

FEBRUARY 2014

Stop-and-Frisk: A First Look

Six Months of Data on Stop-and-Frisk Practices in Newark

A Report by the American Civil Liberties Union of New Jersey

WRITTEN BY

Udi Ofer, Executive Director, ACLU-NJ Ari Rosmarin, Public Policy Director, ACLU-NJ



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Introduction

Since our founding in 1960, the American Civil Liberties Union of New Jersey (ACLU-NJ) has fought vigorously to ensure that the Newark Police Department respects and upholds the civil rights and civil liberties of all Newarkers while keeping the city safe. We have partnered with the police department to create policy reforms to advance both safety and liberty, and when needed, we have filed civil rights lawsuits and sought intervention from outside entities like the United States Department of Justice to review departmental practices and investigate patterns of abuse.¹

As part of this work, the ACLU-NJ has monitored the Newark Police Department's use of the controversial tactic known as "stop-and-frisk." The United States Supreme Court gave the green light for the use of this tactic in 1968 in the case of *Terry v. Ohio*, but not without placing strict limitations on how and when police can use it. Police officers may stop a person only when they have individualized and reasonable suspicion of a crime. They may pat down the outer layers of the person's clothing following a lawful stop only when they reasonably suspect that the person is armed and poses a danger to the officer's safety.

Unfortunately, since the *Terry* decision, and particularly over the past 20 years, stop-and-frisk has become an all-too-common tactic relied on by police departments, particularly while patrolling low-income communities of color. It has been used with great frequency against innocent people, inflicting humiliation on community residents and greatly damaging police-community relations. As the United States Supreme Court recognized more than 45 years ago in its *Terry* decision, a frisk is a "frightening, and … humiliating experience."

In cities like New York City, Philadelphia, and Los Angeles, robust conversations between community members, elected officials, and the police have taken place about whether the tactic is being abused and whether or not it makes neighborhoods safer. With the publication of this study, we hope to begin this conversation in Newark, New Jersey's largest city.

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¹ In 2010, the ACLU-NJ filed a petition with the United States Department of Justice to appoint a federal monitor to oversee the Newark Police Department. As of this writing, news reports indicate that the Justice Department will be responding to the ACLU-NJ's petition by appointing such a monitor.

The following study constitutes the first public analysis of stop-and-frisk practices in Newark. The data analyzed here come from the Newark Police Department's Transparency Policy, adopted on July 8, 2013 at the urging of the ACLU-NJ. Under this policy, the Newark Police Department is required to post monthly statistics on its website detailing the number of stops, frisks, and searches citywide, disaggregated by various characteristics, including race, gender, age and limited English proficiency. The Department also releases information on the number of internal affairs complaints it received and the number of times it used force in an incident. Former Newark Mayor and current United States Senator Cory Booker and former Newark Police Director Samuel DeMaio issued the policy and we commend them for their commitment to ensuring greater transparency in police practices in Newark.

This analysis is based on six months of reports, the full second half of 2013, released by the Newark Police Department under the new Transparency Policy, and focuses on the stop-and-frisk data components of the policy. The study compares Newark to its close neighbor to the east, New York City, whose stop-and-frisk practices have been the subject of much criticism and media attention. We made this comparison in order to put into perspective the six months of data reported by the Newark Police Department.

We hope that this study will both lead the Newark Police Department to address the concerns raised by the data that have already been reported, and to begin reporting, as soon as possible, all of the data required under its Transparency Policy, including information on the reasons behind the stops and the charges that accompany arrests and summonses. The Newark Police Department has already promised to begin reporting some of the missing data, and continues to be an ongoing partner in fully implementing the Transparency Policy and ensuring that the policy is the most comprehensive in the country. We have confidence that the Transparency Policy will be fully implemented.

While six months of stop-and-frisk data is insufficient to draw definitive conclusions about the Newark Police Department's stop-and-frisk practices, the ACLU-NJ believes that the initial concerns raised by these data are strong enough to warrant corrective actions now.

