another. Methods for incorporating spatial/geographic patterns into a more robust analysis should be investigated.
- **Compare to other jurisdictions across the U.S.** Denver numbers seem to correspond with initial findings in other jurisdictions across the U.S. However, most of these communities are also fairly early in the analysis process. As other completed reports become available, stop activities in Denver can be compared to other places.

- **Incorporate these data into community oriented policing.** These data have the potential to be a powerful tool in generating discussion between the police and the community if people elect to do so. Officers and the community alike should seek ways to generate positive problem solving collaborations based on issues identified through dialog about the data. Data collection and analysis is, after all, only the first step.

## **Acknowledgements**

A number of people assisted with the preparation of this document. The Biased Policing Task Force, consisting of community members and DPD officers, provided valuable feedback throughout the analysis process. Those in the Safety Office of Policy Analysis always efficiently answered requests for comparison data. Thanks to all those who participated in this process. This report was improved by their contributions.

## Appendix I - Victim Identified Suspects from Offense Reports

These are non-discretionary offenses, as defined by DPD.

Abortion	Embezzlement
Accessories To Crimes	Explosive Device
Against Family/Child	Failure To Appear
Aggravated Assault	False Alarm/Fire
Aiding Esc/Esc	False Impersonation
Air Rifle (Juv)	Forgery
All Other Offenses	Fraud
All Others	Hit And Run
Arson	Homicide
Auto Prowl	Incorrdbl (Juv)
Auto Strip	Intimidating Witness
Auto Theft	Intro Contraband
Bigamy	Kidnapping
Blackmail/Extortion	Larceny
Bomb Threats	No Pay Cab Fare
Bribery	Officer Killed
Burglary	Other Assaults
Chins (Need Sup)	Perjury
Clairvoyancy	Phone Tapping
Conspiracy	Poss/Repair/Make Burg Tools
Contempt Of Court	Reckless Driving
Contribute To Juv Delinquency	Robbery
Criminal Mischief	Runaways
Criminal Trespass	Sex Offenses
Cruelty Animals	Sexual Assault
Deaths	Stolen Property
Disorderly Conduct	Taking Right/Way
Dog Poisoning	Truants (Juv)
Driving Under Influence	Unlawful To Display Any But Flag Of U.S.
Eluding Police	Weapons

## Appendix II - Non-discretionary Arrests

These are non-discretionary arrests, as defined by DPD.

ACCESS FELNY AFTER	DEFACING PUBLIC BLDG	PANDERING OF A CHILD
ACCESS MISDM AFTER	DISARMING POL OFFICR	PANDERING, ARRANGING
ACCESS MISDM BEFORE	DISCHARGING WEAPON	PAWNBROKER REQD ACTS
ACCESSORY ? DETAILS	DISTR ABORTIFACIENTS	PAWNBROKER, FELONY
AGGR INTIM WTNS/VCTM	DISTURBING THE PEACE	PIMPING OF A CHILD
AGGRAVATED INCEST	DOG BITE VIOLATIONS	POSS 1ST DEG FRGD IN
AIDING ESCAPE ? CONV	DUI	POSS CONTRABAND, 1ST
AIDING ESCAPE FELONY	DUR OR DUS	POSS DANGEROUS WEAPN
AMUSEMNT LICENSE REQ	DWAI	POSS DEFACED FIREARM
ARSON 2ND, =>\$100	ELUDING WITH INJURY	POSS FORGERY DEVICES
ARSON 2ND, DAMAGE?	EMBEZZLEMENT	POSS GRAFFITI DEV
ARSON 4TH - PERSON	ENDANGER PUB TRANS	POSS ILLEGAL WEAPON
ARSON 4TH, ENDANGER?	ENTERTAINMENT HOURS	POSS WEAPN-PREV OFFN
ARSON, 1ST	ENTICEMENT OF CHILD	POSS WEAPON JUVE
ARSON, UNSPECIFIED	ESCAPE, ? DEGREE	POSS. BRGLRY TOOLS
ASSAULT ON ELDERLY	ESCAPE, FELONY	PROCUREMENT OF CHILD
ASSLT 1ST ? WEAPON	ESCAPE, MISDEMEANOR	PROHIBITED NOISE
ASSLT 1ST W/GUN	EVASN OF ADMISSN FEE	PROHIBITED WEAPN USE
ASSLT 1ST W/KNIFE	FAIL TO RPT ACCIDENT	RBBRY AGGR STRNG ARM
ASSLT 1ST W/WEAPON	FAILURE TO APPEAR	RBBRY AGGRAV FIREARM
ASSLT 1ST, STRNG ARM	FALSE IMPRISONMENT	RBBRY AGGRAV KNIFE
ASSLT 2ND ? WEAPON	FIN TRANS DEV <\$300	RBBRY AGGRAV WEAPON
ASSLT 2ND, FIREARM	FIN TRANS DEV =>\$300	RBBRY AGGRAV WEAPON?
ASSLT 2ND, KNIFE	FIN TRANS DEV ? AMT	RCKLESS ENDANGERMENT
ASSLT 2ND, STRNG ARM	FIRES IN CITY PARKS	REF LEAVE PLC, MISDM
ASSLT 2ND, WEAPON	FLOURISHING WEAPON	RETALIATE WTNS/VCTM
ASSLT DURING ESCAPE	FLSE REPT XPLOSV,ETC	ROB/ELD/HANDICAPPED
ASSLT, 3RD	FLSE RPT TO AUTHORITY	ROBBERY, SIMPLE
ASSLT, VEHICULAR	FORGERY, 1ST DEGREE	ROBBERY, TYPE?
ATTEMPT TO INFLUENCE	FORGERY, 2ND DEGREE	RR OR BUS EQUIPMENT
AUTO THEFT 1 TRK/BUS	FORGERY, 3RD DEGREE	RUNAWAY
AUTO THEFT 1ST AUTO	FRAUD BY CHECK ?	SELL LIQUOR W/O LIC
AUTO THEFT 1ST OTHER	FRAUD, UNSPECIFIED	SERVICES FOR MINORS
AUTO THEFT 1ST TYPE?	GET DRUGS BY FRAUD	SEX ASSLT 3RD, FORCE
AUTO THEFT 2 TRK/BUS	GRAFFITI	SEX ASSLT ON CHILD
AUTO THEFT 2ND AUTO	HARASS BY STALKING	SEX ASSLT, UNSPEC.
AUTO THEFT 2ND TYPE?	HARASSMENT - PHONE	SEX ASSLT., 1ST
AUTO THEFT UNSPEC.	HARASSMENT - THREATS	SEX ASSLT., 2ND
BICYCLE SALES	HARASSMENT ? TYPE	SHOPLIFTING
BRGLRY 1ST - ATTEMPT	HARBORING OF MINORS	STARVATION OF ANIMLS
BRGLRY 1ST - ENTRY?	HINDERING TRANSPORT	STREET VNDR RESTRICT
BRGLRY 1ST - FORCED	HIT & RUN W PROP DMG	SX ASSLT 3RD W/O FRC
BRGLRY 1ST UNLW ENTR	HIT & RUN WTH INJURY	SX EXPLOITATION CHIL
BRGLRY 2ND - ATTEMPT	HIT AND RUN, ? TYPE	TAMPERING WTNS/VCTM
BRGLRY 2ND - ENTRY?	HOLD CCMITT	THEFT - UNSPECIFIED
BRGLRY 2ND - FORCED	HOLD DEPT OF CORR	THEFT - VALUE?
BRGLRY 2ND UNLW ENTR	HOLD FOR FUGITIVE	THEFT <\$300

