

OAKLAND POLICE DEPARTMENT
Office of Chief of Police



2020 Annual Stop Data Report

Oakland Police Department 2020 Annual Stop Data Report

Contents

Introduction.....	2
Intelligence-Led and Precision-Based Strategies.....	3
2020 Stop Data Statistics	6
Covid-19 and 2020 Stop Data	6
Non-Dispatch Stops by Race and Gender	7
Dispatch Stops by Race and Gender	7
Non-Dispatch Stop Reasons	8
Non-Dispatch Search, Recovery Rates & Search Reasons	9
Non-Dispatch Stop Results.....	11
Non-Dispatch Intelligence-Led Stop Rates.....	12
Conclusion	13

Oakland Police Department 2020 Annual Stop Data Report

Introduction

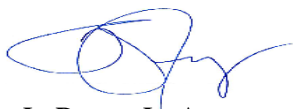
As Chief of Police, I recognize the inherent challenges in providing public safety policing services in Oakland. As someone born and raised here, I am all too familiar with the historical issues of distrust for law enforcement and how law enforcement's past actions and conduct have damaged police and community relationships. But that damage is not irreversible. I am proud to represent the men and women of the Oakland Police Department who understand that our community deserves public safety solutions that are effective - and above all else - lawful, meaningful, and respectful. I have used my own life experiences to form my personal commitment and dedication to demand nothing less from myself and of the organization I lead. Quite simply, when racial disparities are evident from our actions, I am obligated to identify possible root causes and solutions to identify ways in which those disparities may be prevented or reduced.

This report provides a summary of data for every non-dispatched encounter, detention, arrest, and search conducted by OPD officers in 2020. Although the tables, charts, and graphs contained on the following pages show numbers and rates, I am mindful that each represents an interaction between a community member and an officer. This is a fact that shouldn't be taken lightly. Every contact with a community member has the potential for harm or good, and the effectiveness, efficiency, fairness, and legitimacy of these individual actions are ultimately reflected in the data we produce. The importance of this report is reflected in my belief that the results of the Oakland Police Department's strategies, practices, policies, and decision making must be viewed and improved through the lens of data.

Although we will never stop improving, this report continues to show the progress made possible by intelligence-led and precision-based strategies designed to produce fewer but more meaningful stops and searches. Fewer and fewer stops are conducted for non-moving vehicle violations and low-level equipment or vehicle registration infractions – the types of stops that produced the most racial disparity in the past as well as the least measurable benefit to public or traffic safety. At the same time, a higher percentage of stops are associated with objectively known and articulated connections to crime and traffic safety. As a result, we continue to have less contact with community members that may be seen as unwarranted or arbitrary, more thoughtfully reasoned contacts designed to improve traffic and public safety, fewer but more productive searches, and less racial disparity within certain stop types and stop outcomes.

My commitment, and that of the Oakland Police Department, is to continually strive to better understand how our actions are impacting the community members and neighborhoods we serve, and how or why racial disparities are produced. I will hold our police department accountable to policing practices that produce fair and legitimate applications of the law for all.

Respectfully,



LeRonne L. Armstrong
Chief of Police
Oakland Police Department

Oakland Police Department 2020 Annual Stop Data Report

Intelligence-Led and Precision-Based Strategies

The Oakland Police Department continues to collect, store, evaluate, and share data (referred to as “stop data” in this report) regarding police and community member encounters, detentions, searches, and arrests. We have repeatedly changed the amount or methods of our data collection to improve our understanding and utilization of the data. Most recently, we conformed to Assembly Bill 953, California’s Racial Identity and Profiling Act collection and reporting requirements. All mandatory stop data collected as required by the Act is transparently shared with the State, and we continue to collect and use additional data above and beyond those minimum statewide standards.

Our partnership with Stanford University’s Social Psychological Answers to Real-World Questions (SPARQ) was first established in 2014. This partnership caused us to realize the value of collecting and evaluating data in new ways to further our understanding and overall progress. One of the most important products of our collaboration between Departmental personnel and SPARQ was the recognition that certain types of non-dispatched stops were producing the largest volume of racially disparate stop data as well as being found to be largely ineffective at addressing traffic safety and crime.