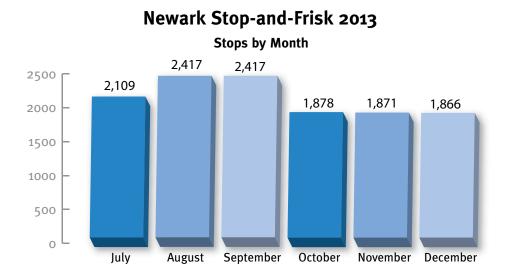
This study has three primary findings on stop-and-frisk activities in Newark from July to December 2013:

- (1) High volume of stop-and-frisks. Newark police officers use stop-and-frisk with troubling frequency. In Newark today, police officers make 91 stops per 1,000 residents. Last year in New York City, the NYPD made 24 stops per 1,000 residents. In the final six months of 2013, the NYPD made approximately 8 stops per 1,000 residents, compared to Newark's 91 stops per 1,000 residents during the same period.
- (2) Black Newarkers bear the disproportionate brunt of stop-and-frisks. Although black Newarkers represent 52 percent of the city's population, they make up 75 percent of all stops. The disparities between stops of black Newarkers and white Newarkers are probably even higher than the data currently reveals given that the Newark Police Department did not report data on stops of Latino residents during the six months analyzed in this report, meaning that the number of white individuals stopped in the data is likely inflated.
- (3) The majority of people stopped are innocent. Twenty-five percent of people stopped by the Newark Police Department are arrested or issued a summons. In other words, three out of four people stopped in Newark, including many who face interrogation and a frisk, have been determined by the police to be innocent of any wrongdoing. While such an innocence rate is lower than in New York City, this high rate of innocence still raises significant concerns about police department overuse of its stop-and-frisk authority.

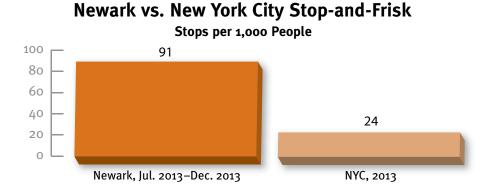
The study concludes with a series of recommendations for greater compliance with the Newark Police Department's Transparency Policy and for ensuring that stop-and-frisk abuses do not take place, including by establishing permanent civilian oversight over the police department through a strong Civilian Complaint Review Board and Inspector General's Office. An Appendix is also included with additional data on stop-and-frisk activities in Newark, including by precinct, age, and sex.

I. High Volume of Stops

The Newark Police Department made an average of 2,093 stops per month during the second half of 2013. The number of stops peaked in August and September at 2,417 and reached its lowest point in December at 1,866.

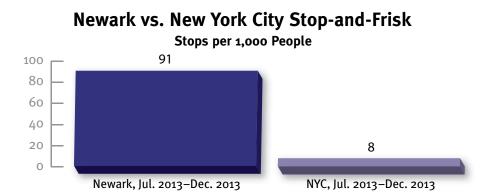


It appears that the Newark Police Department is making significantly more stops per capita than the NYPD, its neighbor to the east, did in 2013.² In all of 2013, the NYPD made 24 stops per 1,000 residents, compared to Newark's rate of 91 stops per 1,000 residents in the last six months of 2013.

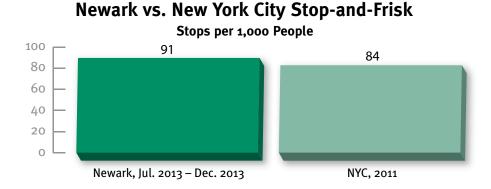


² Although required under the Newark Police Department's Transparency Policy, it is unclear whether the first six months of reported data include stops of motor vehicles, in addition to pedestrian stops. The reports do not indicate a specified number of motor vehicle stops. It appears that New York City's data does not include motor vehicle stops.

When comparing the final six months of 2013 in New York City to the final six months of 2013 in Newark, the differences are stark: the NYPD made approximately 8 stops per 1,000 residents from July to December 2013, while Newark conducted 91 stops per 1,000 residents over the same time period.



In 2011, at the peak of New York City's stop-and-frisk controversy, the NYPD made 84 stops per 1,000 residents, which is lower than the Newark Police Department's rate of 91 stops per 1,000 residents. However, it is possible that with the inclusion of vehicular stops, New York City's rate at its peak would have been similar to or higher than Newark's. More data are needed on whether vehicular stops are included in Newark's reported data, and if so, how many of the total stops reported are of vehicles.



