

RACIAL PROFILING: PERSPECTIVES OF KANSAS LAW ENFORCEMENT OFFICERS

An Analysis

Submitted

to

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Conducted By

Michael L. Birzer

School of Community Affairs
Wichita State University

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I think many minorities have family or friends that have told them about bad experiences they have had with the police. It may be the only bad experience . . . but it's that one bad experience that they will remember and that's powerful to them.

-A Veteran Kansas Law Enforcement Officer

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EXECUTIVE SUMMARY

The researcher was commissioned by the Kansas Department of Transportation (KDOT) to examine Kansas law enforcement officers' perspectives of the racial profiling controversy.

Research Objectives

1. Assess the current state of racial profiling/biased based police training through the lens of law enforcement officers.
2. Develop an understanding of how officers who are accused of racial profiling during a traffic stop handle such allegations.
3. Identify and describe why officers think minority citizens believe the police engage in racial profiling as reported in national opinion polling.
4. Assess officers' perspective on the themes identified by minority citizens in the Phase One research.¹
5. Describe officers' perspectives as it relates to (a) the initial vehicle observation, (b) the decision to stop, and (c) establishing a pre-textual basis for the stop.²
6. Describe officers' perspective of what should be done in order to begin to resolve the perception of racial profiling among the minority citizenry.

The Study

Over the course of 18 months in-depth interviews and focus group discussions were held with 61 selected Kansas law enforcement officers from 15 law enforcement agencies in regards to racial profiling. From interviews and focus group discussions, several common themes were identified that describe and add insight into law enforcement perspectives of racial profiling.

Being Accused of Racial Profiling

Thirty-nine law enforcement officers (64%) out of the 61 participating in this study reported they have been accused of racial profiling on at least one occasion during a motorist stop. Several officers reported they have been accused of racial profiling on more than one occasion. Officers indicated when they were accused of racial profiling, it was almost always

¹ Phase one research was commissioned by the Kansas Department of Transportation and the Governor's Task Force on Racial Profiling in 2010 to examine minority citizens' experience with what they believe to be racial profiling.

² Understanding police decision making as it pertains to pretext stops is important in order to fully understand the context of the racial profiling controversy and disparities in police stops.

Black citizens who made the accusations. None of the officers reported having had a formal racial profiling complaint filed against them.

Effective Communication

Officers accused of racial profiling during motorist stops indicated they would generally take extra time to thoroughly explain the purpose of the stop to the citizen.

Intimidation

Officers believe that despite these attempts minority motorists made the racial profiling accusation in an attempt to intimidate them. The intimidation theme was described as an attempt by the motorist to get out of the citation. Some officers believe the accusation of racial profiling was made in an attempt to intimidate the officer into thinking that he/she was going to receive a formal racial profiling complaint.

Generational Learning

Officers were asked to discuss national opinion polls that consistently find that a large majority of minority citizens believe law enforcement engages in racial profiling. There were two themes that emerged from this discussion, “Generational Learning” and “Media.”

Generational Learning is what officers describe takes place in many minority families. Minority youth are instructed by family members on what to do if stopped by the police. Some officers indicated that minority youth are taught not to trust the police. Officers suggested that this may result in a built in bias against law enforcement.

Media

Officers believe the media over-report racial profiling and at times sensationalize allegations and other incidents involving the police and the minority citizenry. And, this over-reporting exacerbates the perception of racial profiling. Officers believe some coverage of racial profiling as well as incidents between the police and minority citizens is jaded against the police.

Proactive Policing vs. Racial Profiling

Officers were asked for their perspective regarding the findings of an earlier study that was commissioned by the KDOT that described how minority citizens in Kansas experienced what they believe to be racial profiling. Officers believe that minority citizens mistakenly think that proactive policing is racial profiling.

According to officers, proactive policing is based on behavior cues of individuals. Officers state that they look for certain indicators of crime that they learn from their experiences. Because some minority neighborhoods experience higher rates of crime, officers tend to make more stops and engage in proactive policing to a greater extent in these

neighborhoods often at the request of neighborhood citizens. Consequently, proactive policing may be perceived as constituting racial profiling.

The Pretext Stop

Because research points out that minority citizens find use of the pretext by law enforcement troubling, officers were asked to discuss their use of the pretext stop. Officers consider pretext stops to be part of proactive policing. They asserted that pretext stops are necessary for crime reduction strategies. Nearly all officers participating in this study acknowledged using pretext stops, especially in high crime areas. They were not in favor of providing a race neutral documentation each time they conduct a pretext stop. Officers believe that sufficient documentation is currently recorded on each stop.

Racial Profiling Training

Officers were asked to discuss the racial profiling training they attend as part of annual in-service training. About half of the officers completed the Kansas Law Enforcement Training Center's (KLETC) online biased-based policing training and the other half completed training designed and facilitated by their individual law enforcement agencies. Racial profiling/biased based policing training varied among agencies in terms of length and content. Some officers indicated that racial profiling training is combined with cultural diversity training.

Officers acknowledged that racial profiling training could be made more interactive. They suggested bringing minority citizens and members of the media into racial profiling training and cultural sensitivity training. Officers believe this can potentially clear up misunderstandings about racial profiling vs. criminal profiling and result in an increased understanding on the part of the citizenry.

Solutions

Officers were asked to discuss what has to be done in order to begin to resolve the perception of racial profiling among the minority citizenry. Officers indicated it is imperative to increase non-law enforcement contacts with minority citizens, especially minority youth. Many officers thought community policing strategies may be beneficial in creating positive interaction and enhanced relationships with the minority community.

Officers explained that it is important to educate the public and media about why they (police) do the things they do in certain situations. Officers say that there is a lack of understanding about the complexities of police work on the part of both minority citizens and the media. They believe anything that can be done to increase citizens' understanding of police protocol is important.

Recommendations in Brief

The findings of this study resulted in several recommendations for law enforcement practice. These recommendations are grounded directly from the interview and focus group discussion data. Many of these recommendations underscore *increased non-law enforcement related interaction* with racial minority communities. Many officers believe this is most important, especially positive interaction with minority youth.

- Involve members of the minority community and media in police training sessions pertaining to racial profiling and cultural diversity.
- Make racial profiling training as interactive as possible.
- Implement or enhance existing community policing strategies.
- Implement or increase Citizen Police Academies.
- Increase interaction with minority citizenry, especially minority youth. For example, police sponsored athletic leagues and/or other activities that bring police and minority youth into positive contact with each other is recommended.
- Establish and/or increase opportunities for minority citizens to participate in citizen ride-along programs.
- Establish regular police-community friendly forums and/or meetings in the minority community.
- Officers should recognize the significance the traffic stop has on projecting the perception of racial profiling among racial minority citizens. For a great many minority citizens, the only contact they will have with a police officer is through the traffic stop. Clear communication with the citizen during motorist stops can go a long way in minimizing the perception that race was a factor in the stop.
- If a pretext stop is used and reasonable suspicion is unfounded, communicate to the citizen the underlying reason for the stop. For example, if an officer stops a motorist leaving a high drug area and subsequent to the stop it is determined that the citizen is not involved, explain to the citizen the real motivating reason for the stop.
- Officers should engage in regular self-audits of their stop practices.

SECTION I

Introduction

One of the more perplexing issues facing the criminal justice system today is the allegation that police authorities engage in racial profiling of racial minority citizens. Some observers have accused the police of systematically stopping racial minority motorists simply because of the color of their skin, while police deny these allegations. As a result, many police agencies have voluntarily begun to collect data on their stop practices, and some states have passed legislation requiring police to collect data on who they stop (Birzer, 2015).

What is problematic is that national research addressing racial profiling from the police perspective is scant, and Kansas has no known studies in this regard. The research reported in this technical report investigates racial profiling from the perspective of selected Kansas law enforcement officers.

Background

In 2010, the Kansas Department of Transportation and the Governor's Task Force on Racial Profiling commissioned Dr. Michael Birzer³ to conduct research on minority citizens' experiences with what they believe to be racial profiling by police authorities in the state of Kansas (See Birzer 2010, 2013). The 2010 research will be referred to as "Phase One" throughout this technical report.

Phase One Research

Phase One research represented the first known study in Kansas that explored how minority citizens experience what they believe to be racial profiling. The data revealed six themes that describe minority citizens' experiences with perceived racial profiling. These themes and a brief description are described below.

Theme 1: Emotional/Affective

Citizens spoke about the many emotions they experienced as a result of being stopped by the police for what they believe to be based solely on their race. For many citizens, the stops result in what they describe as long-term emotional distress. The participants spoke of the embarrassment of being stopped by the police. In some cases they were made to stand along the road while their cars were being searched which resulted in a great deal of humiliation for participants. Participants felt a sense of embarrassment

³ Dr. Michael Birzer is director of the School of Community Affairs and professor of criminal justice at Wichita State University. He has conducted both quantitative and qualitative assessments of racial profiling and police stop data. He is the author of nine scholarly books on a wide variety of topics spanning the criminal justice field, including police operations and a recent book on racial profiling published by CRC Press. Dr. Birzer has published over 40 journal articles and numerous book chapters and technical reports. He is regularly called on by law enforcement agencies to assist with assessment, training, and other consultation services.

because they wholeheartedly believe the sole reason for their stop and detention was for driving while “Black/Brown.”

Theme 2: Symbolic Vehicle

In this theme participants describe how they believe the police hold stereotypical beliefs about the type of vehicle that minority citizens drive. For example, citizens revealed if you are, for example, Black, and driving an expensive car, that will attract police suspicion because of the stereotypical belief by police that the vehicle is too expensive for a minority citizen to drive. Citizens highlighted the fact that the make and model along with the appearance of the car they happen to drive will attract police attention. They believe this is because it is perceived by the police as the type of car that a minority would drive. Participants believe the police construct the “symbolic minority vehicle” based on stereotyping. The “symbolic minority vehicle” includes a constellation of customization and apparel such as wheel rims, nice or custom paint job, car that sits low to the ground, window tint, gold around the tag, tag film covers, and the like.

Theme 3: Nature of the Violation

Citizens believe police routinely use what they describe as “petty” and “minor” traffic violations as a pretext to stop them. Forty percent of the stops were for what citizens described as being suspicious, just checking the driver out, and tinted windows. While another 15% report being stopped for a cracked taillight or a defective brake light. Of the 91 stop incidents studied, 59 (65%) of the stops resulted in no traffic citation being issued. Thirty-five (35%) of the stops resulted in a traffic citation or an equipment fix-it ticket being issued. For citizens, this reinforced the racialized aspect of being stopped.

Theme 4: Officer Demeanor

This theme revealed that when minority citizens are stopped by the police, the officer would often “talk down to them.” Citizens revealed they were “treated like criminals” during their contacts with the police. They suggest if police are polite and communicate better with them during the stop, it would minimize many negative perceptions of the police.

