TO:       HONORABLE CITY COUNCIL

FROM:   CITY MANAGER    DEPARTMENT:    POLICE

DATE:  APRIL 9, 2007    CMR:180:07

SUBJECT:  ANALYSIS OF DEMOGRAPHIC DATA FROM THE  FIRST AND SECOND
           QUARTERS OF FISCAL YEAR 2006-07

This is an informational report.  No Council action is required.

BACKGROUND

Since July 1, 2000, the Police Department has been proactively collecting demographic data on all enforcement contacts. On September 10, 2001, the Police Department submitted its first quarterly report on this data to Council (CMR:350:01). Since then, 12 additional informational reports have been submitted (CMR:223:02, CMR:186:03, CMR:391:03, CMR:491:03, CMR:231:04, CMR:387:04, CMR 484-04, CMR:173:05, CMR: 298:05, 381:05, 443:06, and 395:06).

The collection of demographic data is just one part of a comprehensive approach that the City of Palo Alto Police Department has undertaken to enhance police-community relations and ensure policing activities are conducted without racial bias.

The Palo Alto Police Department continues in its effort to provide statistical information on demographic data for enforcement contacts by police officers. Since 2000, the Department has continued to evolve and refine the collection and reporting of this information; changes include the types of information captured, when demographic information is captured, the manner with which the data is recorded and how it evaluates and reports this information. The overarching goal is to provide more meaningful information to the City Council and public. To ensure the Department meets its goal, during this past year the Department has collaborated with the City Auditor to review the data that is being presented in this report. The past quarter, the Department also had a group of Stanford University students who are majoring in Public Policy review and analyze previous demographic reports.

DISCUSSION
Update on Department’s Activities Improving Community Relations

COMMUNITY ACCESS LINE – Since implementing the Community Access Line in 2004, the Department has had little activity. Since 2004, only 12 calls have been received. During the past quarter, there were no phone calls received. The line continues to be accessible, is marketed on the Department’s website and is translated into Spanish. Staff continues to inform the community of the existence of this telephone line and encourages members of the public to share its concerns and commendations regarding interactions with the Palo Alto Police Department.

FAST FRIENDS PROJECT – The Police Department continues to work with Stanford University Professor Jennifer Eberhardt on the Fast Friends Project. This police/community relations program involves pairing up officers and community members to do a series of structured activities designed to create a bond between the participants. Pre and post tests are taken by all participants to measure the increase in positive attitudes towards police and towards community members. The Fast Friends Project was part of the 19th Citizens Police Academy, held September 20 – November 15, 2006. The Fast Friends workshop was conducted on October 11th and final surveys were completed by email with the participating students.

INDEPENDENT REVIEW – In its continuing efforts to seek input and have an independent review of demographic information, Staff worked with students from the Stanford University Public Policy Program in analyzing data from prior demographic data reports. The project completed by the Stanford students, assessed the Department’s racial analysis profiling methodology, discussed benchmarking, provided an independent analysis of data using a basic statistical technique (probit regression) and ran it with a nested regression model. Finally, the students provided some recommendations to the Department related to racial profiling, demographic data collection and analysis. A copy of the student’s report submitted to their professor is provided in Attachment G. Staff will be reviewing the group’s recommendation for feasibility of implementation.

AUTOMATED DATA COLLECTION – During the first quarter, the Department implemented its automated demographic data collection application and officers now input demographic information into the systems via a mobile data computer. The only manual entry process that is required is for traffic officers who have no immediate access to the Department’s automated system.

Contact Data

In previous Council reports, the data collection process was carefully outlined. For reference purposes, a summary of this information has been provided in Attachment A.