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II. Racial Disparity

Although black Newarkers comprise 52 percent of the city's population, they make up 75 percent of total stops by the Newark Police.3

Based on 2010 U.S. Census data, black Newarkers appear to be significantly over-stopped, while white Newarkers appear to be slightly under-stopped. However, the Newark data may be understating the disparities by overstating the number of white stops. For the first six months of Transparency Policy reporting, the Newark Police Department did not report data on how many stops were of Latino residents. The department, in response to concerns raised by the ACLU-NJ, began to report data on Latino stops beginning in 2014. Because Latino/Hispanic data was not reported from July to December 2013, the number of stops of "white" individuals is likely inflated, as some officers likely classified Latino as "white" based on the available recordkeeping options.

CENSUS 2010 DATA: RACE OF ANY ORIGIN

Population of Newark: 277,140

White 26.3% (White not-Hispanic: 11.6%, White Hispanic: 14.7%)

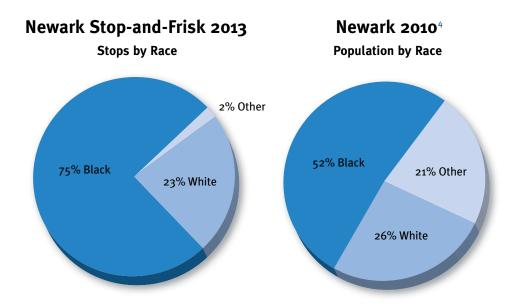
Black 52.4% (Black not-Hispanic: 49.8%, Black Hispanic: 2.5%)

Another race 21.3%

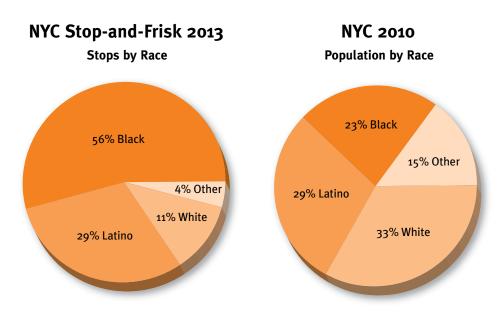
These figures include 34% of Newark's population who identify

as Hispanic/Latino.

³ Not all of the stops that are reported by the Newark Police Department include demographic information. For example, seven percent of stops during the six months analyzed in this study did not include information on the race of the person stopped. Therefore, this study analyzes the racial breakdown of the 93 percent of stops conducted by the Newark Police Department between July and December 2013 that included racial demographic information about the person stopped.



In New York City in 2013, 56 percent of NYPD stops were of black people, while black New Yorkers made up only 23 percent of New York City's population. In 2010, the disparity in New York City was smaller than in 2013, but still contributed significantly as the basis for a federal judge's decision in 2013 that the NYPD's stop-and-frisk program constituted a "policy of indirect racial profiling." *Floyd, et al v. City of New York*, 2013 WL 4046209 at *72 (Aug. 12, 2013).



⁴ Due to rounding, the numbers reflected above may not add to 100 percent.

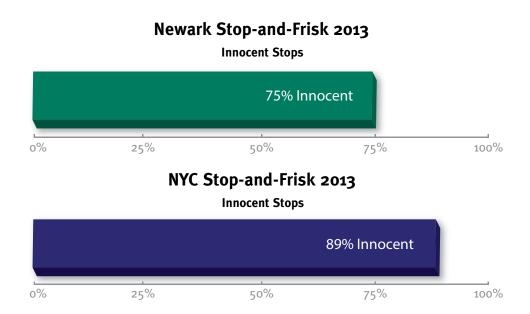
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III. Innocence Rate

Under *Terry v. Ohio*, the U.S. Supreme Court case regulating police use of stopand-frisk, police officers may stop a person only when they have individualized and reasonable suspicion of a crime. Therefore, the "innocence rate" of police stops offers one important window to determining whether police officers are using stop-and-frisk only in situations of *bona fide* reasonable suspicion, or whether officers are making stops based on other factors, such as the race or ethnicity of the individual, or in which neighborhood the person happens to be. Examining what percentage of stops result in an arrest or a summons becomes a crucial tool in evaluating the constitutionality, as well as effectiveness, of stop-and-frisk practices.