According to citizens participating in the study, police officers often delay advising them why they are being stopped. Citizens reported they had to inquire of the officer several times as to why they were being stopped before they were finally given a reason. Citizens find this especially frustrating. They described the officers’ demeanor during a stop as accusatory, demeaning, impersonal, and often hesitant to give an immediate reason for the stop.

Theme 5: Normative Experience

Many minority citizens have accepted racial profiling as what they describe as a “normal” part of life. There is a pervasive feeling among the study’s participants that the chances of being stopped by police authorities simply because of their race or ethnicity is the

norm rather than the exception. While this feeling is widespread among all participants in this study, it was especially prevalent among Black male participants. Black male participants seemed to be much more troubled by their experiences of being stopped by the police. They were much more structural in telling their stories.

Theme 6: Race and Place

Minority citizens believe there is a greater likelihood of being stopped in some geographical areas of the community. For example, they believe they are more likely to be stopped in predominately white and affluent neighborhoods. Many report that they avoid driving through some affluent White neighborhoods for fear of attracting police suspicion. Participants believe there is a perception among the police that if a minority citizen is driving through an affluent predominately White Neighborhood, they are out of place. Furthermore, participants feel that there is a greater chance of them being stopped in high crime areas including areas targeted by the police for increased enforcement activities.

Implications of Phase One

Phase One research was promising inasmuch that it elucidated the hidden and complex facets of how minority citizens experience racial profiling. The results from Phase One research were presented to Kansas law enforcement authorities including the training staff of the Kansas Law Enforcement Training Center (KLETC). Moreover, the KLETC used the findings, in part, to develop an online biased based policing training curriculum for Kansas Law Enforcement officers.

At the conclusion of Phase One research, a shortcoming was identified and several additional questions were posed for further research. It was recognized that data are currently lacking on police officer perspectives of racial profiling. In order to develop a more comprehensive understanding of the racial profiling controversy, it is important to collect and analyze data from both minority citizens and law enforcement officers.

In 2013, the researcher was commissioned by the Kansas Department of Transportation to conduct a Phase Two study for the purpose of investigating police officer perspectives of the racial profiling controversy. This technical report details nearly 18 months of field research examining law enforcement officers' perspectives of racial profiling.

SECTION II

Phase Two Research Objectives

The research reported in this technical report investigates racial profiling from the perspective of Kansas law enforcement officers. The overarching research question in the Phase Two study was:

- What are Kansas law enforcement officers' perspectives of the racial profiling controversy?

Thus, the purpose of this study was to obtain detailed description of selected law enforcement officers' perspectives of racial profiling. The specific research objectives were to:

1. Assess the current state of racial profiling/biased based police training through the lens of law enforcement officers.
2. Develop an understanding of how officers who are accused of racial profiling during a traffic stop handle such allegations.
3. Identify and describe why officers think minority citizens believe the police engage in racial profiling as reported in national opinion polling.
4. Assess officers' perspectives on the themes identified by minority citizens in the Phase One research.
5. Assess officers' perspectives as it relates to (a) the initial vehicle observation, (b) the decision to stop, and (c) establishing a pretextual basis for the stop.
6. Describe officers' perspectives of what should be done in order to begin to resolve the perception of racial profiling among the minority citizenry.

Several semi-structured discussion questions were developed to shed light on the above research objectives and to stimulate discussion on racial profiling with Kansas law enforcement officers.

SECTION III

Methodology

Research Design

First, it is important to understand in qualitative research studies such as the one reported herein, large numbers of participants are generally not required for analysis purposes. Typically just enough participants are interviewed so that recurring themes can be identified, analyzed, and substantiated (Creswell, 2013; Hesse-Biber & Leavy, 2011; Merriam, 2009).

To examine, understand, and describe the racial profiling controversy from law enforcement officers' perspectives, this study draws on a qualitative research approach. Considering the importance of qualitative research lies partially in exploring participants' experiences with social phenomenon under investigation, the researcher used semi-structured interviews and focus group discussions to gain insights into the issues related to Kansas law enforcement officers' perspectives regarding racial profiling. This approach contributes to the process of constructing research knowledge as the researcher interviews, describes, and interprets law enforcement officers' perspectives of racial profiling.

Law Enforcement Participants⁴

In this study, there were over 100 officers from across the state of Kansas who were interviewed. In the end, interviews and focus groups of sixty-one (61) law enforcement officers from 15 Kansas law enforcement agencies were used in the final data set. These 61 officers were selected because of the rich context of their stories.

All officers were assigned to uniformed patrol duties. The majority were at the rank of police officer. In a very few cases a patrol supervisor such as sergeant or lieutenant and in one case a chief of police of a small agency was interviewed. These 61 officers were either interviewed and/or participated in focus group discussion sessions. Table 1 lists the law enforcement agencies officers were members of at the time they were interviewed.

⁴ In order to preserve anonymity, the names of law enforcement officers were omitted from this report. Likewise, in the told stories/experiences of law enforcement officers presented in this report, the researcher made great effort to protect the identity of the jurisdictions where the experiences occurred. The term "law enforcement officers and/or police officers" is used throughout this report and is inclusive of both municipal police officers and county sheriff's deputies.

Table 1: Law Enforcement Agencies

Andover Police Department
Arkansas City Police Department
Derby Police Department
Dodge City Police Department
Eastborough Police Department
Kansas City Police Department
Newton Police Department
Pittsburg Police Department
Reno County Sheriff's Department
Shawnee County Sheriff's Department
Topeka Police Department
Wichita State University Police Department
Wichita Police Department
Lenexa Police Department
Sumner County Sheriff's Department

The average age of the officers participating in this study was 35. The average years of law enforcement experience was 10.7 which reflects a very seasoned group of officers. The range of experience was from just over 1 year to 30 years. In regards to race and ethnicity, 45 (74%) of the officers were White, 11 (18%) were Black, 4 (7%) were Hispanic, and one participant was Asian. In terms of gender, 55 (90%) were male, and 6 (10%) were female. Table 2 summarizes law enforcement participants in terms of race/ethnicity and gender.

**Table 2: Law Enforcement Participants
Race/Ethnicity and Gender**

	Male	Female	Total
White	34	11	45
Black	11	0	11
Hispanic	4	0	4
Asian	1	0	1
Total	50	11	61

Data Collection and Analysis Procedure

As noted previously, this research involved the use of in-depth interviews and focus group discussions with 61 law enforcement officers from across the state of Kansas. Semi-structured interviews were used because they allowed for the probing of views and opinions where it was desirable for law enforcement officers to expand on their answers. Many officers were interviewed multiple times over an 18 month period. In some cases, officers made contact with the researcher weeks and/or months after the initial interview in order to provide additional information that they believed would assist in shedding light on law enforcement perspectives of racial profiling.

The data analysis procedure used in this study was applied thematic analysis. Applied thematic analysis is a method for identifying, analyzing, and reporting patterns and themes within data (Braun & Clarke, 2006). The analysis involved a five step process: (1) extracting

all significant statements that shed light on the research objectives, (2) coding the data in order to identify emerging themes and their relationships to the research objectives, (3) checking and reviewing themes, (4) defining and naming themes, and (5) checking the validity of themes.

Validity

The validity of the final themes was verified by a process referred to as member checking in qualitative research. That is, the researcher took the themes and interpretations directly back to randomly selected participants to ensure that they were correct and trustworthy. Member checking was initiated early and often in this study.

Homogeneous focus groups and member checks were also conducted throughout the study in an effort to see if there were thematic differences in responses among specifically African American and Caucasian police officers. Moreover, throughout the study the researcher discussed the themes with many racial minority officers who did not directly participate in the study. This additional approach was used to ensure that the themes were (1) trustworthy based on sources outside of the study, and (2) that there was no variation in the themes based on the race of officers.

During the final stages (April 2015) of this study the researcher had the opportunity to provide racial profiling training to 100 Kansas law enforcement officers. These officers represented the following law enforcement agencies: Newton Police Department, Butler County Sheriff's Department, Wichita State University Police Department, Park City Police Department, Reno County Sheriff's Department, Lyon County Sheriff's Department, Sedgwick County Sheriff's Department, and the Augusta Police Department. During these training sessions the themes that were fleshed out of this study were presented to officers in order to further confirm that they are correct and valid. These officers reported in open feedback that the themes make sense and appear to be correct based on their experiences.

SECTION IV

Findings

Discussion Question One

The first discussion question posed to law enforcement officers was as follows: When making a car stop of a minority citizen, have you been accused of stopping the citizen because of their race? If so, how did you handle it?

Thirty-nine officers (64%) out of the 61 officers who were interviewed or participated in focus group discussions indicated they have been accused of racial profiling during a motorist stop on at least one occasion. Several officers said it has happened to them on more than one occasion and a few officers said it has happened to them on many occasions. For example, one Hispanic officer with 18 years of experience said he has been accused of racial profiling at least fifty times. However, he, like the other officers, never had a formal complaint of racial profiling filed against him.

Officers stated it is predominately Black citizens who tend to racialize the stop and accuse them of racial profiling. Although citizens of other races and ethnicities made similar accusations during stops, Black motorists most often accuse them of racial profiling.

There were two major themes that emerged from this discussion question. The first theme was named “Effective Communication,” and the second theme was named “Intimidation.”

Theme: Effective Communication

The Effective Communication theme emerged from a follow up question to those 39 officers who revealed they have been accused of racial profiling during a motorist stop. These officers were asked how they handled such allegations.

Officers related that they went to great lengths to explain the reason for the stop to citizens who accuse them of racial profiling. Officers were in agreement that taking the extra time to communicate the reason for the stop to minority citizens was effective, as one officer put it, “fifty percent of the time.” Officers stated some minority citizens will always believe they were profiled because of their race, and there is nothing they (police) can do to change that.

Listen to how one White male officer with five years of law enforcement experience describes a car stop where he was accused of racial profiling. This excerpt is taken verbatim from the interview memo:

I remember stopping this car for speeding one night. It was late at night and it was dark and I couldn't see the race of the driver. I couldn't see the interior of the vehicle all that well when I made the stop. When I approached I noticed that the driver happened to be a Black male. When I made contact with the driver the first thing he said to me is, “Are you stopping me because I'm

Black?” This kind of threw me just a little and I had to gather my thoughts. I said that I was stopping him because he was speeding. I explained that to him. So what I did was asked him to come back to my police car and I showed him the radar reading. He said something like, “Oh man!” So I’ve gotten this a lot. . . .What I usually do is show them the radar and explain the violation to them. This is something I think that law enforcement can do more of, explain the violation to the motorist, and show them the radar or whatever. That may help out when citizens think they are being stopped because of their race.

Notice how the officer emphasizes the need to take the time to communicate with the citizen the reason for the stop. He then goes on to point out that he believes law enforcement “can do more of,” that is, communicate more effectively with the violator.

Some officers would take the extra time to communicate with a motorist and some officers simply issue the citation and as one officer put it, “go about their way and not care about it.” The insinuation here is that not communicating with the motorist may actually reinforce their (motorists’) belief that they were stopped due to their race.

