



# **2009 Bias-Free Policing Report**

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## 2009 Bias-Free Policing Executive Summary

According to the Northwestern University Center for Public Safety, the adjusted census benchmark for Rockford driving population is 72.9% Caucasian and 25.9% Minority drivers. A review of the 2009 traffic stop data for the City of Rockford shows that 11,478 traffic stops were made. There were 4,525 stops of Minority drivers, which is 39.42% of all recorded traffic stops resulting in the ratio for Rockford Minority drivers of 1.52. This indicates that a Minority driver has a .52 greater likelihood of being stopped by the Rockford Police Department.

Factors that may contribute to this disparity include the geographic location of stops, crime rate & police presence, and a discrepancy between the noted racial compositions of the City versus the driving population.

The city's average demographics do not reflect demographics of the reporting beats so it is imperative to look at the Beats individually by their defining characteristics, rather than making a generalization based on the city as a whole. Minority drivers are stopped more proportionally in beats 2, 3, 4, and 6, where more resources are located due to higher crime rates and concentrated policing initiatives, than when looking at the city as a whole. The ratio of the percent of Minorities stopped to the percent population becomes more stable in those beats.

Also, in 2009, it can be seen that a majority of drivers stopped in Beats 8 and 9 were not residents of 8 and 9. In fact, approximately 20% were not listed as City of Rockford residents. This is likely attributed to the geography of the main veins of travel within the City. Beats 8 and 9 contain, among others, Riverside Blvd., Spring Creek, E State St, Broadway, and Harrison Ave, where there is high connectivity from the West to East Side. Many traveling from the West Side of town to the East Side for work, doctor appointments, community college, and shopping would most likely use these roads. As well, E State St and Riverside are roads with chain restaurants and commercial businesses as well as access to I-90. This simply indicates that the racial composition of the population of those beats may be quite different from that of the driving population.

Neither the "Reason for Stop" nor the "Outcome of Stop" showed any noteworthy difference between Caucasian and Minority drivers. The Rockford Police Department writes more citations than verbal warnings across both groups. The percent of citations given to both Caucasians and Minorities are very similar. There is no evidence in the numbers that would indicate disparity in the rate Caucasians are given citations compared to Minorities. Consent searches, however, are performed more often during minority stops. The disparity ratio of Minorities is 1.98.

Although some disparity in numbers is present, data in 2009 indicated a decrease in the disparity of Minority stops in Rockford by .02. Additionally, for the reasons stated above, there are factors relating to the racial makeup of the individual police beats, crime rates & police presence, and the racial composition of the driving population to be considered in reviewing traffic stop data for the City of Rockford.



**INTRODUCTION**

The 2009 Annual report on Rockford Police Department Traffic Stops summarizes data from 11,478 traffic stops. Data collection dates were from January 1, 2009, to December 31, 2009. In 2004, Illinois began collecting and assessing traffic stop data. This year is the sixth year data has been collected and analyzed.

In accordance to Illinois State Law, since January 1, 2004 (originally scheduled to end in 2007 but has been extended), whenever a State or Local law enforcement officer stops a vehicle for an alleged violation of the Illinois Vehicle Code, he or she shall record at least the following:

1. The name, address, gender, and the officer's subjective determination of the race of the person stopped; the person's race shall be selected from the following list: Caucasian, African-American, Hispanic, Native American/Alaskan native, or Asian/Pacific Islander.
2. The alleged traffic violation that led to the stop of the motorist.
3. The make and year of the vehicle stopped.
4. The date and time of stop.
5. The location of the traffic stop.
6. Whether or not a search contemporaneous to the stop was conducted of the vehicle, driver, passenger, or passengers; and if so, whether it was with consent or by other means.
7. The name and badge number of the issuing officer.

**DEPARTMENT POLICY**

The policy of the Rockford Police Department is to respect the civil rights of all persons and to prohibit and prevent any form of discrimination by members of the Department when any action taken on behalf of or by any member of this Department is motivated by race, color, ethnicity, age, gender, national origin, religion, economic status, cultural group, sexual orientation, or any other identifiable group. Specifically, members of the Rockford Police Department will not engage in any activities that are discriminatory or indicative of a practice of biased-based/racial profiling.