In Newark, 75 percent of stops involve innocent individuals. Only one out of four individuals stopped by the Newark Police Department is arrested or issued a summons. From July to December 2013, thousands of people in Newark were stopped, questioned by police, and many undoubtedly were also frisked, even though they were completely innocent.

While Newark's innocence rate during the study period is lower than New York City's—nearly nine out of 10 stops by the NYPD in 2013 were of completely innocent people—Newark's rate nonetheless raises significant concerns.



IV. Recommendations

The ACLU-NJ acknowledges that six months of data may be insufficient to draw definitive conclusions about the Newark Police Department's stop-and-frisk practices. However, with more reporting and full police department implementation of the Transparency Policy, we will be able to develop a more comprehensive picture of stop-and-frisk activity in Newark.

We commend the Newark Police Department and former Police Director DeMaio for their commitment to keeping the public informed about policing activity in Newark. However, key components of the Transparency Policy have yet to be implemented. In particular, the Newark Police Department must enhance its data reporting practices in the following ways:

- Report data on the reasons for stops. Without information on why a police
 officer stops a particular individual, it will remain difficult for the public
 to assess whether the police department is abusing its stop-and-frisk
 authority. Moreover, the data reported by Newark must explain whether
 vehicular stops are included in the reporting of stops, and if so, how many of
 the stops were of vehicles.
- Separate summonses and arrests. Reporting of stop-and-frisk data must distinguish between individuals arrested and individuals issued a summons following a stop. Arrests and summonses represent two very different outcomes of a stop, and these data must be separated in order for the public to fully understand the outcomes and effectiveness of stop-and-frisk activities in Newark.
- Identify what charges individuals are being arrested or issued summonses for following a stop. The Newark Police Department should make clear to the public what type of criminal activities are discovered during a stop-and-frisk. It must report the charges that follow a stop.
- Publish data on individuals stopped who have limited English proficiency.
 Immigrants often face difficulties and dangers when interacting with law enforcement. In order to determine the scope and impact of stop-and-frisk activities on immigrant communities, the police department must include data on the number of individuals stopped who had difficulty communicating in English.

In addition to fully complying with the Police Transparency Policy and improving reporting on stop-and-frisk, the City of Newark should also do the following:

- Review its stop-and-frisk practices, and pay particular attention to the high volume, racial disparities, and innocence rate of stops. As outlined in this study, the current data on stop-and-frisk activities in Newark present at least three significant concerns that must be addressed. Given that only six months of data are available for analysis, it is too early to draw definitive conclusions on these indicators. However, sufficient data has been reported to raise serious constitutional red flags. Rather than wait for more evidence to present itself, the City of Newark should act now to review the stop-and-frisk practices of the Police Department.
- Ensure that an appointed federal monitor investigates stop-and-frisk practices. As of this writing, reports indicate that the Justice Department will appoint a federal monitor to oversee the Newark Police Department. The ACLU-NJ welcomes the appointment of a federal monitor, and looks forward to working with the monitor. The determination that a monitor is needed affirms the findings of the ACLU-NJ's 2010 petition to the Justice Department that documented significant longstanding and pervasive problems within the Newark police department that warranted outside intervention.

The federal monitor will likely have many tasks before it but must include a careful review of the concerns highlighted in this study. Specifically, the federal monitor must ensure that the Newark Police Department's stop-and-frisk practices comport with constitutional standards. The monitor must also review any policies and practices that may contribute to the concerns raised here, such as whether a stop-and-frisk quota policy or practice exists within the Newark Police Department.

• Establish independent mechanisms, like a Civilian Complaint Review Board and Inspector General, to monitor police practices. While the ACLU-NJ will always closely review police practices in Newark, it should not require an ACLU-NJ study to draw attention to police abuses. Since the 1960s, Newark communities have been calling for independent oversight of the police department. Independent civilian oversight is an essential component of good policing and good governance. The City of Newark should establish an independent and strong civilian complaint review board (CCRB) to investigate individual acts of police misconduct and discipline police officers when necessary, and an Inspector General's

office to review police policies and practices. Such a permanent structure must outlast any one-time outside intervention, such as by the Justice Department, and is needed for more than stop-and-frisk oversight. Former Mayor Cory Booker called for the establishment of a CCRB during his final state of the city address in 2013. We hope that the City of Newark will implement this commitment.