Similarly, another officer illustrates the importance of effective communication when stopping motorists, especially when the motorist accuses an officer of racial profiling. Like many officers in this study, this particular officer states in his experience it is Black citizens who generally racialize the stop. Here is how this 39 year old White male officer with 11 years of police experience, employed by a mid-sized eastern Kansas police department, describes it:

Yeah when I’ve stopped some minorities, they’ve said that the only reason I’m stopping them is because they are a Black. I’m usually prepared for it. I inform them why they are being stopped. I take extra time and let ’em know why they are being stopped. . . .Some officers don’t care and won’t take a few extra minutes to explain to the citizen why they are being stopped and that’s a problem.

One officer provides additional context to the “effective communication” theme. This particular officer works in an eastern Kansas community. He admits that he has been accused of racial profiling on many occasions during traffic stops. He states:

I’ve been accused of racial profiling probably a dozen times. I usually handle it by letting them know the reason for the stop and try to take the time to explain to them. I always begin a stop with an introduction statement like my name and my department, and then I tell them the reason they are being stopped.

Another 45 year old White male police officer with 20 years of police experience describes it this way:

I’ve been told, “The only reason you are stopping me is because I’m Black.” What I will do is I’ll explain to them the reason I’m stopping you is because I

have you clocked on radar going 10 M.P.H. over the speed limit. . . .The incident I had happened at night and I really had no idea that the driver was Black. You really can't tell who's driving the car at 3:00 o'clock in the morning.

Perhaps the following quote taken from a 36 year old White male police officer with 10 years law enforcement experience provides the best example of the "Effective Communication" theme. This officer is employed by a relatively small police department located in a middle class community.

I'm going to tell you about something that happened to me. I stopped an elderly African American female, well, maybe she wasn't that old. She was probably in her mid-50s or so, and I pulled her over for her brake light being out. So I get out and I say hi I'm officer (name purposely taken out) with the (city name taken out) Police Department, and before I even got it all out she said, "You're stopping me because I'm Black." And I said, no ma'am let me finish, I pulled you over because you have a brake light out. She said, "No that's bull!" She said, "You're pulling me over because I'm Black." I said, no ma'am that's not true. I said, it's for a traffic stop and let me prove it to you. And then I said, but I do need to see your driver's license and proof of insurance and after that I'll prove it to you. She gave me her driver's license and insurance and I had her get out of the car. I walked her to the back of her car and then I went back up and put my foot on the brake and yelled back to her, "See you have a brake light out!" She said, "Oh! Well OK!" She then got back in the car. Then I told her ma'am I didn't even know that you were Black until I came up here and spoke to you. My sole reason to stop you was because of your brake light. So this is how I try to defuse it, to just prove it to the driver. In that incident I was fortunate enough to be able to show her why I was stopping her.

Theme: Intimidation

A follow-up question was asked of those thirty-nine officers who indicated they had been accused of racial profiling was why they thought minority citizens made this allegation during the stop? The discussion that ensued generated a theme named "Intimidation," or as one officer states, "They try to intimidate us into thinking we're going to get a racial profiling complaint filed against us."

According to law enforcement officers, one of the worst things they could be accused of is racial profiling. One officer stated, "It's insulting to be accused of racial profiling. We're just doing our job and then to be accused of racial profiling is just insulting."

The intimidation theme means one of three things. First, citizens allege racial profiling in an attempt to intimidate the officer and get out of the citation. Second, citizens allege racial profiling to direct the officer's attention away from the car because they have something to hide. Third, some citizens racialize the stop to get the officer to "back off of the stop" because they have a suspended driver's license. Only a very few officers indicated that

racial minority citizens allege racial profiling because they genuinely believe they were stopped because of their race.

What follows is an exchange during an interview between the researcher and a 23 year old White male police officer who works for a small police department.

Researcher: Have you ever been accused of racial profiling during a stop of a citizen?

Officer: Yes it's happened to me once.

Researcher: Can you tell me more about it? I mean how you handled it?

Officer: Well, I stopped the car because the driver ran a red light. So I get the car stopped and the driver happened to be an African American male. I mean the first thing he said to me, the first thing out of his mouth was I was stopping him because he's Black.

Researcher: How did you respond?

Officer: What I did then is explain the reason of the stop to him. I advised him that I was stopping him for the running the red light. I just tried to explain to him the reason for the stop. That sometimes is all you can do.

Researcher: Why do think the motorist alleged racial profiling during the stop?

Officer: I think he did it more to make me feel bad. Maybe to make me feel bad or something about the stop or to make me feel sorry for him.

Because a great many officers interviewed believe some minority citizens allege racial profiling during a stop in order to intimidate them, I asked the officer if he thought the racial profiling accusation may have been used as an intimidation factor in order to get out of the traffic ticket. The officer said: "Yes, I think that is what he was trying to do."

In one focus group session a candid discussion developed between the researcher and officers on why some minority citizens allege racial profiling. These officers believe offering a more thorough explanation of the stop will not do much good. They asserted that in some cases when a motorist interjects race, they (motorists) have already made up their minds that they are being stopped because of their race. The officers indicated that in these cases there is nothing the police can do to change that. One officer stated:

After a while, you kind of get tired of hearing it. You just let them know why you're stopping them and that's about all you can do. Sometimes there is no changing their mind.

One Black police officer in his early 30s with six years of experience stated he was accused of racial profiling on one occasion. This officer stopped a car that was driven by a Black male and the accusation of racial profiling was made upon the officer's initial contact with the driver. The officer said when the motorist saw that he was Black, "he backed off of the allegation." The officer believes the motorist made the allegation because he was attempting to get out of the citation.

During one focus group session, a Hispanic officer with 22 years of law enforcement experience made a striking revelation regarding accusations of racial profiling. This officer stated, "I've been accused of racial profiling on several occasions even though I'm a minority." The officer stated as a minority himself, it's embarrassing when a citizen makes an allegation of racial profiling. The officer believes many minority citizens bring up race after being stopped as "a cloak for criminal behavior." In other words, this officer believes they are trying to get out of a ticket or perhaps trying to cover up for another more serious criminal offense. The officer explains:

It will start out with the – you stopped me because I'm whatever race. And then when I shine a flashlight on myself and my nametag, then it changes to well you guys always stop me. In my experience, we minorities tend to use color and race as a cloak for criminal behavior. It seems to be the go to response, and it's ridiculous, it's actually embarrassing.

This same officer states that he knows "for a fact" that many minorities make allegations of racial profiling to intimidate officers. The officer explains that he just rotated off of a lengthy undercover assignment. As part of the undercover assignment he was present when offenders he's investigating made allegations of racial profiling upon being stopped by the police. The officer explains further:

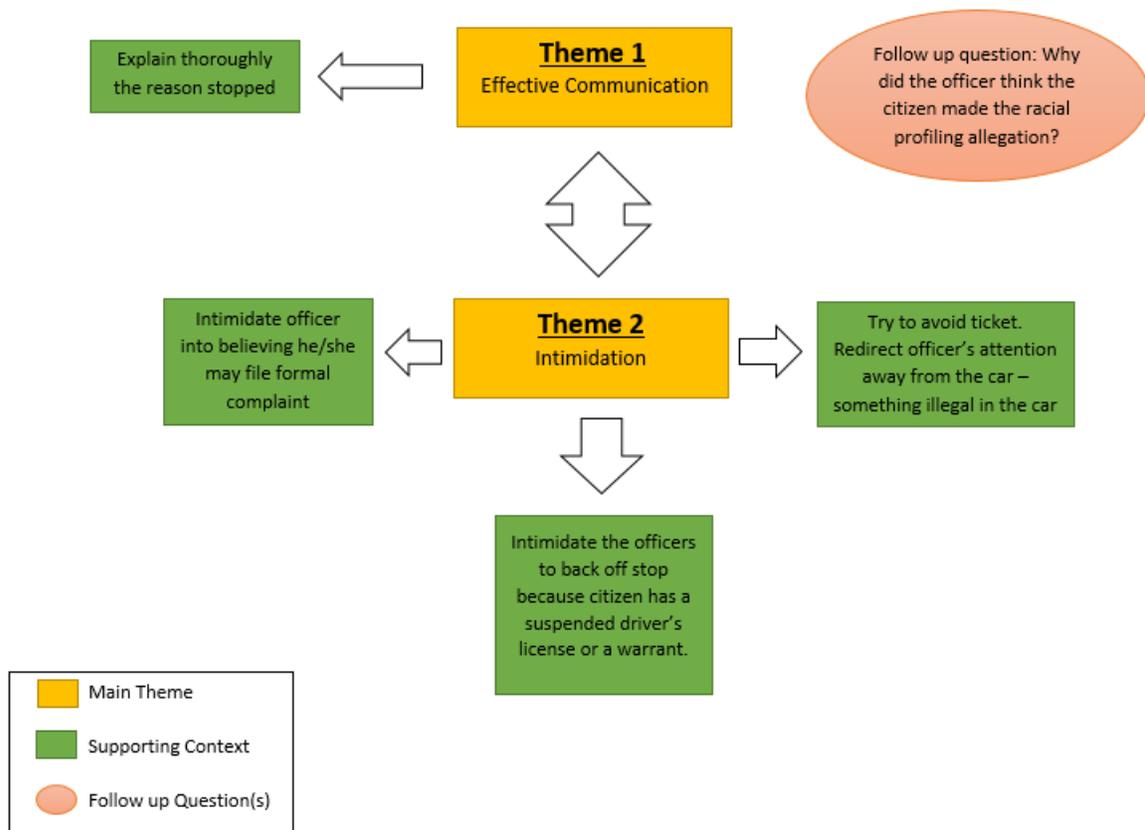
I just came out of a 12 years narcotics assignment, I worked undercover. I hung out around bad guys a lot, Black guys, White guys, Spanish guys. . . I've been present when we've been pulled over, in a car full of bad guys, and these guys had just committed the violation that they were accused of, or they had done something else that they were being looked for, or looked at for, and immediately the default response from the driver is, you stopped me because I'm blank. I remember sitting inside of that car thinking, from the other side of the glass, or the window, I guess I'm not crazy. It was a default response. So I've seen it first hand from the bad guy perspective and I'm not buying anything else.

One White male officer with 14 years of police experience immediately responds with his frustration of being accused of racial profiling. He states:

It's not fair to us white officers. What am I supposed to say to that? I can't help it that I'm white, any more than he can help being Hispanic. . . .And so what am I supposed to say [when being accused of racial profiling], I have no retort, I can't say, "No, you're racist." I can't say that because I'm not a minority. I can't be discriminated against, you know what I mean. So it's really frustrating for us when they say stuff like that because we can't really defend ourselves.

Figure 1: Thematic Model – Effective Communication and Intimidation

When being accused of racial profiling during a car stop, how did you handle such accusations?
 Follow up question, why do you think the citizen made the racial profiling allegation?