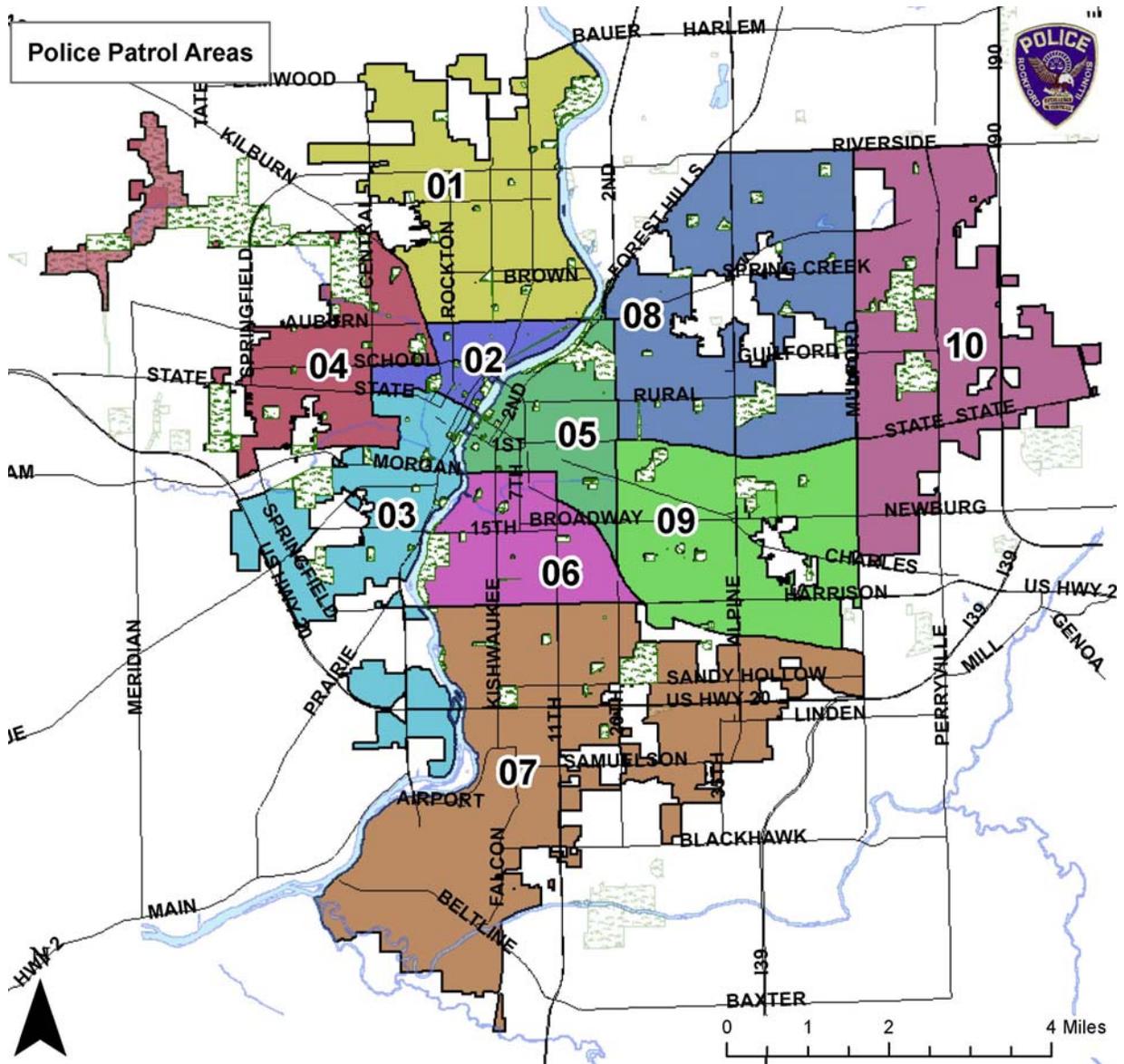
**BENCHMARK**

The Illinois Department of Transportation is responsible for collecting the data from police agencies and Northwestern University's Center for Public Safety is assisting in analysis of the data. The Rockford Police Department examined the data for the department by analyzing the stops, outcome of stop, and searches of Caucasian and Minority drivers. Northwestern will also examine the same data for all Police Departments in the State of Illinois. Northwestern University's Center for Public Safety has developed a benchmark for police agencies statewide based on the 2000 census. An "adjusted benchmark" was established for each city and county police agency. The benchmark population demographic consists of individuals 15 years or older who are eligible to drive. The adjusted census benchmark for Rockford driving population is:

**72.9% Caucasian and 25.9% Minority drivers**

This benchmark indicates that 72.9% of the Rockford eligible driving population (15 years and older) is Caucasian, while 25.9% is Minority.





**BEAT ANALYSIS**

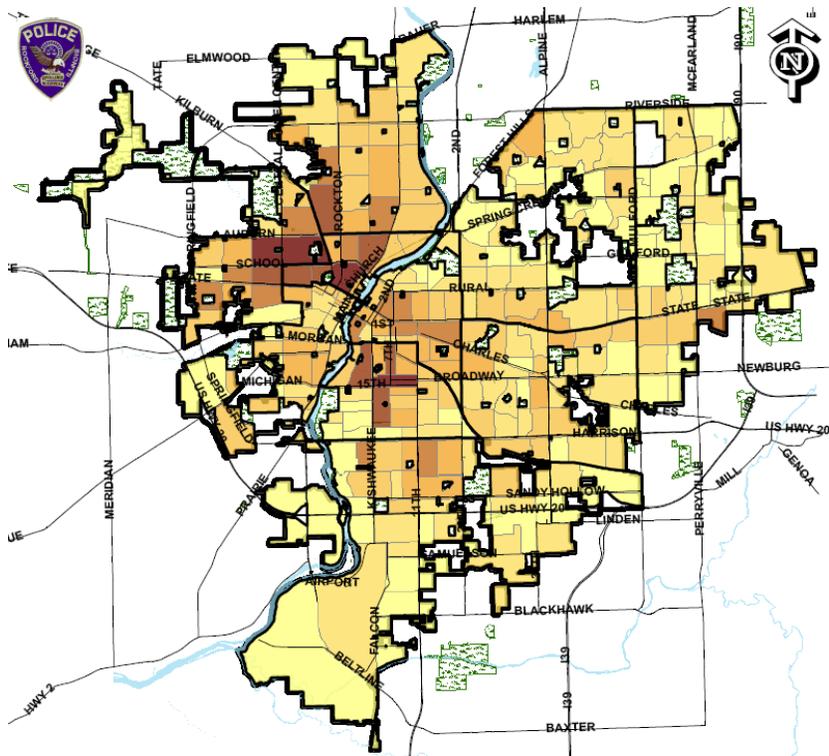
It is necessary to examine the demographic make up of the city of Rockford. At first glance, it appears that there is significant disparity in the amount of traffic stops involving Minority drivers versus Caucasian drivers. A disparity score of “1” would indicate a perfect ratio of number of traffic stops, to the percent of Minority drivers in the population. The disparity index for Minority drivers in Rockford for 2009 is 1.52. This would indicate that a Minority driver has a .52 greater likelihood of being stopped by the Rockford Police Department.

To understand the relationship between the percent population of drivers in Rockford and the percent stopped by the Department, we must examine different variables that contribute to the disparity index. Each of our Patrol Zones is referred to as “Beats.” Each Beat has unique



characteristics. There is a noted difference in beat demographics, police allocation of resources, and geographic operators such as main road veins and population concentration.

One variable that contributes to police allocation of resources is the crime rate. With higher crime rates in specific areas, there were more concentrated police officers in those designated areas. In 2009 Patrol Beats Four and Six had the highest total criminal offense crime rate. (See Appendix 1) Total criminal offenses include the FBI's National Incident-Based Reporting System (NIBRS) Group A and Group B Offenses. Group A offenses are the primary 46 offenses under 22 offense categories according to NIBRS. This includes offenses such as homicide, arson, assault, burglary, and drug/narcotic offenses. Group B offenses are the secondary 11 offense categories under NIBRS such as driving under the influence, disorderly conduct, and non-violent family offenses. There will be more police presence in these Beats, and subsequently a greater likelihood of being stopped.