A total of 4,647-initiated contacts related to vehicle, pedestrian and bicycle stops were made by officers during the first quarter. During the second quarter, officers made 3,412 self-initiated contacts. Of the contacts in both quarters, the Department is reporting demographic information for 98 percent of the contacts.
During the first quarter of FY06-07, contacts by officers are up more than 30 percent during the past year (from 3,466 in the fourth quarter FY2005-06 to 4,647 contacts during the first quarter FY2006-07). The Department saw a return to more consistent numbers of contact in the second quarter FY2006-07 (3,412 contacts). The increase in contacts is directly related to the trend of burglaries in the City and increased criminal activity in East Palo Alto during the same time period.

A compilation of various demographic data tables has been provided in Attachment C.

RACE – Table 1 provides the summary by race for each of the contacts made during the first and second quarter.

GENDER – Of the 4,647 contacts made during the first quarter, 31 percent (1,429 contacts) were female and 69 percent (3,217 contacts) were male. There was one contact during the first quarter where the gender was not specified. During the second quarter, of the 3,412 contacts, 32 percent (1,084 contacts) were female and 68 percent (2,328 contacts) were male.

AGE – Of the 4,647 contacts during the first quarter, nearly half of the contacts (48 percent) were with individuals between the ages of 22 and 40. The second quarter shows a slightly higher percentage of ages 22 to 40 year old individuals (53 percent) of the 3,412 contacts made. Attachment C – Table 2 shows the breakdown by age and race for each contact during both the first and second quarters. There were instances in both quarters where the age of the individual was not captured.

CONTACTS DURING NIGHTTIME AND DAYTIME HOURS (TABLE 3) – Officers typically do not know the race, gender, etc., of drivers when they stop an individual for a vehicle code or other violations. This is especially true during hours of darkness. To show the demographic information from an alternative perspective, during the first and second quarters the Department broke down several categories of demographic information by time of day. A further breakdown of various categories by time of day (daytime or nighttime hours) information has been provided in Attachment D.

During the first quarter, of the total number of contacts made by officers (4,647 contacts), 44 percent (2,039 contacts) were made during nighttime hours (between 5:01 PM and 6:59 AM) and 66 percent (2,608 contacts) were made during the daytime. For the second quarter, of the total number of contacts made by officers (3,412 contacts), slightly higher than 50 percent (1,721 contacts) were made during nighttime hours (between 5:01 PM and 6:59 AM) and 50 percent (1,691 contacts) were made during the daytime. Throughout the report, the information on day and nighttime comparative data will be referenced in the various category areas.

RESIDENCE OF INDIVIDUALS CONTACTED – Palo Alto serves as a destination point for many individuals traveling into/through the City to work, study (e.g. Stanford University) and for leisure activities. This has been verified by the information provided in Table 5. Any comparison to demographic census data should be done with the information from at least the four adjacent counties.
Table 4 provides summary percentages of each race taken from the 2000 census data for the four Bay Area counties compared to percentage of enforcement contacts during the third quarter. It is important to recognize that the census data is now over six years old and many changes have occurred in the interim. This table represents updated calculations from prior Council reports (CMR 395:06). These formulas utilize the same methodology used by the City Auditor in the Service Efforts and Accomplishments (SEA) Report. As highlighted in the following sections of the report, there are a number of factors that contribute to why an officer makes contact with an individual.

Attachment C – Table 5 shows that for those contacts made as a result of pre-existing knowledge or information, during the first quarter 27 percent of those types of contacts were African-Americans. During the second quarter 29 percent of African-American contacts were for pre-existing information. Pre-existing information includes suspect description from crime reports (Attachment C – Table 6), as well as other all-points bulletins on subjects being sought by other law enforcement agencies or other crime trend information received from law enforcement or court agencies. Table 4 provides detailed information on the census data.