When reviewing these stop types, our historical stop data showed that officers were directed to neighborhoods suffering from disproportionate rates of serious and violent crime to conduct largely uncoordinated “hot-spot” or “directed patrol” policing. Under this direction, officers were concentrated within neighborhoods experiencing the highest rates of serious and violent crime and essentially told to conduct highly visible enforcement stops in hopes of preventing further crime. The most predictable type of stop to result from this direction was one based on minor vehicle code violations such as those related to expired registration, license plate violations, or faulty vehicle equipment. Racial disparity for African Americans was most prominent during this type of stop activity. Furthermore, a detailed review of these stops showed virtually no connection between the crime trends officers were sent to address and the reasons persons were being stopped. At that time, a sample review of stops showed that less than 3% of our non-dispatched stops were objectively tied to the criminal activity the patrols were designed to address.¹

A 2016 SPARQ analyses of 2014 - 2015 stop data reviewed stop outcomes for persons of all races who were neither arrested nor cited at the conclusion of a stop. The review determined that 1 in 4 African Americans were searched and handcuffed while the same was true for only 1 in 15 persons described as White.² This meant that a person described as Black was 3.75 times more likely to be searched and handcuffed than a White person under similar circumstances. The path forward was obvious; to produce more equitable outcomes, we decided to provide practices, training, procedures, and direction designed to evaluate behavior, change behavior, and hold ourselves accountable to the resulting data via regularly scheduled Risk Management Meetings.

Recent data shows more equitable outcomes following a cultural shift in stop expectations and direction. In 2020, the number of African Americans stopped during non-dispatched circumstances dropped by 70% compared to 2016, and the number of African Americans stopped who were neither arrested nor cited was reduced by the same amount. In 2020, 1 of every 3.3

¹ Oakland Police Department Office of Inspector General Monthly Report, March 2016
² Hetey, R.C., Monin, B., Maitreyi, A., & Eberhardt, J.L. (2016), Data for Change

Oakland Police Department 2020 Annual Stop Data Report

African Americans who were neither arrested nor cited at the conclusion of a stop were searched and handcuffed compared to 1 of every 3.7 whites under similar circumstances. The racial disparity noted in 2016 had nearly dissipated entirely. These changes in stop volume, resulting disparity, and more equitable treatment were the result of “precision-based policing” and “intelligence-led” stops.

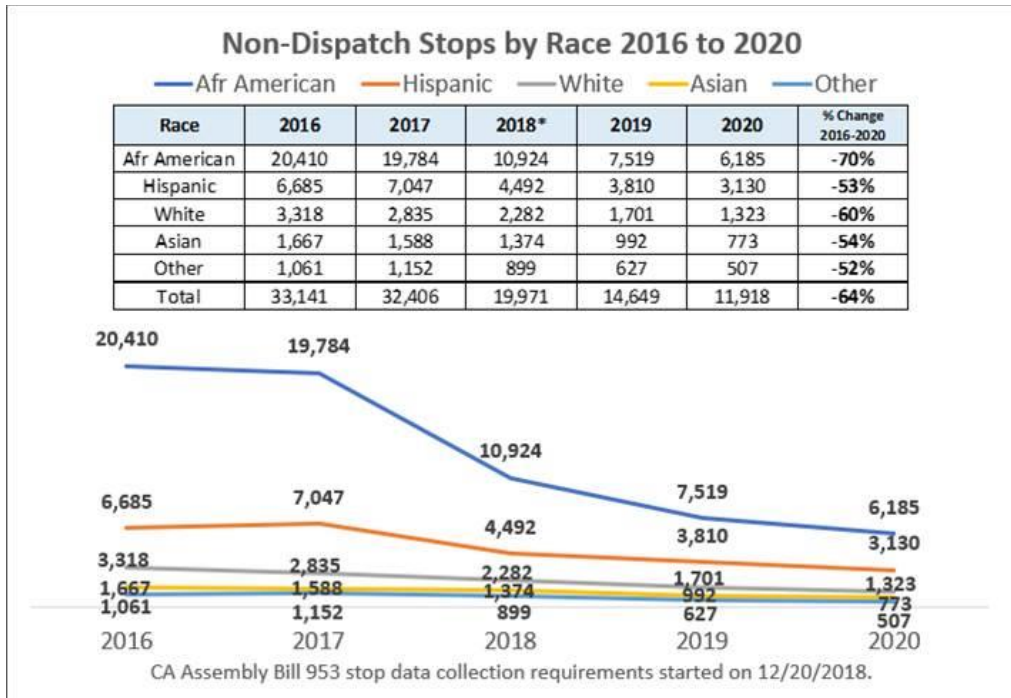
“Precision-based” stops result from the identification of a specific neighborhood problem and/or problem location – usually in partnership with others – and follow direction for specific and related officer enforcement or problem-solving activities. As a result, neighborhood priorities are addressed more efficiently, and the stop activity is better focused and reasoned. Providing direction to stop vehicles for dangerous moving violations at a specific location or for a specific purpose is an example of such precision.