Discussion Question Two

The second discussion question posed to officers was why, from their perspective, do so many minority citizens report in national polls that racial profiling by police is widespread? This question stimulated much discussion about a number of issues that center on the intersection of race and policing. There were two major themes that emerged from this discussion: “Generational Learning,” and “Media.”

Theme: Generational Learning

Officers believe many minority citizens believe police engage in racial profiling because it is “learned generationally.” They indicated it is taught to minority youth within the family from generation to generation. Interestingly, when officers refer to “generational learning,” it is almost always associated with African American families.

Officers openly spoke of the bad experiences African Americans have had in the United States during what many officers called a “past time.” Officers believe these bad experiences are still relevant today and are regularly discussed within the African American families.

Some officers talked about police abuses toward African Americans during a “past time” and they believe these past abuses are still relevant today in regards to how minority citizens perceive law enforcement. One 36 year old Black officer with eight years of police experience put it like this:

I think it’s because of history. If I can say this term, it’s because of some dumb ass cops of the past did something stupid and that’s left an impression on the minority community. I can tell you as an African American that’s the thinking of the Black community. This is then passed down in the family. So yes, I do think that it’s probably a lot of history here.

Listen to how this 24 year old Black officer with one year of experience working in a large police agency describes it. It is interesting to note that during the interview with this officer, he specifically uses the words “generationally” and “ingrained.” The following passage is taken verbatim from the interview memo:

African Americans learn not to trust the police from a young age. It’s ingrained through the years. It’s passed down on what to do when dealing with the police. . . . Older generations of African Americans had bad experiences with the police and so that leaves a bad impression of the police which is passed down generationally in families.

The following passage further illuminates the “Generational Learning” theme. This passage was taken verbatim from an interview with a 28 year old White male officer with five years of law enforcement experience. The officer states things have gotten much better for African Americans when compared to a past time in America. Similarly, this officer, like the majority of law enforcement officers in this study, referenced their examples back primarily to Black

citizens. It was on rare occasion that other races or ethnicities were mentioned by officers in this study. This may be an implicit acknowledgment of sorts from law enforcement that racial profiling is a perceived problem, perhaps to a greater extent, among Black citizens. Listen to how this officer describes it.

I think it's because Blacks have put up with a lot in the past and some of that is passed down through their families. I really think history plays a role. Times have changed though but many still live in the past.

One White male police officer with 26 years of police experience working for a large police department said he has heard minority parents tell their children not to talk to him. He explains:

It's ingrained in the home to not trust the police. Think about this, if you tell a small child at a young age to avoid the police and that the police are no good, what do you think that the small child will do when he's a teenager and later an adult. They learn to have negative opinions of the police. . . I've stopped cars before and there are kids in the back seat and I'll say hi to them. The adults in the car will tell the kids don't talk to the police.

Another 39 year old White male officer with 18 years of police experience discusses the "Generational Theme." The officer acknowledges the existence of overt racism of the past and seems to suggest that it still exists to a certain extent, but not like it once did. He specifically mentions "it's almost cultural" in regards to teaching children in minority families what to do during contact with the police. Once again, notice the verbiage this officer uses, i.e., "cultural" and "ingrained." Here is how this officer responded to why so many minority citizens believe the police engage in racial profiling:

I think because of the racism of the past. I'm not saying that racism does not still exist because there are still some very racist people out there. I also think it's almost cultural. I think that older family members and parents pass it down to their kids. They tell them don't do this or don't do that if you are stopped by the police. They teach their kids what to do when stopped by the police and it just gets ingrained. It's like a part of the culture.

One 39 year old White police officer with 11 years of police experience seems to suggest that one bad experience a minority citizen has with the police is generalized to all police and then that bad experience is passed down through the years within the minority family. The officer suggests that this results in a "built in bias" against the police. When I asked the officer why he thinks so many minority citizens believe the police engage in racial profiling of minority citizens, he replied without hesitation, "History!" Here are his exact words:

History! We just passed the Civil Rights act 50 years ago. What we have are second and third generation minorities being told by another generation about racism. These offspring begin to believe it. I'm not saying racism does not still exist in our society, but what you have are young minorities suspicious of the police because of what they hear from older minorities who went through the Civil Rights era. They are basing their opinion of the police on the experiences their relatives had a long time ago during a racist time in our country.

Similarly another 44 year old White male officer with 21 years of police experience sheds light on the "Generational Learning" theme in the passage below. It is salient to note what this officer suggests that it only takes one minority citizen's bad experience with the police to result in an unfair generalization to all police. The officer states:

I think that many minorities have members of their family or friends they've told them about bad experiences that they have had with the police. It may be the only one bad experience out of many, but it's that one bad experience that they will remember and that's powerful to them. It is fact vs. opinion. . . .They listen to family members or friends talk about one bad experience or what's happened in the past. It may go back generations, it's passed down through generations – in families it is taught.

During a focus group discussion held with a group of officers, a 43 year old African American officer with 18 years of police experience discusses the problem he believes the "generational learning" has created in terms of recruiting minority police officers. He believes because of the negative things racial minorities have heard about the police, this will deter them from potential careers in law enforcement. He suggests law enforcement should get to minority youth early in order to demonstrate that the police are not bad. He states:

I remember talking with our department recruiter about recruiting more Blacks into the department. I told him you got to start early in grade school because once they get into high school they have already been swayed by family members or loved ones. When you hear all these stories from your family you begin to believe you don't have a chance.

One 28 year old African American officer with four years of experience provides a candid description of the "generational learning" theme based on his experience. He introduces the term *parenting* into the "generational learning" theme. This officer believes there is a conditioning that takes place within minority families in regards to law enforcement. When asked why so many minority citizens perceive the police engage in racial profiling, he answered:

It's a cultural conditioning! Kids from a young age are conditioned to believe certain things about the police. Some may be negative and others things may be what to do when stopped by the police. So I think it is parenting. They are just conditioned from a young age about these things.

Theme: Media

The second theme that emerged in response to the question regarding why so many minority citizens believe the police engage in racial profiling was named “media.” The majority of officers who participated in this study voiced their concerns about the media’s coverage of the racial profiling controversy. As one African American officer explains, “the media will sometimes stir the pot.” Another African American officer describes it like this, “I think the media is part of the problem why minorities believe racial profiling is a bigger problem than it actually is.”

In one focus group, when asked about why so many minority citizens believe the police engage in racial profiling, officers in an almost unison response stated, “the news media.” These officers believe racial profiling is exacerbated by the media.

It was surprising to learn that many officers believe the media skews their coverage of racial profiling to make it appear the police are guilty. Likewise, officers stated that the media rarely reports the entire context of racial profiling allegations, that is, the police side to alleged racial profiling. Here is one officer’s verbatim comment: “It’s probably more of the media, because that’s the only thing they (minorities) can think of. So they use it because they heard it on the news.” Another officer explains:

They [news media] will cut a video that shows just the officer doing whatever he is doing to try to get the person into custody, but they don’t show what happened before. They don’t show what the individual did. So that makes the community mad at us before they even know what happened.

Officers discussed what they believe to be the over-reporting of racial profiling by the media. Many officers believe the media over-reports racial issues involving the police as a way to increase ratings. One officer exemplifies by stating, “I would say that’s true that the media will sensationalize racial profiling, they will do anything to get better ratings.” Another officer suggests the media will report on stories that will result in a profit for their networks. Or, in the officer’s exact words, “whatever makes money.”

One officer who believes the media over-reports on events involving the police and racial minorities brought up the February 12, 2012 shooting of Travon Martin in Sanford, Florida. Recall that this was the shooting incident where 17 year old Travon Martin was shot and killed by a neighborhood watch member named George Zimmerman. Zimmerman was later acquitted of murder in the Florida court system. The 31 year old White male officer stated, “The media will skew anything. Look at how they reported on the Travon Martin case. That’s all you heard was that a Black teen was killed. You heard this over and over again.”

Some officers took the opportunity to discuss other current events to exemplify what they believe to be skewed reporting by the news media. For example, several officers discussed the police shooting of Michael Brown, an 18 year old African American male in Ferguson, Missouri, as an example of what they believe to be the news media’s jaded reporting of the incident. Listen to how this 27 year old White male officer describes it:

The media has a lot to do with it. I was just watching the news this evening. They're reporting about the incident in Ferguson, Missouri, involving the Michael Brown shooting by the police, and they (media) just pound it in the ground. So I really think the media are like weather chasers. They are going to report anything, and objectivity doesn't really matter.

Another officer stressed the need for law enforcement to work closer with the media. He, which was typical among this group of officers, suggests the police can do a better job educating the media about police matters. The officer believes citizens take everything reported by the news media as fact, and it is imperative for the media to report it correctly. The officer says:

We have to work closer with the news media. . . . They over-report and sometimes they just don't report the facts properly. People hear that and take it to heart.

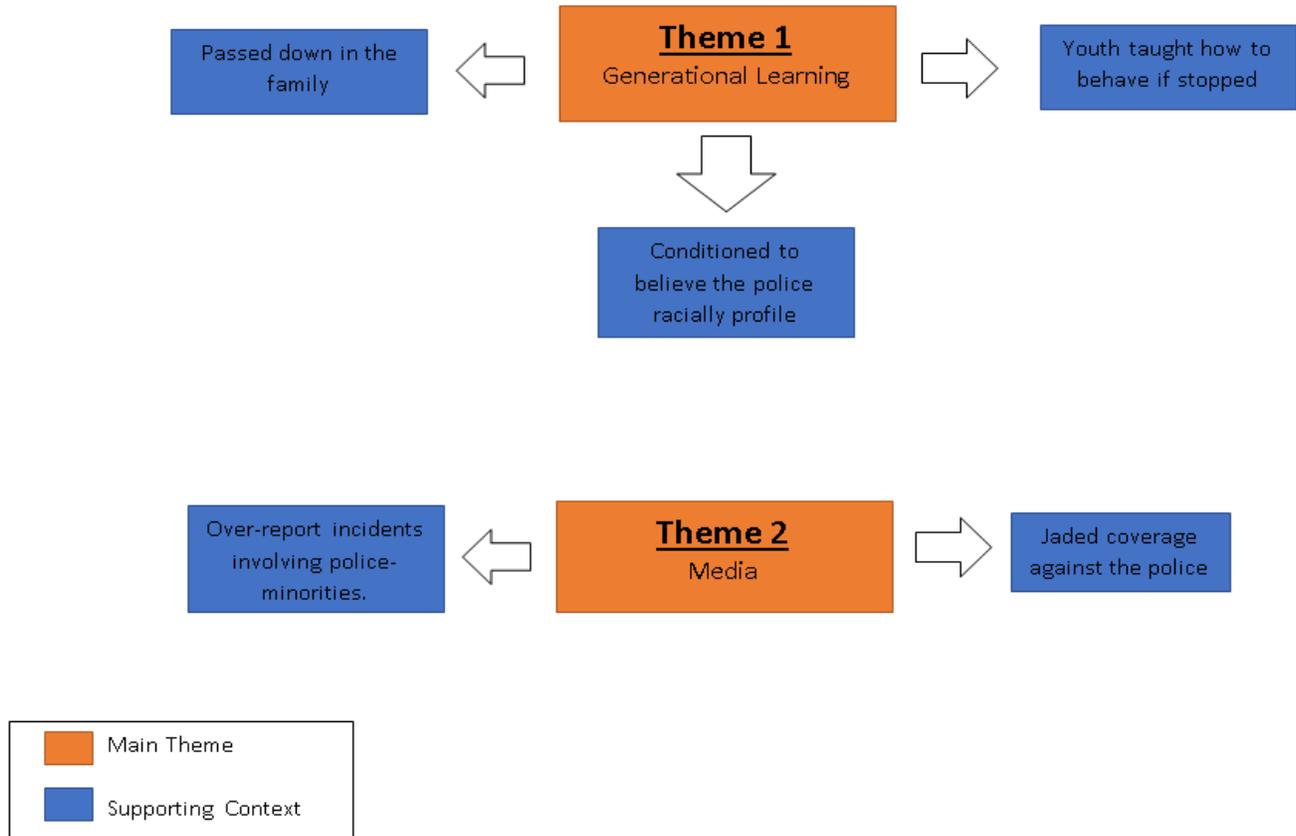
A 36 year old African American officer with nine years law enforcement experience summarizes the general sentiment of law enforcement officers pertaining to concerns about the media's reporting of racial profiling. He states:

The media distorts racial profiling. If you have an incident with a minority involving the police, that's all you hear about. Maybe if they gave as much attention to the positive things that police do that would be a start to making things better. It takes one bad incident with the police to wipe out all the good things that go on. One bad incident that's reported over and over will blow everything.

Figure 2: Thematic Model – Generational Learning and Media

Why do officers feel that so many racial minority citizens believe the police engage in racial profiling?

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Discussion Question Three

The next question the researcher posed to law enforcement officers centered on the themes that were identified in the Phase One study that examined minority citizens' experiences with what they believe to be racial profiling. Specifically, officers were queried about why minority citizens in the Phase One study believed that the type of vehicle (customized cars) they drive along with driving in certain affluent, and predominately white, residential areas would attract police attention and the possibility get them stopped.

In regards to customized cars, minority citizens in the Phase One research indicated customized cars that are common in many inner-city neighborhoods will attract police attention. Customized cars are often equipped with large - shiny rims, tinted windows, and often painted with flashy earth tone colors. A theme emerged from this discussion and was subsequently named "Proactive Policing."

Theme: Proactive Policing

Officers describe much of what they do as "proactive police work." For example, they look to prevent crime and watch persons they believe have a high propensity of being involved in criminality such as gang members and persons associated with illicit narcotics. In fact, throughout this study, the majority of the officers used the term "proactive policing." Proactive policing was typically used to describe crime reduction strategies involving gangs and illegal narcotics that are being trafficked in certain neighborhoods.

According to officers, proactive policing entails watching and patrolling locations that have high crime rates. They say race plays into their decision only if they have specific information from a citizen or dispatcher on the race of a person directly involved in an incident. Officers indicate being proactive and knowing what behaviors and characteristics to pay attention to is based on their police experience (what they have seen). Research on police behavior describes the characteristics officers look for as cues - an occupational shorthand of sorts (Skolnick, 2011, p. 42). These cues of suspiciousness shape an officer's investigative mindset while in the field. According to this line of research, officers develop a perceptual shorthand to identify certain characteristics such as attire, gestures, language and other factors as a prelude to crime. One officer during a focus group session illuminates the occupational cues related to proactive policing:

When we [police officers] see the same thing over and over again, your brain starts putting indicators like points or stars or asterisks or whatever. You see this and that 200 times. So when you're driving along and these indicators start popping up you're like wow, I've dealt with something like this before and these were the conclusions of that.

It is possible that an officer's job performance and behavior is influenced by the formal and informal socialization experiences she or he has on the job. This socialization starts in the police academy and continues in the field training program. After graduation from the academy, police officers' socialization experiences are reinforced frequently during daily and routine encounters with citizens.

This research did not find distinctive differences between White and Black officers in regards to their perspectives on racial profiling. Generally, minority officers in this study seemed to be well matched with their White counterparts in regards to their perspectives regarding racial profiling.

One 24 year old African American male police officer serving in a south central Kansas police department comments on the belief among many minority citizens that race and place and driving a customized vehicle increase their chances of being stopped. This officer says that police officers learn what to watch for through their field experiences. This particular officer suggests that police learn what is normal and not normal in the areas that they patrol. They learn which behavior will get a second look from a police officer. The officer states:

We act on information. If I get a call in regards to a certain type of vehicle, that's what I'm going to look for. This goes for race and place too. If I get a call of a person in a certain area, that's who I'm going to look for.

Listen to how another veteran Kansas police officer with 12 years of experience describes his decision to stop a car or a person, in other words, his decision to be proactive:

I stop people based on some activity that is suspicious not because of someone's race or the fact that they are in a predominately white neighborhood. We stop people based on a violation. . . .I only stop people for an obvious violation like a tag violation. They really can't say it was due to anything else. The tag is either expired or not.

One White male police officer with 11 years of police experience describes the occupational cues that police officers use while on patrol. This officer specifically uses the word "indicators" in his description of what police look for. Interestingly, the officer seems to suggest that a vehicle's upkeep can be cues about potential criminality. The officer explains:

We base it on indicators. The registration violation or equipment violation may be a sign of other criminality. I'll give you an example. Take people that sell drugs, they typically use the money to support their habits. So they will neglect their cars, things like having the proper registration or not spending the money to keep it [their vehicles] in good shape like replacing equipment, head lights and taillights. So the equipment violation in some cases may indicate other criminality. . . . We look for indicators that are common with criminals.

One Black officer said police focus attention on areas that have crime problems. He indicates that many of these areas are lower socioeconomic neighborhoods. The officer states, "That's where we are going to stop cars and that's where we are going to pay greater attention." He says in economically affluent neighborhoods you will not find the same amount of police presence because "those areas don't have crime problems." The officer

points out that many neighborhoods that experience high crime rates are largely populated by minority citizens. He relates that these neighborhoods are generally the “inner-core areas” of the community.

Officers seem to be aware of the reason many minority citizens believe racial profiling is prevalent in their neighborhoods. They suggest race factors into this only because many minority citizens live in lower socioeconomic neighborhoods which experience higher levels of crime. Many officers were quick to point out that many lower socioeconomic areas are inhabited by Caucasians too, and these areas also experience high crime rates. Officers say they stop more cars in these areas too.

One 28 year old white male officer with five years of police experience indicates there is such a thing as race and place; however, like many officers in this study, he stated police do not engage in racial profiling, but rather they are being proactive and that being proactive is about knowing who lives in the area and who does not. Some officers referred to this being a good beat manager. For example, one officer explains, “In the community where I work, there aren’t very many African Americans that live here. So naturally people notice that. So I think there is a race and place thing.” This officer went on to describe a dispatched call that he recently received. This account centers on the race and place theme. The officer explains that a citizen had called 9-1-1 to report a suspicious character.

I took a call one afternoon that went something like this. This citizen called 9-1-1 and said there was a Black male walking in her neighborhood and acting suspicious. That’s exactly how the call was put out. Now the citizen knows the Black male didn’t live in her neighborhood so she called the police.

The researcher asked the officer what was suspicious about the Black male walking in the neighborhood? He told me that the Black male was reportedly walking through the neighborhood glancing at houses. The officer reiterated the fact that there are not any African Americans who live in that particular neighborhood, and he believes that the citizen was alerted to this and was being “proactive.” The officer said the Black male was gone prior to his arrival.

The point the officer makes here is police often receive calls from citizens about suspicious persons or activities in their neighborhoods. Sometimes, when the subject of the call is a racial minority, it may give the impression the police were racial profiling when in fact they were not. This officer implies he is aware that in some cases minority citizens form the impression that they were profiled based on their race, but race alone is not the primary reason for a stop.

Based on interviews with officers, the following model of “Proactive Policing” was developed. This model is constructed directly from the interview data with law enforcement officers. Throughout the study this model was presented to selected officers individually and in focus group settings to ensure accurate reporting. With minimal tweaking, the officers reported that the model accurately describes “proactive policing” that they engage in.