To help account for the diversity in its contacts, the Department recorded the city of residence of the people arrested or cited in Palo Alto as part of its demographic collection process. Table 6 provides a summary of those persons contacted who reside in Palo Alto, as well as other adjacent communities within Santa Clara County (Mountain View, Los Altos, Los Altos Hills and Stanford) and San Mateo County (East Palo Alto, Menlo Park and Redwood City). Other city and county areas within San Mateo and Santa Clara Counties include people who live either in other parts of California, those who reside outside of California or abroad. In addition, it provides the percentage for each city of residence broken down by race. Because the Department does not keep track of contacts by name of individuals, it is impossible to determine whether some individuals were contacted on more than one occasion during the quarter.

Suspect Description – Officers will make contact with individuals for a number of reasons. One reason is pre-existing information (they match the suspect description in prior or recently reported crimes). Of the 4,647 contacts made by officers during the first quarter and the 3,412 contacts during the second quarter, three percent were a result of pre-existing information. Information on suspects is captured in the Department’s Records Management System (RMS). During the first quarter, citizens reported 208 suspects. Of those, 184 included descriptions of the perceived race of the individual. During the second quarter, citizens reported 245 suspects. Of those, 195 included descriptions of the perceived race of the individual. Table 7 outlines the description for suspects by race obtained during both the first and second quarter offense reports. In the first quarter, out of the 184 incidents with suspect description including race, the largest majority was 35 percent reported as being White. In the second quarter, of the 195 reported suspects with perceived race, 27 percent were Hispanic. An important caveat is these numbers may reflect the same suspect for multiple offenses, but without the actual identity of suspects it is impossible to determine. The Department continues to attempt to gather additional suspect description data from other area law enforcement agencies, as contacts occur as a result of pre-existing information from local area bulletins or crime reports from outside agencies;
however, there were not enough other departments with consistent, reliable data to provide a meaningful comparison.

It is important to note that citizens, not police officers, typically generate a suspect description. The racial distribution of suspects presented in this report is compiled from these citizen-provided descriptions in police reports.

REASON FOR CONTACTS – In addition to pre-existing information, other reasons officers make contact with subjects include Penal Code violations, equipment or other non-hazardous violations, moving violations or other traffic related hazards, and other Code violations (Municipal, Health and Safety Code). All violations were observed by the officers. It is not surprising that well more than half the contacts (63 percent) are related to moving violations or other traffic-related hazards since traffic has been one of the Council’s priorities for several years. Table 8 provided in Attachment C includes a breakdown by the reason for the contact by race and the associated percentages. For example, there were 393 contacts with Hispanics for Equipment Violations in the first quarter (25 percent). In the first table showing percentages, the numbers reflect those percentages by the reason for contact with officers. For example, of all penal code violations, 18 percent of the contacts were with African Americans and 60 percent were White.

The second chart in Table 5 shows the percentage breakdown for each racial group for both the first and second quarters. For example, for all African American contacts during the first quarter, 51 percent were for equipment violations and four percent were for penal code violations. For the second quarter, moving hazards represented the largest number of reason for contacts by police officers (51 percent).

In Attachment C, Table 5, the change in the number of contacts and the corresponding percentage changes between the first and second quarters are provided. For example, equipment violation contacts were up for African-Americans by six percent from the first quarter to the second quarter, while they declined by five percent for Hispanics during the same time period.

Table 6 provides a comparison of first and second quarter reason for contact information.

As previously noted, during the first quarter, the City continued to experience increased burglaries. Although during the second quarter the number of burglaries appeared to return to more consistent numbers, the majority of suspect descriptions provided by a reporting party identified either White or African-American males in the first and second quarters.

LOCATION OF CONTACT – Since the fourth quarter of 2005-06, the City has been using its Geographical Information System (GIS), to break down contacts in four quadrants (Beat 1 through Beat 4). The boundaries for each of the four beat areas are provided on a map in Table 8. Of the 4,647 contacts for the first quarter, the Department was able to plot 4,443 of the contacts on a map. The remaining 204 contacts could not be plotted because they were geographically outside the city limits or the location had some other anomaly (e.g., an incomplete or unrecognizable address) that
made it impossible to map. During the second quarter, the Department was able to plot 3,238 of the
contacts on a map by beat.