“Intelligence-led” stops require officers to link the reasoning for a stop to a purpose of crime prevention, investigation, or arrest. The source of information providing this link may be very specific, such as a named or described suspect, or general information about a recent crime trend tied to a specific location and involved individuals. An officer’s knowledge and intent at the time the stop is initiated is important in determining whether the stop is intelligence-led. By using information and intelligence, we can more effectively contact the relatively few people who are causing the most harm in our neighborhoods.

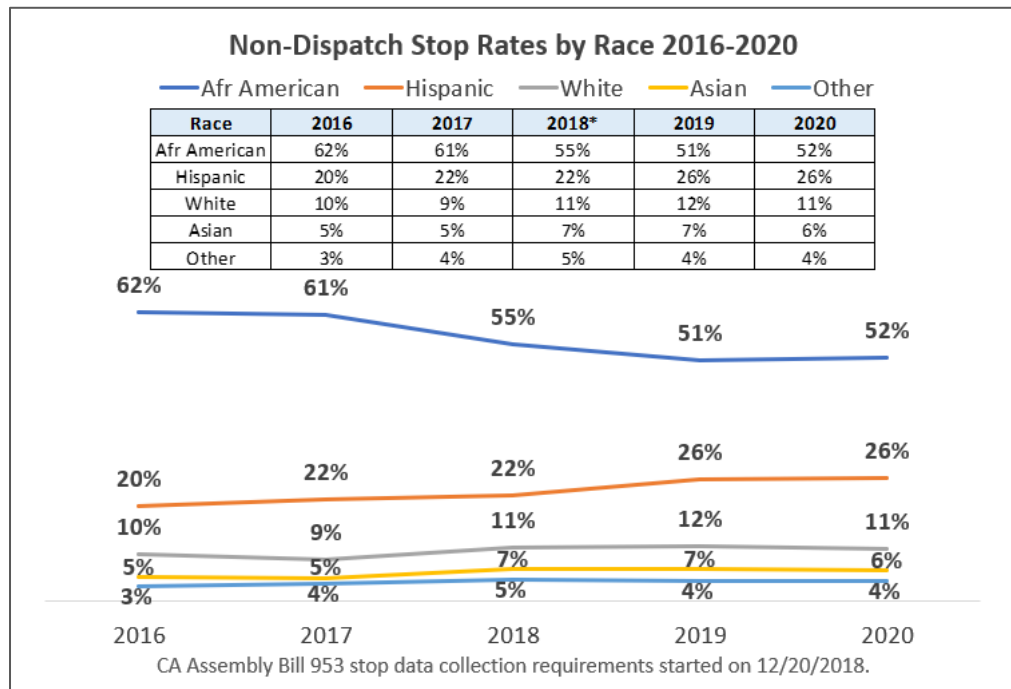
In addition to precision and intelligence-led stops, officers are expected and encouraged to conduct stops for any reason – crime or traffic related – when public safety or traffic safety reasons are present, and a stop can be conducted in a reasonably safe manner.

- Results show a reduction of non-dispatched vehicle stops for equipment and registration violations, unrelated to prioritized public safety issues, near or within high crime areas. In 2020, 85% of drivers stopped for driving violations were stopped for a moving violation.
- Results show that reductions in non-dispatched stop activity have caused the proportion of intelligence-led stops to increase. The overall percentage of intelligence-led stops increased from 27% in 2017 to 37% in 2020 (See **Table 8**). As noted above, this percentage was first assessed within 2014 – 2015 data as less than 3%.
- The reduction in non-dispatched stop “footprint” (overall volume of stop activity) helps to reduce the overall number of persons of color being stopped by police – especially in neighborhoods suffering from crime - and can help reduce disparity in certain community and police contacts.
- While stops for all racial categories were reduced over similar time, the efforts since 2016 were designed to address the greatest chasm of racially disparate stop data which primarily impacted persons described as African American.
 - From 2016-2020, there was a 70% reduction in the total number of non-dispatched African Americans stops, from 20,410 to 6,185 stops. A 53% reduction in the total number of Hispanic stops was also realized, from 6,685 to 3,130 stops.