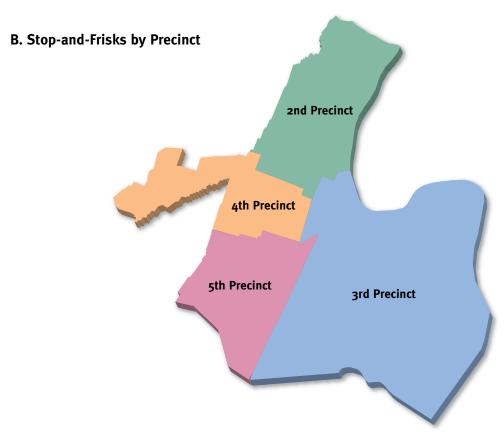
• Require officers to issue "receipts" following a stop: Transparency and accountability are the hallmarks of democratic policing. In order to protect Newarkers and the police, officers should provide individuals stopped with a receipt or business card after each stop that includes the officers' names and badge numbers, the time and location of the stop, and a brief explanation of the reason for the stop. This straightforward policy change would build trust between officers and the community, help develop a culture of respect, and provide civilians with a record of their encounter with police to enhance accountability.

Appendix⁵

A. Stop-and-Frisks by Month

	July	August	September	October	November	December	TOTAL
Total Stops	2,109	2,417	2,417	1,878	1,871	1,866	12,558
Black	1,527 (79%)	1,748 (75%)	1,729 (77%)	1,247 (72%)	1,218 (70%)	1,300 (75%)	8,769 (75%)
White	376 (20%)	482 (21%)	487 (22%)	460 (27%)	493 (29%)	428 (25%)	2,726 (23%)
Another Race	24 (1%)	110 (5%)	41 (2%)	17 (1%)	18 (1%)	15 (1%)	225 (2%)
Male	1,514 (75%)	1,802 (77%)	1,814 (77%)	1,371 (75%)	1,372 (75%)	1,374 (76%)	9,247 (76%)
Female	514 (25%)	546 (23%)	544 (23%)	461 (25%)	453 (25%)	435 (24%)	2,953 (24%)
Arrest/Summons	568 (27%)	679 (28%)	560 (23%)	485 (26%)	435 (23%)	447 (24%)	3,174 (25%)
Frisks	-	577 (24%)	470 (19%)	498 (27%)	374 (20%)	338 (18%)	2,257 (22%)
2nd Precinct	311 (15%)	346 (14%)	469 (19%)	485 (26%)	421 (23%)	324 (17%)	2,356 (19%)
3rd Precinct	490 (23%)	629 (26%)	617 (26%)	452 (24%)	560 (30%)	530 (28%)	3,278 (26%)
4th Precinct	490 (23%)	581 (24%)	498 (21%)	375 (20%)	357 (19%)	351 (19%)	2,652 (21%)
5th Precinct	818 (39%)	861 (36%)	833 (34%)	566 (30%)	533 (28%)	661 (35%)	4,272 (34%)
Ages 11-20	153 (8%)	171 (8%)	150 (7%)	144 (8%)	129 (7%)	114 (6%)	861 (7%)
Ages 21-30	565 (28%)	583 (26%)	640 (28%)	477 (26%)	457 (25%)	481 (27%)	3,203 (27%)
Ages 31-40	438 (22%)	580 (26%)	572 (25%)	408 (22%)	435 (24%)	420 (24%)	2,853 (24%)
Ages 41-50	523 (26%)	554 (24%)	577 (25%)	415 (23%)	468 (26%)	455 (26%)	2,992 (25%)
Ages 51-60	268 (14%)	309 (14%)	310 (13%)	291 (16%)	262 (14%)	258 (15%)	1,698 (14%)
Ages 61-70	33 (2%)	66 (3%)	45 (2%)	78 (4%)	50 (3%)	41 (2%)	313 (3%)
Ages 71-80	5 (0%)	9 (0%)	9 (0%)	7 (0%)	6 (0%)	8 (0%)	44 (0%)

⁵ Each month, the data reported by age, sex, and race fall short of the total number of stops. That is, each month, there is data missing for demographic categories. Percentages reported here reflect the category's representation out of total reported data.