BRGLRY 3RD - ENTRY?	HOLD FOR IMMIGRATION	THEFT =>\$300
BRGLRY 3RD - FORCED	HOLD FOR JUVENILE	THEFT BY REC =>\$300
BRGLRY 3RD UNLW ENTR	HOLD FOR M.P.'S	THEFT BY REC, VALUE?
BRIBERY OF PUB OFF	HOLD FOR PROBATION	THEFT BY REC. <\$300
BRIBING WITNSS/VICTM	HOLD FOR US MARSHALL	THEFT RNTL =>\$300
BURGLARY, UNSPEC.	HOLD ON WARRANT	THEFT RNTL VALUE?
CARRYING WEAPON	HOLD W/O CHARGES ?	TRESPASS, 1ST DEGREE
CH ABUSE <SER INJURY	HOMICIDE, UNSPEC	TRESPASS, 2ND DEGREE
CHECK FRAUD < \$300	IMPERS POLICE OFFICR	TRESPASS, 3RD DEGREE
CHECK FRAUD => \$300	INCENDIARY DEVICE	TRESPASS, ? DEGREE
CHILD ABUSE ?DETAILS	INCEST	UNDER 21 PROHIBITED
CHILD ABUSE NO INJUR	INDECENT EXPOSURE	UNLAWFUL CONDUCT
CHILD RESTRAINT SYS	INNOCULATION OF DOGS	UNLAWFUL DISPOSAL
CONCEALED WEAPON	INTERFERE ED INSTIT	UNSPEC MISDEMEANOR
CONSPIRACY, ? CLASS	INTERFERE-TRAF CNTRL	UNSPECIFIED CRIME
CONSPIRACY, FELONY	INTIM WITNESS/VICTIM	UNSPECIFIED FELONY
CONSPIRACY, MISDEMNR	INTR CONTRABAND ?DEG	USE OF IMMOB SERVICE
CRIM MISCHF DAMAGE?	INTR CONTRABAND, 1ST	VEH ELUDING, ? TYPE
CRIM MISCHIEF <\$300	INTR CONTRABAND, 2ND	VEHICLES IN PARKS
CRIM MISCHIEF =>\$300	JUV WEAPON NOT SCH	VEHICULAR HOMICIDE
CRIM POSS 1 TRANS DV	JUV WEAPON SCH	VIO RESTRAIN ORDER
CRIM POSS 2+ TRNS DV	JUVENILE BCOP	VIOL AIRPORT RULES
CRIM POSS ? TRNS DV	KIDNAPPING, 1ST	VISIBLE VEH EMISSION
CRIM POSS FORGRY DEV	KIDNAPPING, 2ND	WALKING ALONG ROADWY
CRIM. IMPERSONATION	MANSLAUGHTER	WEAPONS OFFENSE ?
CRIMES/AT RISK ADULT	MENACING DEADLY WEAP	WEAPONS-TRANS FACIL
CRIMINAL EXTORTION	MENACING NO WEAPON	WINDOW PEEPING
CRIMINAL SIMULATION	MENACING-UNKNOWN	WIRETAP DEVICES
CRUELTY TO ANIMALS	MOTOR VEHICLE NOISE	WIRETAPPING
DEFACE PROP POL/FIRE	MURDER, 1ST DEGREE	WRIT HABEAS CORPUS
DEFACE PROPTY PUBLIC	MURDER, 2ND DEGREE	XPLOSV/INCIND DEVICE
DEFACING CITY PARKS	NOISE FROM PREMISES	
DEFACING PRIV PROP	ORGANIZED CRIME	

## Appendix III – New Precincts/Precinct Changes

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