Additional M3 Officers (Support Services officers who Map, Manage, & Measure High Crime Areas) concentrate efforts in these areas for crime reduction. Also, as of October of 2005 through present, Rockford's first Weed & Seed area is located in sub beats 43 & 50. These two sub beats are contained by Beats 2 and 4. Rockford's second Weed & Seed area is located in sub beats 160-164, & 175. These sub beats are contained by Beat 6. Starting in 2007 to present, there has been an Alternative Drug Program (ADP) and a Seasonal Crime Initiative (SCI) started in

Beats 2, 4, 5, & 6. More police presence in the area is due to a higher crime rate, housing concentration, citizen involvement, and police service.

An analysis recognizing the differences in the Beats would show the Minority drivers stopped and the estimated Minority population in the Beat of the stop becoming more proportional. In the beats with more enforcement, the disparity index is more proportional to the population. Breaking down traffic stops by patrol beat provides insight into the geographic factors involved in each area in addition to the city as a whole.

Another geographic variable, which may contribute to the disparity in numbers would be the main geographic roads that connect Rockford's west side of the river to the east side of the river. Beats Eight and Nine had the greatest disparity in numbers. Beats 8 and 9 are also the areas that contain Riverside Blvd., Spring Creek, & East State Street. Other Beats contain these streets as



well, but Beat 8 contains areas where there is high connectivity from West to East Side. From the North, N 2<sup>nd</sup> St connects Loves Park to Beat 8 by way of Spring Creek. Riverside Blvd. in Beat 8 is between Alpine Rd. and Mulford Rd. where a large portion of the city's medical services are located. Beats 8 and 9 also contain East State St. from near downtown through to Mulford Rd. This is where many strip malls, restaurants, and large shopping areas are located. A large part of the City's shopping malls and stores are on East State Street. To get to these places from the west side of the river, one is more likely to travel these roads. These streets may indicate why the disparity is the highest here. Only an estimated 26% of 2009 traffic stops conducted in Beats 8 and 9 were actual residents of this area.

\*Resident determined by driver's address based on addresses that mapped.

\*Beat 8 & 9 determined by Beat Location of Stop listed in data.



Table 1 - Rockford Traffic Stops

					% Change
<b>Total Rockford Stops</b>	<b>2008</b>	<b>10,068</b>	<b>2009</b>	<b>11,478</b>	<b>14.00%</b>

	Caucasian Drivers			Minority Drivers		
	2008	2009	% Change	2008	2009	% Change
Stops Per Group	6,059	6,953	14.75%	4,009	4,525	12.87%
Percent of Stops	60.18%	60.58%	0.40%	39.82%	39.42%	-0.40%
Estimated Driving Population	72.90%	72.90%	0.00%	25.91%	25.91%	0.00%
<b>Disparity Index</b>	<b>0.83</b>	<b>0.83</b>	<b>0.01</b>	<b>1.54</b>	<b>1.52</b>	<b>-0.02</b>

\*\*note: numbers rounded to 2 decimal places account for % differences.

\*\*note that % change of a percent is not uniform; % increase/decrease noted by % difference, not % change.

\*\*Disparity Index is not a % change, but a difference.

Table 2 - Reason For Stop

	Caucasian Drivers					Minority Drivers				
	2008	% of Total	2009	% of Total	% Change	2008	% of Total	2009	% of Total	% Change
Number of Stops	6,059	100.00%	6,953	100.00%	14.75%	4,009	100.00%	4,525	100.00%	12.87%
Moving Violations	4,512	74.47%	5129	73.77%	13.67%	2429	60.59%	2930	64.75%	20.63%
Equipment	588	9.70%	757	10.89%	28.74%	645	16.09%	755	16.69%	17.05%
License/Registration	959	15.83%	1067	15.35%	11.26%	935	23.32%	840	18.56%	-10.16%

\*\*note that % Change is the change in number of violations, not change in % of total stops