Figure 3: Model of Proactive Policing Theme as Described by Officers

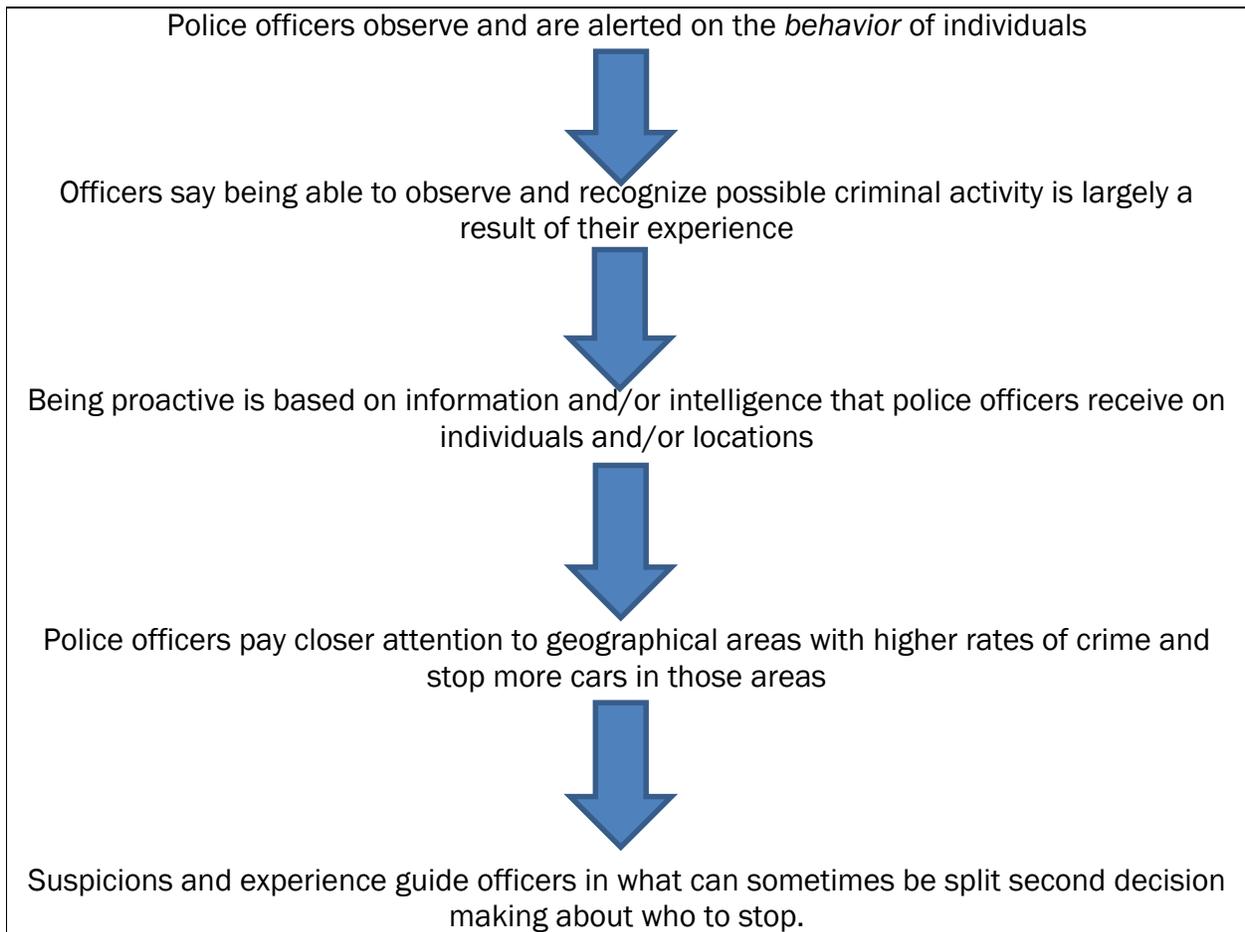
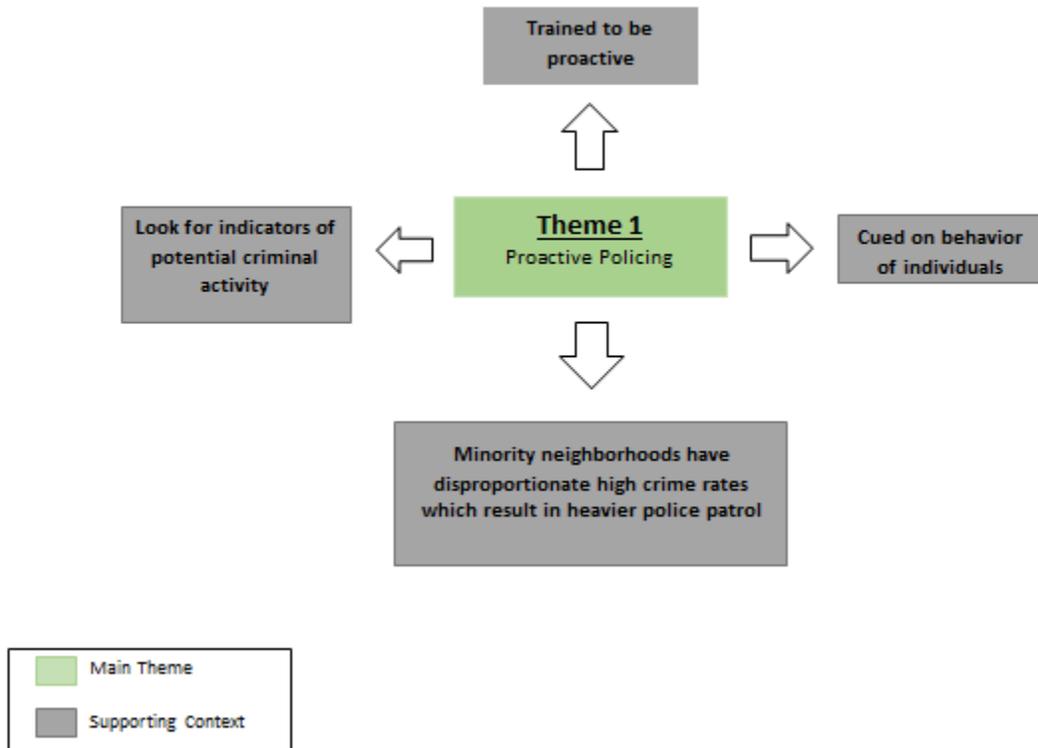


Figure 4: Thematic Model – Proactive Policing

What do officers think of the minority perceptions of racial profiling in Phase One research (i.e., more likely to be stopped, being stopped for non-flagrant violations they believe are not enforced in non-minority neighborhoods, driving a customized vehicle, etc.)?



Discussion Question Four

The next discussion question asked law enforcement officers about the use of the pretext stop. Specifically, they were asked about the importance of the pretext stop and if in their opinion it is abused or used as a tool to stop minority drivers. Officers were also asked if there should be additional documentation when a pretext stop is used that specifies a race neutral reason. A robust discussion ensued.

The Pretext Stop

A pretext stop is a police stop in which an officer stops a citizen for a minor crime (i.e., traffic offense) because the officer actually suspects the person's involvement in another, more serious crime. The traffic violation does not have to be the primary motivation for the officer's decision to stop a motorist. The officer may base the primary motivation on a suspicion of another more serious crime. The U.S. Supreme Court's ruling in *Whren v. U.S.* upheld use of the pretext stops by law enforcement authorities.

The following example illustrates a pretext stop. This example is based on an interview with a police officer and is a typical example of the pretext stop as used by police officers. A police officer patrolling in a high crime area observes a vehicle leaving a known gang hangout. The gang hangout is also known to the officer as a location where illicit narcotics are being distributed. The officer follows the car until a traffic infraction is observed (e.g., fail to use turn signal). The officer may stop the vehicle for the traffic infraction even though the real intent is to investigate who is leaving the known gang hangout.

It was learned in the Phase One research that many minority citizens in Kansas report they are routinely stopped by the police for minor traffic infractions such as a cracked windshield, failure to use their turn signal 100 feet before an intersection, a cracked taillight, along with other non-flagrant equipment violations. Minority citizens believe the police abuse the pretext stop and often base their decision to use a pretext on the race of the driver. Likewise, minority citizens were not aware that the police can engage in the practice of stopping them for a minor traffic violation when that is not the underlying motivation for stop. Moreover, they believe that they are stopped for violations that White citizens would not be stopped for, particularly citizens living in upper income neighborhoods. Accordingly, it is easy to see how minority citizens may be concerned that they are disproportionately stopped by pretext stops because some of these same citizens live in economically disadvantaged neighborhoods with higher rates of crime. It is these neighborhoods where police typically use pretext stops.

Support for the Pretext Stop

Overwhelmingly, officers in this study agreed the pretext stop is an important and necessary tool to suppress crime. According to officers, the pretext stop is used more frequently in neighborhoods with high crime rates, and often that equates to largely racial minority neighborhoods.

When asked about if it is necessary to provide additional documentation including a race neutral reason for the pretext stop, officers said it is not necessary and that they are currently required to document the stops they make. They say requiring additional documentation for use of the pretext stop would not accomplish anything. One officer stated, “If anything, have supervisors monitor officers on their shifts, they are the ones that are going to first know if an officer has a problem with a certain race and if an officer is using the pretext to stop minorities.”

The following officer’s comment effectively illustrates the typical consensus of how officers feel about the pretext stop. He states, “My biggest case came from using a pretext stop for a defective headlight.” The following interview extracts further exemplify the sentiment held by officers about the pretext stop.

It’s [pretext stops] an important tool in order to fight crime. I don’t think it’s abused and I don’t necessarily think that they should be limited. . . . We already record every stop we make. So everything that we do is recorded.

I don’t believe pretext stops are abused and I don’t believe they should be controlled. I use them when I’m in an area that has a high crime rate. I’ll use them in areas that has known drug houses. I use a pretext then to stop cars leaving the area to investigate. So I’m investigating a possible crime and race doesn’t impact my decision.

Again, it is important to note that officers overwhelmingly support use of the pretext stop. It is also clear that officers make use of pretext stops in high crime areas. The use of the pretext stop assists officers in the identification of gang members in addition to, as one officer states, “taking large quantities of drugs off of the streets.” One officer while discussing the pretext stop declared:

They are [pretext stops] a good thing. I’ve been involved in drug enforcement and we do surveillance on suspected drug houses. If we saw a car leaving a known drug house we may use a pretext stop to find out who’s leaving. The thing you have to understand is when we are watching a house, like a drug house or something, we already know a lot about the house and the activities. So it’s not like we’re just out stopping any car that just happens to be pulling out from a residence. We’re stopping the car for a reason. We want to gather information. I can tell you if I use a pretext stop and it doesn’t pan out, I always let them know why I really stopped them and that usually works. I’ll let them know I’ve been watching a house because of criminal activities. I think if we explained the reason for the stop if the pretext does not work out, that would take care of a lot of suspicions on the part of citizens.

In the above quote the officer states if a pretext stop does not pan out, and the person stopped is discovered not to have anything to do with the suspected crime, or the location that the officer has under surveillance, then officers should take the time to explain to the citizen the real purpose for the stop. After the interview the researcher began to ask officers in subsequent interviews and focus group discussions if they thought this is a good practice.

The majority of officers thought this was a good practice and they believed that this may alleviate suspicion on the part of minority citizens that the stop was racially motivated.

Several officers indicated they take the time to explain to a citizen the real reason for the stop if it is determined that they (citizen) are not involved with the activity or location that the officer has under observation. Here is how one officer describes this practice:

Communication is important when you use a pretext stop. Make sure they understand the reason they are being stopped. . . . If it's a pretext stop because they are leaving an area or a house you are watching, and they end up not being involved, let them know that's the reason they are being stopped, because I have reports of a drug house or something else going on in the neighborhood. I've actually done that before and it usually works most of the time.

Indeed some minority citizens are often left to believe race was the reason they were stopped when they are not informed of the underlying reason of why they were stopped, especially the pretextual stop.