	2nd Precinct	3rd Precinct	4th Precinct	5th Precinct	TOTAL
Total Stops	2,356	3,278	2,652	4,272	12,558
Black	1,291 (59%)	1,826 (62%)	2,310 (92%)	3,342 (82%)	8,769 (75%)
White	836 (38%)	1,045 (35%)	164 (7%)	681 (17%)	2,726 (23%)
Another Race	53 (2%)	80 (3%)	33 (1%)	59 (1%)	225 (2%)
Male	1,850 (80%)	2,576 (81%)	1,976 (77%)	2,845 (69%)	9,247 (76%)
Female	472 (20%)	590 (19%)	586 (23%)	1,305 (31%)	2,953 (24%)
Arrest/Summons	675 (29%)	731 (22%)	895 (34%)	873 (20%)	3,174 (25%)
Frisks	571 (28%)	498 (18%)	471 (22%)	717 (21%)	2,257 (22%)
Ages 11-20	211 (9%)	242 (8%)	166 (7%)	242 (6%)	861 (7%)
Ages 21-30	678 (30%)	809 (26%)	740 (29%)	976 (24%)	3,203 (27%)
Ages 31-40	539 (24%)	740 (24%)	570 (23%)	1,004 (25%)	2,853 (24%)
Ages 41-50	485 (21%)	767 (25%)	633 (25%)	1,107 (27%)	2,992 (25%)
Ages 51-60	272 (12%)	469 (15%)	357 (14%)	600 (15%)	1,698 (14%)
Ages 61-70	70 (1%)	73 (1%)	60 (1%)	110 (1%)	313 (3%)
Ages 71-80	6 (0%)	12 (0%)	5 (0%)	21 (1%)	44 (0%)
Ages >80	o (o%)	1 (0%)	o (o%)	3 (0%)	4 (0%)

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C. Newark Police Department Transparency Policy



NEWARK POLICE DEPARTMENT GENERAL ORDER



SUBJECT: Transparency Policy		GENERAL ORDER NO. 2013-03
SUPERCEDES:	DATED:	SECTION CODE:
New	July 8, 2013	S-3

I. Purpose

The purpose of this policy is to affirm the commitment in continuing to develop positive relations between the Newark Police Department and the community. It is a fundamental principle that the public's trust and cooperation is essential to the Newark Police Department's effectiveness. This symbiotic relationship elevates and solidifies the legitimacy of the department. The Department cannot prevent future crimes without commitment and cooperation from the community and conversely, the community cannot create an atmosphere of stability and safety without the department's efforts. Essentially, the police are the community and the community is the police. It is therefore imperative that the actions of the department be as public and transparent to the community as possible. Transparency is the clear and simple act of sharing information. The Newark Police Department is committed to the transparent information sharing process. The enormous positive impact on police image in the eyes of the community will foster greater cooperation and provide a greater measure of accountability.

II. Policy

It is the policy of the Newark Police Department to gain public trust and confidence through transparency of police work. Public confidence is essential to effective policing and this confidence can be gained through information sharing. Maintaining strong ties between the Newark Police Department and the community is of paramount importance in keeping the City safe.

III. Procedure

The Newark Police Department shall, on a monthly basis, post on the official Newark Police website a statistical report for the following activity:

- 1. Field Inquiry Reports
- 2. Use of Force Reports
- 3. Internal Affairs Data

This information shall be supplied to the Detective Bureau/Criminal Intelligence Section by the Office of Professional Standards. The data shall be received by the tenth of every month and posted on the Newark Police website by the fifteenth of every month. The data reported shall be for the prior month and year-to-date figures shall also be maintained.

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The Office of Professional Standards shall also forward a copy of the data to the Office of the Police Director quarterly. The Office of the Police Director shall prepare a report to the Mayor and a copy forwarded to the Business Administrator.