Table 3 - Stop Outcome Comparison

	Caucasian Drivers			Minority Drivers		
	2008	2009	% Change	2008	2009	% Change
<b>Citation</b>	<b>4730</b>	<b>5173</b>	<b>9.37%</b>	<b>2946</b>	<b>3245</b>	<b>10.15%</b>
percent	78.07%	74.40%	-3.67%	73.48%	71.71%	-1.77%
<b>Verbal Warning</b>	<b>1329</b>	<b>1780</b>	<b>33.94%</b>	<b>1063</b>	<b>1280</b>	<b>20.41%</b>
percent	21.93%	25.60%	3.67%	26.52%	28.29%	1.77%
<b>Total</b>	<b>6059</b>	<b>6953</b>	<b>14.75%</b>	<b>4009</b>	<b>4525</b>	<b>12.87%</b>

\*\*note that % change of a percent is not uniform; % increase/decrease noted by % difference, not % change.

\*\*note that due to rounding, some totals may not represent 100%



Table 4 - Consent Search Data

	2008			2009			% Change
<b>Total Consent Searches</b>	196			261			33.16%
<b>Total Stops</b>	10,068			11,478			14.00%
<b>Percent of Stops</b>	1.95%			2.27%			0.33%
	Caucasian Drivers			Minority Drivers			
	2008	2009	% Change	2008	2009	% Change	
<b>Total Stops</b>	6059	6,953	14.75%	4009	4,525	12.87%	
<b># of Consent Searches</b>	63	114	80.95%	133	147	10.53%	
percent	1.04%	1.64%	0.60%	3.32%	3.25%	-0.07%	

\*\*note that % change of a percent is not uniform; % increase/decrease noted by % difference, not % change.

	2008		2009		Change
<b>Likelihood of Minority Drivers to Consent to Search</b>	3.19	+3.19 (3.32/1.04)	1.98	+1.98 (3.25/1.64)	-1.21

\*\*Due to rounding, numbers calculated may vary.



**Table 5 – Total Rockford Stops - 2005 -**

Total Rockford Stops	2005		2006		2007		2008		2009	
	12,516		11,646		10,135		10,068		11,478	
	<b>Caucasian Drivers</b>					<b>Minority Drivers</b>				
	2005	2006	2007	2008	2009	2005	2006	2007	2008	2009
Stops Per Group	7,373	6,367	5,672	6,059	6,953	5,143	5,279	4,463	4,009	4525
Percent of Stops	58.91%	54.67%	55.96%	60.18%	60.58%	41.09%	45.33%	44.04%	39.82%	39.42
Estimated Driving Population	72.90%	72.90%	72.90%	72.90%	72.90%	25.91%	25.91%	25.91%	25.91%	25.91
<b>2009 Disparity Index</b>	<b>0.81</b>	<b>0.75</b>	<b>0.77</b>	<b>0.83</b>	<b>0.83</b>	<b>1.59</b>	<b>1.75</b>	<b>1.7</b>	<b>1.54</b>	<b>1.52</b>

**Table 6 – Estimated Driving Population by Beat**

Beat	Caucasian Population		Minority Population		Total Population	
	Number	Percent	Number	Percent	Number	Percent
1	13,633	80.8%	3,235	19.2%	16,868	100.0%
2	5,476	48.7%	5,764	51.3%	11,240	100.0%
3	1,053	17.4%	4,994	82.5%	6,047	99.9%
4	1,538	29.9%	3,610	70.1%	5,148	100.0%
5	9,109	76.7%	2,764	23.2%	11,873	99.9%
6	4,661	63.6%	2,664	36.4%	7,325	100.0%
7	7,244	79.9%	1,818	20.2%	9,062	100.1%
8	18,020	89.5%	2,115	10.5%	20,135	100.0%
9	16,741	83.0%	3,420	17.0%	20,161	100.0%
10	7,269	86.7%	1,116	13.3%	8,385	100.0%

\*\*note that all estimated population data from 2000 census; Beat population estimates based on Census Tracts.