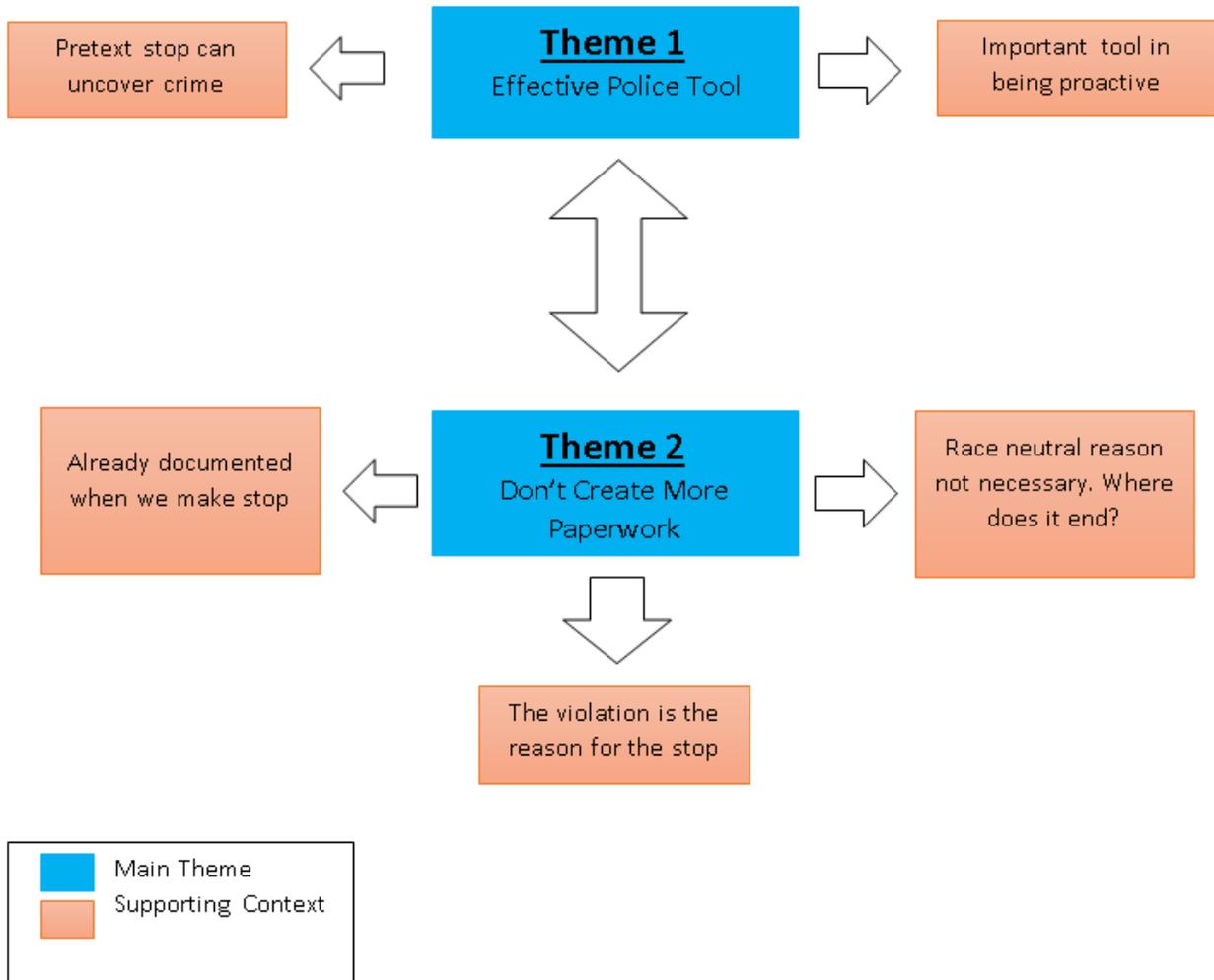
Another officer discusses how it would be problematic to require officers to provide special documentation when using a pretext stop. He suggests an officer who stops several minority citizens may get labeled by police command as having a problem with minority citizens. He suggests requiring officers to provide additional documentation when using a pretext stop may result in officers desisting in stopping vehicles. The officer states, "If you have an officer that stops ten African Americans that day, and they are just doing honest proactive police work, you may get labeled by the brass [supervision and command staff] as someone who has a problem with minorities."

One 43 year old African American officer with 17 years of police experience responds when the researcher asks if law enforcement officers should be required to justify the pretext stop with additional documentation to include a race-neutral reason for the stop. He states:

I don't understand the need to document a race neutral reason pretext stop. I mean I get what you are saying, but I don't think we do that [stop minorities simply because of their race using the pretext stop]. I came into the career field at 35 years old. I remember the first few times I backed Officer (name of officer taken out). It was always these Black guys he had stopped and I would think, I really don't know about this dude [the officer]. But getting to know him over the years, I realized that he is not like that at all, he just has this photographic memory for criminals regardless if they are white, purple, black or red and when he passes you he's on it. I can honestly say we don't have that type of issue to where we need to document a race neutral reason. I just have not seen it.

Figure 5: Thematic Model – Pretext Stop

Officers were asked to discuss the use of pretextual stops. This question explored if officers believe the pretextual stop is abused and if there should be additional documentation of a race neutral reason.



Discussion Question Five

Officers were asked if they believe racial profiling training is adequate and what if anything could be done to improve it. All law enforcement officers in Kansas are statutorily required to receive annual racial profiling training. Specifically, the Kansas Statute KSA 22-4610(2)(A) addressing biased based/racial profiling states:

The agency policies shall require annual racial or other biased-based policing training which shall include, but not be limited to, training relevant to racial or other biased-based policing. Distance learning training technology shall be allowed for racial or other biased-based policing training.

The statute allows for a fair amount of discretion in regards to how much annual biased based/racial profiling training a law enforcement agency may provide to their respective officers and to the content of such training.

Roughly half of the officers reported they had completed the online version of biased based/racial profiling training which is offered through the Kansas Law Enforcement Training Center while others attended training offered within their agencies. A theme that emerged from this discussion was named “interactive training.” Furthermore, it was the general sentiment among officers that training is adequate, but that it needs to be more interactive.

Theme: Interactive Training

Officers recognize the importance of biased-based/racial profiling training but many express concern over what they refer to as “repetitious and boring training.” As one officer states, “Racial profiling training is bland.” Another 30 year old white female officer with six years of police experience candidly states about racial profiling training, “It’s just very dry with all of this mind numbing stuff. When you hear that biased-based policing training is coming up you just cringe.”

In one focus group session, officers agreed in unison after a fellow officer stated the following in regards to racial profiling training, “Training is horrible. It’s the same 40 PowerPoints year after year. It’s punishment to attend this training and it really ought to be more interactive.”

Some officers express concern that biased based/racial profiling training does not provide the entire context of a police encounter with a citizen. For example, they assert that training should capture the officer’s perception of why he/she made the stop. This suggestion centers on a video that some officers watched as part of their annual racial profiling training. The video featured an African American police officer who discusses several incidents where he was stopped by police while he was off duty. Some officers believe the training video is one-sided and does not present the entire context of the stop from the officer’s standpoint. For example, one officer with 21 years of experience discusses this concern after taking the online version of biased based policing training and made this comment:

I recently went through the KLETC online training and watched the video clips of the off duty Black officer who was stopped by police officers. He says he was profiled. My problem with this is we don't hear from the officer that stopped him to get his side of story. That would be helpful during training.

Another 30 year old White male officer with six years of experience echoed the sentiment. He asserts biased based/racial profiling training only depicts the worst case scenarios. In essence, the officer seems to suggest presenting only the worst case scenarios in training is merely an attempt to scare officers into not stopping minority citizens. Listen to what he says:

I think training focuses too much on the negative cases almost like they are trying to scare us. It's almost like trying to scare us into not pulling over a minority driver. It [training] only showed you the negative, the worst case scenario.

Some officers went as far as to question the underlying premise of biased based/racial profiling training. As one officer put it, "We are being trained not to do something that everyone knows is wrong." Another 35 year old White male officer with 12 years of experience put it this way: "I don't think racial profiling training is necessary but I understand why we do it."

Some officers spoke about how biased based/racial profiling training is a good reminder for them and gets them to thinking about their decisions and actions in the field. For example, one 39 year old White male officer states that after completing the KLETC online biased based policing training that he began to think about the stops he makes in the field and his contacts with minority citizens.

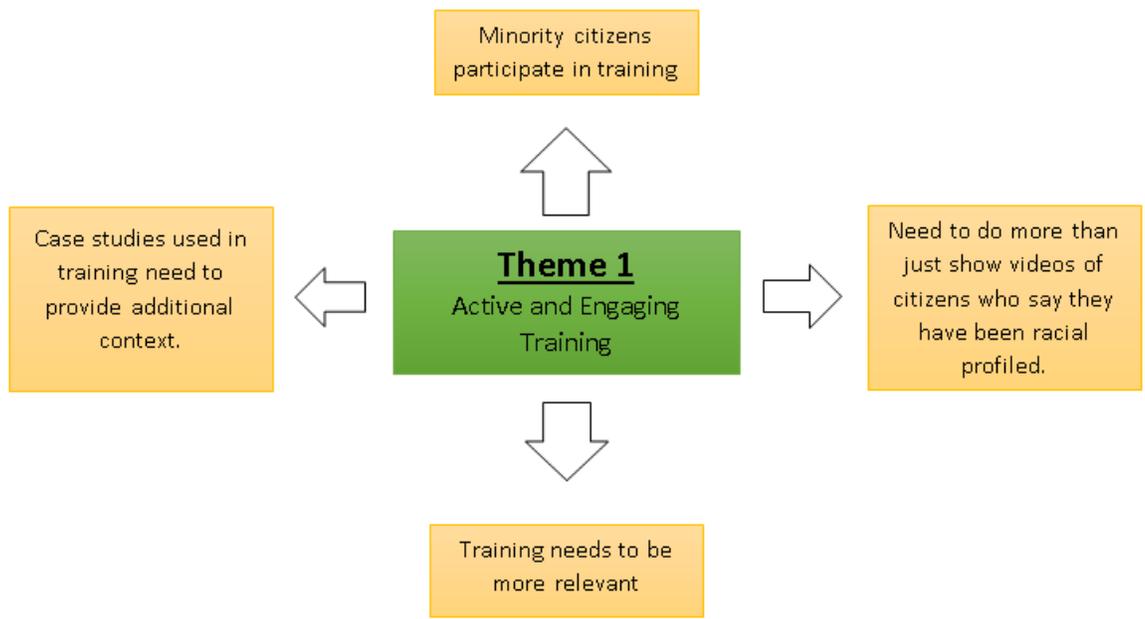
In order to make racial profiling training more interactive, officers suggested whenever possible that minority citizens be brought into the training academy during biased based/racial profiling training. They believe this would be an ideal way for minority citizens to learn about the police and police protocol - why they do what they do in certain situations.

After this suggestion was made by officers early in the research, the researcher began to discuss this with officers in subsequent interviews and focus groups. There was strong support among officers to have minority citizens attend racial profiling training. One 32 year old African American officer with three years of police experience said, "I think there should be more scenario based role playing in racial profiling training, maybe we could have members of the minority community involved in this training." It is important to point out in Phase One of the Kansas racial profiling study, a theme emerged during interviews of minority citizens they would like to be part of police racial profiling and cultural diversity training.

Figure 6: Thematic Model – Interactive Training

Officers were asked to discuss biased based/racial profiling training and if they think it could be improved.

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Discussion Question Six

The final discussion question centered on what police officers believe has to be done to resolve the perception of racial profiling and improve relations with minority communities. Generally, officers recognize the need to increase communication with minority citizens and to handle all situations tactfully. They also acknowledge the need to be more transparent with citizens, to listen to what citizens are saying, and to improve communication during motorist stops.

Officers are somewhat critical of some minority citizens for teaching youth distrust of the police. Officers suggest many of the problems they see can be resolved in the home. One officer stated, "It starts in the home. It's ingrained not to trust the police."

Many officers believe citizens need to take more responsibility for their own actions. Some officers went as far as to say many of the problems they see in the community are, in essence, due to parenting practices. One 35 year old police officer with 12 years of experience illuminates this sentiment:

. . . I think too, that there seems to be a trend in society that people don't want to take responsibility for their actions and behavior. I see this all too often in my job. If you are driving with a stolen tag, race does not have anything to do with it. Now days many will say that it is all about race even though that's not the case. They don't want to take responsibility for their behavior. In many homes today that seems to be absent, they're [parents] not teaching this.