Oakland Police Department 2020 Annual Stop Data Report



- From 2016 to 2020, the overall percentage of African Americans stopped decreased by 10% from 62% to 52%. Racial disparity is further reduced when the variable of “intelligence-led” is controlled within non-dispatched stop circumstances.



Oakland Police Department 2020 Annual Stop Data Report

2020 Stop Data Statistics

This section focuses primarily on 2020 Oakland Police Department stop data within the following categories:

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

Officers are required to complete stop data forms after every detention or arrest and after any encounter in which a search or request to search occurred. Non-dispatch stops and searches do not include detentions or arrests that result from a dispatched call for service, a citizen request, or stops occurring pursuant to a search warrant. Tables 1a and 1b include race and dispatch stop statistics for reference. Although OPD collects and publishes the same amount of data for dispatched stops and searches, we have chosen to focus most of our analysis on non-dispatched stops. It's during these non-dispatched circumstances where discretion is at its highest and the department is therefore most accountable for the directions, practices, policies, and decision making employed. It's also during these circumstances where implicit or explicit bias may have the greatest influence on whom officers stop and for what reasons. Allegations of racial profiling are by far more commonly associated with non-dispatched stop decisions.

Covid-19 and 2020 Stop Data Challenges

A review of 2020 stop data would not be complete without addressing how unique variables may challenge a comparative review of 2020 data against data from recent years.

The Covid-19 pandemic necessarily caused social distancing and mandated practices to help stop the spread of Covid-19. During this time, although prioritized public and traffic safety stops were maintained, certain discretionary stop activity was reduced by design.

Decreases of stop activity in other law enforcement jurisdictions in 2020 have been attributed to “de-policing” in response to social pressure to reform, negative attitudes toward law-enforcement, or “defund” movements nationwide. “De-policing” is an active disengagement from a public safety mission and is inappropriate. As opposed to reductions of stops by way of design and direction, reductions of stops due to “de-policing” may be detrimental to organizational goals, expectations, and overall public safety. Separate data collection methods in Oakland highlight the fact that OPD officers recovered 45% more illegally used or possessed firearms in 2020 compared to 2019 while total arrests associated to non-dispatched stops declined by only 5% during the same time.

Budget deficits and staffing assignment decisions in 2020 had measurable impact on the number and type of stops made during the year. One of two squads of officers assigned to traffic enforcement duties was disbanded in April of 2020 with the remaining squad reassigned to patrol by October. The decreased staffing of traffic enforcement officers obviously correlated with fewer stops. There were 35% fewer stops conducted by traffic enforcement officers in 2020 compared to 2019.

Oakland Police Department 2020 Annual Stop Data Report

Intentionally reducing stops which are perceived as arbitrary and not valued as part of a legitimate crime reduction or public safety strategy is not “de-policing.” Resulting reductions in Oakland are better viewed as the positive engagement of an intelligence-led and precision-based strategy. The thoughtfulness of leadership, the quality of direction, the availability of resources, and the assessment of resulting data will distinguish between the two causes.

Non-Dispatch Stops by Race and Gender

Table 1 - Stop Race

Race	Stops	%
Afr American	6,185	52%
Hispanic	3,130	26%
White	1,323	11%
Asian	773	6%
Other	507	4%
Total	11,918	100%

Table 2 - Stop Gender

Gender	Stops	%
Male	8,340	70%
Female	3,565	30%
Unknown	13	0%
Total	11,918	100%

Dispatch Stops by Race and Gender

Table 1a - Stop Race

Race	Stops	%
Afr American	5,497	54%
Hispanic	2,374	23%
White	1,478	15%
Asian	464	5%
Other	333	3%
Total	10,146	100%

Table 2a - Stop Gender

Gender	Stops	%
Male	7,187	71%
Female	2,948	29%
Unknown	11	0%
Total	10,146	100%

The Oakland Police Department recognizes that racial disparity is evident within stop data for non-dispatched stops and dispatched stops alike. Non-dispatched stop decisions are guided by officers’ discretion, knowledge, awareness, and decision making. Dispatched stop decisions are based on community member calls, information, and requests for officers’ response. Although the initiating reasons and initiating entities between these two stop types are vastly different, the resulting racial disparities when viewed by race, ethnicity, and gender are remarkably similar. There is no established or accepted benchmark in use. Variables such as residency of those stopped, traffic patterns or commutes, neighborhood demographics and activity, suspect descriptions, and crime rates, among other factors, may be relevant to understand and apply more clearly. The Oakland Police Department continues to work with academics and practitioners to continue current efforts.