## TRAFFIC STOP DATA

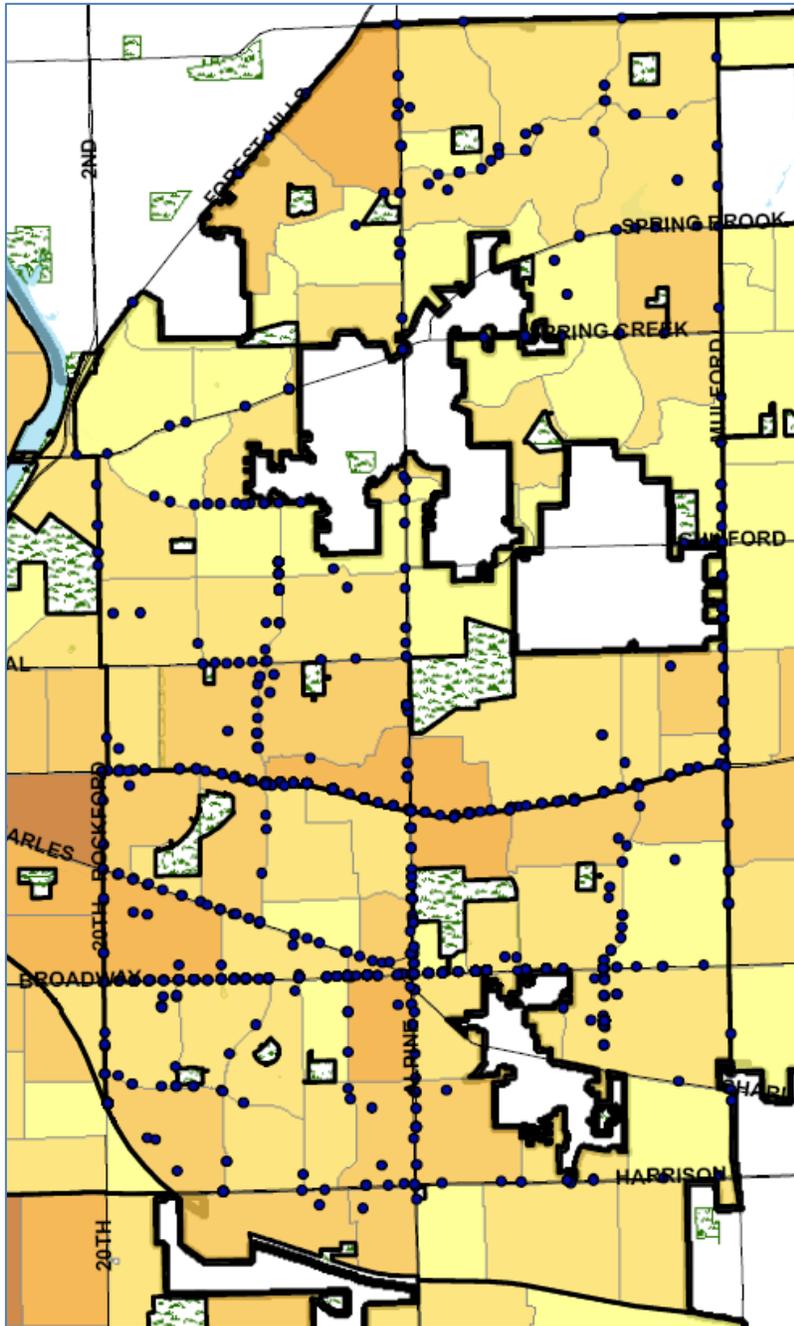
Table 1 is a general representation of the City of Rockford's Traffic Stop Data. This table is a compilation of all traffic stops recorded in the entire city to show the proportion of the driving population in relation to the drivers stopped. An index of 1.00 would be equal representation. A score lower than 1.00 would be under representation of the specified population. A score greater than 1.00 would indicate overrepresentation of the specified population.

In Rockford, there were 4,525 stops of Minority drivers, which is 39.42% of all recorded Traffic Stops. Minorities account for an estimated 25.91% of the city of Rockford's population. The ratio for Rockford Minority drivers is 1.52.