IV. Data Collection

- A. In accordance with the Newark Police Department's longstanding practice of recording data on all stops to individuals made, in its Field Inquiry Reports and Use of Force Reports, the Newark Police Department affirms its commitment to continuing the development of positive relations between the Newark Police Department and the community, and will continue to record the following information:
 - 1. The date, time, location and police sector of the stop;
 - The perceived race, gender, and age of the person being stopped, provided that the identification of these characteristics shall be based on the observations and perceptions of the Newark Police Department officer making the stop and the information shall not be requested of the person stopped, unless otherwise required by law;
 - 3. An explanation of the reason for the stop;
 - 4. Whether a frisk of the individual took place as a result of the stop, and an explanation of the legal justification for the frisk;
 - Whether a search (beyond a frisk) of the individual or, if applicable, the vehicle, took place as a result of the stop, and an explanation of the legal justification for the search;
 - 6. The scope of any search conducted;
 - Whether any contraband was discovered or seized in the course of the search, and if so, the nature of the contraband;
 - 8. The disposition of the stop, such as a warning, a summons, or an arrest;
 - If a summons was issued or an arrest made, the violations, offenses, or crimes charged;
 - 10. Whether any force was used during the stop, frisk, or search, and the type of force used;
 - The name and badge number of all Newark Police Department officers involved; and
 - The name and badge number and agency of any other law enforcement officials involved.

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V. Reporting

- A. The following information shall be made available to the public regarding the Newark Police Department's Field Inquiry Reports:
 - 1. The total number of stops, frisks, and searches citywide;
 - 2. The number of stops, frisks, and searches for each police sector;
 - A breakdown of the number of stops, frisks, and searches by race, gender, age, limited English proficiency and interpretive assistance, and students for each police sector;
 - The number of individuals who received a summons or were arrested as a result of a stop in each police sector;
 - A breakdown by race, gender and age of the individuals issued a summons or arrested as a result of a stop in each police sector;
 - An explanation of the reason for the stop, frisk, or search for each police sector;
 - The number of frisks and searches, in each police sector, which resulted in the discovery of contraband, and the specific contraband found, broken down by race, gender, age and legal justification.
- B. The following information shall be made available to the public regarding Newark Police Department's use of force reports:
 - Total number of Use of Force incidents and a description of the force used therein;
 - 2. Total number of officers involved;
 - 3. Number of officers injured, hospital, killed;
 - 4. Number of suspects injured, hospital, killed;
 - 5. Breakdown of suspect gender and race;
 - 6. Breakdown of suspect actions.

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- C. The following information shall be made available to the public regarding the Newark Police Department's Internal Affairs Data:
 - 1. Number of Citizen Complaints Received
 - 2. Number of Citizen Complaints:
 - a: Sustained
 - b. Administratively Closed
 - c. Exonerated
 - d. Not Sustained
 - e. Unfounded
 - 3. Number of Departmental Complaints Received
 - 4. Number of Departmental Complaints
 - a: Sustained
 - b. Administratively Closed
 - c. Exonerated
 - d. Not Sustained
 - e. Unfounded
 - 5. Advocate Unit shall provide:
 - a. Number of hearings held.
 - b. Number of Officers disciplined
 - Types of Discipline (total reprimands, total suspension days, total terminations, etc...)

VI. Command Responsibilities

- A. The Commander of the Advocate Unit shall be responsible to ensure the required summary information is forwarded to the Office of Professional Standards by the fifth of every month.
- B. The Commander of the Office of Professional Standards shall be responsible to ensure the required summary information is forwarded to the Detective Bureau/Criminal Intelligence Section by the tenth of every month.

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- C. The Commander of the Office of Professional Standards shall be responsible to ensure the summary information is forwarded to the Office of the Police Director on a quarterly basis. This summary information will then be forwarded to the Office of the Mayor and a copy to the Business Administrator.
- D. The Commander of the **Detective Bureau/Criminal Intelligence Section** shall ensure the required summary information is posted on the Newark Police Website by the fifteenth of every month.

SAMUEL A. DEMAIO
POLICE DIRECTOR

BY ORDER OF:

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