Oakland Police Department 2020 Annual Stop Data Report

Non-Dispatch Stop Reasons

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

- Traffic Violations are based on an observed violation of a vehicle or pedestrian law or ordinances. Traffic violations are further categorized as moving, equipment and non-moving (including registration).
- Probable Cause stops are those in which a fair probability exists that the person stopped committed a crime and may be arrested.
- Reasonable Suspicion stops are those in which sufficient information exists to temporarily detain a person suspected of committing a crime or engaged in suspected criminal activity.
- Probation or Parole stops are of a person known to be on supervised release [probation, parole, or post-release community supervision – PRCS] for the purpose of checking compliance with the supervised release, gathering intelligence, or other action related to the supervised release status of the individual; and
- Consensual Encounter & Search are contacts with a person, typically to investigate their involvement in criminal activity, where the person is not detained and is free to refuse to engage the officer and/or leave the officer's presence. This category does not include routine or innocuous interactions such as giving driving directions. However, if a consensual encounter results in search, officers will select this box.
- Community Caretaking are for stops where the reason is not criminal activity, e.g. for determining if a person should be held under 5150 W/I.
- Truant/Education Code are for detentions where the individual is believed to be a truant, or the detention takes place on school grounds and there is a possible education code violation warranting discipline (AB953 addition).

Table 3 - Stop Reasons

Race	Consensual Encounter & Search		Reasonable Suspicion		Probable Cause		Traffic Violation	
	Stops	%	Stops	%	Stops	%	Stops	%
Afr American	57	1%	970	16%	1,621	26%	3,275	53%
Hispanic	39	1%	332	11%	711	23%	1,945	62%
White	17	1%	133	10%	313	24%	802	61%
Asian	11	1%	101	13%	154	20%	483	62%
Other	5	1%	48	9%	81	16%	359	71%
Total	129	1%	1,584	13%	2,880	24%	6,864	58%

Oakland Police Department 2020 Annual Stop Data Report

Race	Community Caretaking		Probation/ Parole		Truant		Grand Total
	Stops	%	Stops	%	Stops	%	
Afr American	175	3%	82	1%	5	0%	6,185
Hispanic	85	3%	16	1%	2	0%	3,130
White	41	3%	17	1%	0	0%	1,323
Asian	9	1%	15	2%	0	0%	773
Other	12	2%	2	0%	0	0%	507
Total	322	3%	132	1%	7	0%	11,918

Table 3a - Traffic Violation Types (Drivers Only)

Race	Moving violation		Equipment violation		Non-moving violation, including registration		Grand Total
	Stops	%	Stops	%	Stops	%	
Afr American	2,407	82%	392	13%	148	5%	2,947
Hispanic	1,588	88%	135	8%	75	4%	1,798
White	681	89%	58	8%	25	3%	764
Asian	395	89%	34	8%	17	4%	446
Other	297	87%	23	7%	21	6%	341
Total	5,368	85%	642	10%	286	5%	6,296

Non-Dispatch Search, Recovery Rates & Search Reasons

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

- Canine detection (DS)
- Consent given (DS)
- Odor of contraband (DS)
- Evidence of crime (DS)
- Visible contraband (DS)
- Suspected weapons (DS)
- Condition of parole/probation/PRCS/mandatory supervision (DS)
- Officer safety/safety of others (DS)
- Suspected violation of school policy (DS)

Oakland Police Department 2020 Annual Stop Data Report

- Incident to arrest (ND)
- Vehicle Inventory (ND)
- Search warrant (ND)
- Exigent circumstances/emergency (ND)

Table 4 - Search Rates

Race	Discretionary Searches		Non-Discretionary Searches		Total Stops	Overall Search
	#	%	#	%	#	%
Afr American	2,185	35%	515	8%	6,185	44%
Hispanic	880	28%	233	7%	3,130	36%
White	335	25%	97	7%	1,323	33%
Asian	190	25%	65	8%	773	33%
Other	100	20%	24	5%	507	24%
Total	3,690	31%	934	8%	11,918	39%

Table 5 - Search Recovery Rates

Race	Discretionary Searches			Non-Discretionary Searches		
	Recovery	Searches	%	Recovery	Searches	%
Afr American	544	2,185	25%	151	515	29%
Hispanic	234	880	27%	50	233	21%
White	57	335	17%	20	97	21%
Asian	49	190	26%	22	65	34%
Other	18	100	18%	3	24	13%
Total	902	3,690	24%	246	934	26%