One factor that contributes to the disparity is geographic location of stops. Beats 4 & 6 not only have the highest crime rate and police concentration, but also have more balanced disparity index along with beats 2 & 3. The ratio of the percent of Minorities stopped to the percent population becomes more stable in those beats. Considering departmental resources and Minority population by beat, Minority drivers are stopped more proportionally in beats 2, 3, 4, & 6, where more resources are located, than when looking at the city as a whole. The city's average demographics do not reflect demographics of the reporting beats. It is imperative to look at the Beats individually by their defining characteristics, rather than making a generalization based on the city as a whole. (Appendix 2)

Another geographic variable mentioned previously is the main geographic roads that connect Rockford's west side of the river to the east side of the river. Beats 8 and 9 had the greatest disparity in numbers of 2.38 & 1.76 (Appendix 2). Beats 8 and 9 are also the areas that contain Riverside Blvd., Spring Creek, & East State Street where there is high connectivity from West to East Side. Even Rural Street is used to commute from downtown and the East side of Rockford. Many traveling from the West Side of town to the East Side for work, doctor appointments, community college, and shopping would most likely use these roads. Spring Creek has a flow of traffic that stops at every northwest main road on the East side of Rockford. East State and Riverside are the roads with chain restaurants, & commercial business, as well as access to I-90.





Using the Environmental Systems Research Institute (ESRI) mapping software, it can be seen that most of the Beats 8 and 9 stops conducted were on one of the main veins of travel. Alpine Road connects the North side of Rockford and even neighboring towns such as Loves Park to the East State Street Shopping district. The demographics for Beats 8 and 9 show a minority population of 10.5% and 17% (Table 6). It is clear that there may be other contributing factors to these stops that may influence the driving population. The 2000 Census estimates may not be an accurate representation of Beats 8 and 9. It is clear that outside residents take advantage of the easy travel within these beats. In 2009, it can be seen that a majority of drivers stopped in Beats 8 and 9 were not residents of 8 and 9. In fact, approximately 20% were not listed as City of Rockford residents. With the amount of travel, it would not be currently possible to note the number of Caucasians or Minorities that drive in this area on any given day with the given parameters of the study. It should be noted that the population estimates are

based on 2000 census data. Population demographics change over time. Population will also shift based on the season as well. Christmas shopping and school seasons will change the amount of people on the road and in the shopping districts.





## CONCLUSION

Although some disparity in numbers is present, the analysis is complex. In 2009, we recorded approximately 1,410 more drivers than 2008; a 14.00% increase. With this increase, there are more stops to assess.

Data in 2009 indicated a decrease in the disparity of Minority stops in Rockford by .02. There is a concern in analyzing the specific beats within the City of Rockford to ensure accuracy in the reflection of the population. One factor may be that Beat Six has a higher percent Minority driving population and Beat Four has a significantly higher Minority driving population. Beginning in 2006 through present, Beats Four and Six were locations where special enforcement details were implemented. This may include saturation in geographical areas such as Weed & Seed, the Alternative Drug Program (ADP), and the Seasonal Crime Initiative. This also may increase police presence in neighborhoods. With this enforcement continuing through 2009, this may have had an effect on the Minority drivers stopped.

Another concern for 2009 is the distance it is from the 2000 U.S. Census. Cities and demographics change over the years. There has been increased development in the City of Rockford as well as neighboring communities. With growth comes change, and it should be noted that the population provided from the U.S. Census is data from 2000.

We will continue to monitor and assess the driver stops based on the benchmark issued from Northwestern University. With access to continuous data analysis in 2010, the Rockford Police Department will further track the data as it comes in.

Additional effort will be made to analyze individual officer traffic stops. This is a fairly complex undertaking by the Department. Research on the best ways to analyze individual traffic data continues. There are many factors that contribute to an individual's work in traffic stops. Some of the mitigating factors could be beat location, demographics, population, crime rate, Weed & Seed Official Enforcement Zones, tactical operations, officer assignment, and individual productivity.

The Department will continue its annual cultural diversity training and periodic review of the department's policy of bias-free policing. Awareness of culture, difference, and personal accountability will be key factors in having a Department dedicated to the community it serves, and enhancing community relationships.