Beat 2 continues to show the largest numbers of contacts. This is consistent with the overall higher
police activity levels in the Downtown and Beat 2 area. Table 9 shows contacts by Beat area. A map
of Beats 1 through Beat 4 for each race is provided in Attachment F.

**DISPOSITION OF THE CONTACT** – In Attachment C, Table 9 provides the disposition for each contact
where demographic information was captured during first and second quarters. Citations issued
continue to represent the highest percentage of final action taken by officers. Of the 4,647 contacts
during the first quarter, 1,200 stops (52 percent) resulted in citations being issued by police officers.
Arrests are up from last quarter, two percent in the fourth quarter FY 05-06 to four percent during the
first quarter and five percent in the second quarter.

Although citations still continue to represent the highest disposition during the first quarter (49
percent) and the second quarter (43 percent), overall the number of citations issued by officers has
dropped from 2,726 in the fourth quarter of FY05-06 to 2,287 in the first quarter and 1,477 in the
second quarter.

Attachment C, Table 10, details the changes in disposition of contacts and the corresponding
percentages between quarters three and four.

In Attachment D, the tables show that a majority of contacts (65 percent) result in citations being
issued during the daytime hours (1,707 citations) during the first quarter. The Disposition Table goes
on to know that for citations issued during the first quarter, White drivers represented the highest
percentage of citations issued (54 percent) and of White individuals contacted by officers, 72 percent
received a citation.

**Searches**

Of the 4,647 contacts during the first quarter, approximately seven percent resulted in a search being
conducted (342 searches). For the second quarter, the number of searches rose to eight percent (275
of 3,412 contacts). Table 15 provides a summary of search information for the first and second
quarters, and corresponding percentages, are provided in Attachment C.

Attachment C, Tables 11 and 12 shows that of the 342 searches that were conducted in the first
quarter, 49 percent were required by Department policy as a result of either an officer making an
arrest (24 percent) or vehicle impound inventory (25 percent). Probation/parole situations resulted in
26 percent of all searches.

**Searches Related to Probation/Parole** – During the first quarter, 90 searches (26 percent) were
the result of conditions of parole/probation for the individuals contacted. In the second quarter, 53
individuals (19 percent) were subjects searched as a result of conditions of their probation or parole.
CONSENT AND PROBABLE CAUSE SEARCHES – Twenty-six percent of all searches conducted were a result of consent or probable cause searches in the first quarter and 25 percent during the second quarter. In past reports, the Department has conducted reported detailed reviews of each probable cause and consent search conducted by officers to provide the Council with the rationale that officers typically use when making contact. In this report, and in future reports, the Department will report these in a table that denotes the nature of the contact.

Probable cause searches are the result of reasonable suspicion, officer safety, or plain view of possible contraband. These searches differ from the consent searches because the officers had legal justification to conduct the search even without the consent of the subject. In Table 16 below, probable cause and consent searches are broken down by race and gender for the first and second quarter. In Table 13 (Attachment E), the probable cause and consent searches are broken down by race and by disposition of the contact with the individual for both the first and second quarter.

RESOURCE IMPACT

Although the process has been streamlined, demographic data collection continues to be labor intensive. Approximately 100 hours of administrative staff time at an approximate cost of $5,000 is spent reconciling the data and preparing analysis of the statistical information, review of the demographic data cards, citations and arrest reports. Staff continues to hope the workload will reduce in the future as processes are automated, benchmark criteria are standardized and workload reallocations are considered.

ATTACHMENTS

Attachment A – Data Collection Process
Attachment B – 2000 Census Data
Attachment C – Demographic Data Tables
Attachment D – Demographic Data Tables by Time of Day
Attachment E – Demographic Data Tables Consent/Probable Cause
Attachment F – Maps
Attachment G – Analysis of Data and Methods Used to Assess Presence of Racial Profiling in Palo Alto Police Department

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