Table 6 - Search Reasons

Race	Canine Detection		Consent Given		Odor of Contraband		Evidence of Crime		Visible Contraband	
	#	%	#	%	#	%	#	%	#	%
Afr American	3	0%	75	1%	163	3%	285	5%	298	6%
Hispanic	0	0%	35	2%	41	2%	87	4%	79	4%
White	2	0%	19	3%	4	1%	44	6%	20	3%
Asian	0	0%	9	2%	8	2%	17	4%	18	4%
Other	0	0%	5	3%	5	3%	9	5%	10	5%
Total	5	0%	143	2%	221	3%	442	5%	425	5%

Oakland Police Department 2020 Annual Stop Data Report

Race	Suspected Weapons		Parole/ Probation/PRCS		Officer Safety/ Safety of Others		Incident to Arrest		Vehicle Inventory	
	#	%	#	%	#	%	#	%	#	%
Afr American	954	18%	364	7%	1,528	29%	1,159	22%	155	3%
Hispanic	303	15%	119	6%	696	34%	535	26%	100	5%
White	110	15%	37	5%	260	35%	197	26%	31	4%
Asian	81	18%	25	6%	144	32%	119	27%	9	2%
Other	35	18%	10	5%	69	35%	42	21%	4	2%
Total	1,483	17%	555	6%	2,697	31%	2,052	24%	299	3%

Race	Search Warrant		Exigent Circumstances		Grand Total
	#	%	#	%	
Afr American	235	5%	3	0%	5,222
Hispanic	66	3%	0	0%	2,061
White	23	3%	0	0%	747
Asian	15	3%	0	0%	445
Other	11	6%	0	0%	200
Total	350	4%	3	0%	8,675

Non-Dispatch Stop Results

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

Table 7 – Stop Results

Race	Arrest		Citation		Warning		No Action	
	Stops	%	Stops	%	Stops	%	Stops	%
Afr American	1,580	26%	2,079	34%	1,111	18%	1,299	21%
Hispanic	752	24%	1,387	44%	436	14%	515	16%
White	254	19%	617	47%	226	17%	192	15%
Asian	165	21%	353	46%	124	16%	123	16%
Other	63	12%	283	56%	82	16%	72	14%
Total	2,814	24%	4,719	40%	1,979	17%	2,201	18%

Race	5150		Other		Grand Total
	Stops	%	Stops	%	
Afr American	84	1%	32	1%	6,185
Hispanic	28	1%	12	0%	3,130
White	30	2%	4	0%	1,323
Asian	4	1%	4	1%	773
Other	7	1%	0	0%	507
Total	153	1%	52	0%	11,918

Oakland Police Department 2020 Annual Stop Data Report

Non-Dispatch Intelligence-Led Stop Rates

Table 8 - Intelligence-Led Stop Rates

Race	Intelligence-Led Stops	Total Stops	%
Afr American	2,668	6,184	43%
Hispanic	953	3,130	30%
White	387	1,323	29%
Asian	305	773	39%
Other	128	507	25%
Total	4,441	11,918	37%


Oakland Police Department 2020 Annual Stop Data Report

Conclusion

As stated in our mission, vision, and goals, OPD is committed to ensuring the safety and security of the Oakland community in ways that show that our talent, purpose, and our very legitimacy spring from the support and direction of those we serve. We hold ourselves accountable to a high standard of conduct, efficiency, and efficacy. We promote mutual respect between the Department and the community of Oakland in all that we do. By understanding what we want to achieve – fair, respectful, and quality policing – we will continue to collect and use data to guide our future actions. There is perhaps no better opportunity to demonstrate the results of our policing practices and the achievement of our goals than by using stop data.

Stop data isn't just data – it in fact represents individual officer decisions about whom to stop, where to stop, for what reasons, whether to search, and so on. Rather than leaving those decisions to chance or complete discretion, we create and expect decisions that yield positive results on prioritized public safety and crime issues. We also want to decrease overall policing activity that we believe has little value – especially if it results in unmitigated racial disparity. The Oakland Police Department believes the use of these approaches will lead to sustained or increased trust from the community through legitimate policing practices, better relationships, more valued police work, and safer communities.

None of this is to say that OPD has all the answers or that there has been a declared “win” in resolving racial disparities or implicit bias. Much more work is needed. What we know we have – in terms of the dramatic changes in our stop activity, data, and outcomes - is a promising beginning rather than a finish line.



Chris Bolton
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