The long-term goals of this study are to fully understand and investigate how the Traffic Stop Data relates to the operational mission of the Department. In 2006, the Rockford Police Department implemented a NetRMS computer-based Records Management system to gather the most recent and accurate data for the department. Now with multiple years of data, comparative information is available. We are also recognized as an official National Incident-Based Reporting System (NIBRS) agency reporting statistics to aid in more qualitatively functional data for crime analysis. Capturing better data with improved methods of analysis will help in the future with Traffic Stop Reporting. Moving forward, the Department expects to learn much from the data, interdepartmental discussion and its relationship with the community. Racial profiling is a very complex issue from a community and Departmental standpoint. In the years to come, the



Rockford Police Department will continue to be diligent about research, analysis, and accountability of the Department.



**Appendix 1**

2009 Offenses by Beat						
Beat	Group A Offenses		Group B Offenses		Total Criminal Offenses	
	Number	Rate	Number	Rate	Number	Rate
1	2,822	130.2	1,486	68.6	4,308	198.8
2	2,217	144.4	2,000	130.3	4,217	274.7
3	1,638	195.9	1,154	138.0	2,792	333.9
4	3,002	403.5	2,211	297.2	5,213	700.8
5	2,350	153.3	1,886	123.0	4,236	276.3
6	3,131	312.0	2,510	250.1	5,641	562.1
7	2,541	216.1	1,288	109.5	3,829	325.7
8	1,848	75.2	1,030	41.9	2,878	117.1
9	2,347	93.3	1,472	58.5	3,819	151.8
10	1,483	142.2	713	68.4	2,196	210.6

\*\*NIBRS data obtained from NetRMS.

\*\*note that all estimated population data from 2000 census; Beat population estimates based on Census Tracts.



**Appendix 2**

Beat	Caucasian								Minorities								Total Stops by Beat			
	2008				2009				2008				2009				2008		2009	
	# Stopped	% Stopped	% Pop	Disparity	# Stopped	% Stopped	% Pop	Disparity	# Stopped	% Stopped	% Pop	Disparity	# Stopped	% Stopped	% Pop	Disparity	# Stopped	% Stopped	# Stopped	% Stopped
1	800	64.8%	80.8%	0.80	954	67.6%	80.8%	0.84	434	35.17%	19.2%	1.83	458	32.44%	19.2%	1.69	1234	12.3%	1412	12.3%
2	522	42.3%	48.7%	0.87	676	45.2%	48.7%	0.93	711	57.7%	51.3%	1.12	818	54.8%	51.3%	1.07	1233	12.2%	1494	13.0%
3	166	44.1%	17.4%	2.54	204	41.0%	17.4%	2.35	210	55.9%	82.5%	0.68	294	59.0%	82.5%	0.72	376	3.7%	498	4.3%
4	222	32.0%	29.9%	1.07	240	30.3%	29.9%	1.01	472	68.0%	70.1%	0.97	552	69.7%	70.1%	0.99	694	6.9%	792	6.9%
5	1365	66.0%	76.7%	0.86	1143	62.0%	76.7%	0.81	703	34.0%	23.2%	1.47	702	38.0%	23.2%	1.64	2068	20.5%	1845	16.1%
6	707	54.1%	63.6%	0.85	930	58.9%	63.6%	0.93	599	45.9%	36.4%	1.26	649	41.1%	36.4%	1.13	1306	13.0%	1579	13.8%
7	385	66.5%	79.9%	0.83	454	65.1%	79.9%	0.82	194	33.5%	20.2%	1.66	243	34.9%	20.2%	1.73	579	5.8%	697	6.1%
8	666	75.0%	89.5%	0.84	694	75.0%	89.5%	0.84	222	25.0%	10.5%	2.38	231	25.0%	10.5%	2.38	888	8.8%	925	8.1%
9	650	66.5%	83.0%	0.80	834	70.1%	83.0%	0.84	327	33.5%	17.0%	1.97	356	29.9%	17.0%	1.76	977	9.7%	1190	10.4%
10	576	80.8%	86.7%	0.93	824	78.8%	86.7%	0.91	137	19.2%	13.3%	1.44	222	21.2%	13.3%	1.60	713	7.1%	1046	9.1%
City	6059	60.2%	72.9%	0.83	6953	60.6%	72.9%	0.83	4009	39.8%	25.9%	1.54	4525	39.4%	25.9%	1.52	10068	100.0%	11478	100.0%