While the above observations are important in order to better understand the police perspective of racial profiling, there were two dominant themes that readily emerged from this discussion. These themes were named: (1) Positive Interaction, and (2) Education.

Theme: Positive Interaction

Officers believe in order to begin to resolve the perception of racial profiling among the minority community, increased positive interaction will be required. As one 28 year old White male officer put it, "We need to interact with minority groups as much as we can while on duty and show them we're not out to get them." Another officer states, "We need more positive contacts with the minority community because all they really see is when we are there to solve a problem." Another officer provides an example of what he believes is the negative side to policing, which in his opinion can be improved with more positive interaction. He states, "I've had African Americans run from me when I pull into a neighborhood, and all I'm there to do is say hi and talk with them. . . I really think talking with citizens as much as you can is a good idea."

As noted above, many contacts police officers have with minority citizens, particularly in economically disadvantaged areas, are negative in nature. Perhaps this is because some minority citizens live in neighborhoods with elevated levels of criminal activity, which in turn

gives rise to increased police contact with citizenry. One 23 year old White male police officer explains:

We need to have more positive interaction with citizens. Many times interaction that we have with minorities is negative like when we've been called to take care of a problem. Maybe increasing contacts will help. . . . We also have to start communicating with kids when they are young. I already do a lot of this because I am also a DARE officer.

Police strength and presence within a community is in no way uniform. Police deployment is more concentrated in areas that demonstrate higher levels of crime. In addition to differences in police deployment, policing styles also vary across communities. For example, policing styles in high crime areas are generally more proactive and in many respects more aggressive when compared with other areas that have relatively low crime rates.

Police officers deployed in high crime areas generally make a greater amount of stops. Research has shown crime rates tend to be higher in lower-class communities where minorities disproportionately reside, and these communities are more likely to be subjected to aggressive policing styles (Krivo & Peterson, 1996; Weitzer & Tuch, 2004; Weitzer, 1999).

A 28 year old Black male police officer with four years of police service in south central Kansas supports the notion of increasing positive interaction in minority communities, but he also suggests this goes both ways. As a Black male, he says he has seen it from both sides. The officer states minority citizens "have to see our side too." "Minority citizens who voice the most criticism do not make any effort to understand why the police do certain things a certain way." The officer believes it is hard to change citizens' attitudes toward the police due to what he refers to as an "existing condition" (crime infested neighborhoods) which brings the police into contact with minority citizens largely because of crime related problems. He states:

It's hard to change an existing condition. Part of the problem is that in many areas where minorities live, well, they have a problem with crime. So they only see the police during the bad times. Maybe we could start letting them see us in more positive times. Maybe show them that we are not their enemy and we have a job to do keeping their community safe. They have to see our side too.

During one focus group session, officers told a story about a citizen who had accused one of them of stopping her because she was Black. The officer recognized the need to make something positive out of the situation so he invited her to ride along with him during a patrol shift. She agreed. According to the officer, the purpose of inviting her to ride along with him was to show her why the police do what they do in certain situations. Moreover, the officer said he wanted to demonstrate to the citizen that officers rarely know the race of the driver prior to a stop. This particular officer works the night shift and he says in the majority of the stops he initiates the race of the driver is unknown prior to a stop. The officer asserts in most cases, it is only when he makes the initial contact with the driver that the race of the driver becomes apparent. Here is a verbatim extract from the focus group:

We had an officer who had a Black female accuse him of racial profiling. She was pretty adamant that she was stopped because of her race. So he invited her to come out and do a ride along one night. . . . So every time he made a car stop he'd ask her, what's the race of the driver in this stop, the next stop, and so on, and this was at night. She didn't have a clue what the race of the driver was. She was pretty surprised and she probably learned something. So sometimes you may have to do this so citizens can see our side of things.

Consistent with research findings, officers overwhelmingly agreed in the majority of the stops they initiate during a patrol shift they are not able to determine the race of the driver prior to the stop. Very few racial profiling researchers have been able to determine if police officers are aware of the race or ethnicity of individuals prior to initiating stops, let alone if officers use this information as a reason for initiating for a stop (Withrow, 2011).

Many officers believe community policing is an effective strategy to increase positive interaction with minority citizens. One 24 year old Black male officer states, "Community policing is a good tool to get the police more positive contact with the public." This officer also suggests officers should try to attend more community meetings in order to get to know people on their beats and to interact with them.

Community policing is a strategy based on the concept that police and citizens working together in creative ways can solve contemporary community problems related to crime, fear of crime, social and physical disorder, and general neighborhood conditions. The strategy is centered on the belief that achieving these goals will require the police to develop new relationships with citizens that might include involving them in efforts to improve their neighborhoods while working with them to address problems such as racial profiling and other biased-based policing allegations.

Theme: Education

In addition to the "Positive Interaction" theme, one additional theme emerged and was named "Education." This theme has two sub-categories: (1) educating the citizenry about the police role, and (2) educating the media about the police role. Because the media was mentioned a great deal among officers in this study, the decision was made to make it one of two subthemes under the theme "Education." The "Positive Interaction" and "Education" themes go hand-in-hand.

Educating the Citizenry

Police officers wholeheartedly believe the minority community does not understand why they do certain things in certain situations. As one officer explains, "We need to get them immersed in our world and what we have to contend with . . . educate them about the police." Another officer states, "We have to educate citizens about our job."

One officer explains that increasing the police ride-along for minority citizens would be beneficial. This officer states:

Maybe a ride along will help people see that we stop a lot of cars and the reason we stop them. They'll see that we stop people from all races and ethnicities. They'll see first-hand the reason we stop people.

According to another 39 year old White male officer, "We have to educate the citizens about what it means to be proactive." Proactive police work is looking for potential crime. "It is about stopping cars and being aware of who belongs in the neighborhood and who does not. It's about watching out for gang members and persons selling illicit drugs and anything out of the ordinary."

Racial Profiling vs. Criminal Profiling

Officers believe that they have to educate the citizenry about the differences between racial profiling and criminal profiling. Again, officers suggest that much of what they do is proactive police work that involves criminal profiling and not racial profiling. Racial profiling is any law enforcement activity that relies solely on the race, ethnicity, or national origin of an individual. On the other hand, criminal profiling relies on the behavior of the individual and on specific information about an offender that is discovered through a crime scene.

One 31 year old White male police officer with eight years of experience serving in a small community shares this view regarding the need to educate the citizens about the police. The officer suggests citizens who allege they have been racially profiled do not take the time to learn the police side of the story. In essence, the officer believes it is difficult to educate the citizenry about why the police do what they do in certain situations because many minority citizens already have their minds made up. He says nothing the police do will change that. He suggests that the minority community has to be willing to look from the police perspective. This officer is doubtful that many minority citizens will want to do that. He explains:

I think the hardest problem to solve is to be able to generate an understanding of what our job is about. Citizens need to understand what our job is all about. Learn to understand the law enforcement perspective. . . A lot of people who claim they have been racially profiled don't want to take the time to understand the law enforcement side. I think that's what we need to do, to figure out how we can form that bridge and communicate with and educate citizens about the law enforcement job. . .bring them into our training! Let them see why we do things the way we do.

One police officer serving in northeast Kansas believes Citizen Police Academies are an effective way to educate citizens about police protocol. He asserts:

We need to educate the citizens so they can understand why we do the things we do. Many citizens get their information from cop shows on television and that's how they believe it works. I think Citizen Police Academies are a good thing. We run a citizens academy in our agency and I'm always surprised they [citizens] don't have a clue what's going on in certain areas of the community.

During one focus group session with a group of officers, the education theme was discussed in great detail. These officers believe that educating the public about the police is probably one of the most important things that can be done in order to begin to resolve perceptions of racial profiling and to improve relations with the minority community. They think it will take time to fully mend police relations with the minority community. Officers revealed public relations programs, or as police officers often refer to them “dog and pony shows,” don’t work because they lack substance and they are typically one-sided. That is, the police try to sell themselves to the public. Here is part of that focus group discussion between the researcher and several police officers. This exchange begins with the researcher asking the group to elaborate on what has to be done to resolve perceptions of racial profiling and improve relations in minority communities. The following excerpts are taken verbatim from the transcript:

It’s just going to take time and education. Being more open is important. Maybe we need to let anyone that wants to come into training and see why we do what we do. If they want to understand, come ask questions, come and be part of this. I mean, holding a feed or a barbeque in the middle of the hood with a bunch of cops is not going to do it. It’s going to be hailed that they are coming down here and having a barbeque and trying to be friends and that’s not going to work.

Another officer adds:

If they [citizens] dislike you coming in I don’t think they would take anything genuine from it away. We need to do more interactive things and not the dog and pony shows. I mean like we need to educate the community allow them to see our side of things. This will take time.

Educating the Media

Not only do officers believe it is important to educate the minority community about police protocol but they also believe they have to educate the media too. There was a strong consensus among officers that some things are labeled by the media as racial profiling when in reality it is proactive police work. The media was mentioned by officers in nearly every interview and focus group. Officers felt like the media is largely responsible for exacerbating stories of alleged racial profiling. They believe they (police) get unfair coverage from the media in regards to racial profiling as well as other police-minority citizen encounters. One officer said, “We have to educate the media about racial profiling, what it is and what it is not.”

Again, there is a strong sentiment among officers that the media skews their reporting of racial profiling and other events involving the police and the minority citizenry. To make this point, many officers brought up incidents like the Travon Martin shooting which gained the national spotlight for months. Travon Martin was a Black teenager who was shot in Sanford, Florida, in 2012 during a confrontation with a citizen (George Zimmerman). While Zimmerman was acting as a neighborhood watch captain, he observed Travon Martin walking through a neighborhood. The neighborhood experienced several burglaries in the

recent past and Zimmerman said that he became suspicious of Travon Martin because of the burglaries. Many Black leaders said that Martin was profiled by Zimmerman because his race. Zimmerman was arrested and charged with murder. A jury acquitted him of all charges.

A great many officers also mentioned the manner in which the media reported the 2014 police involved shooting of Michel Brown, a Black male, in Ferguson, Missouri. Officers believe the media over-reported these incidents, and the reporting was jaded against the police. Moreover, some officers believe this jaded reporting exacerbated community tensions.

Some officers also openly discussed the officer involved death of Eric Garner, a Black citizen who was killed after a confrontation with police officers in New York. Garner was being arrested by officers for selling illegal cigarettes when a confrontation ensued. Garner died as a result of the physical encounter with officers. This incident resulted in protests across the country after a grand jury failed to indict the police officer. Again, many officers discussed these recent cases because they feel that they are examples of “jaded reporting” against the police. They used the Travon Martin case to demonstrate the significant media coverage the case received even though it did not directly involve a police officer.

One officer called media reporting on racial profiling “rush to judgment reporting.” The media’s reporting of events involving the police and minority citizens was clearly a concern of law enforcement officers.

It is alarming that many officers believe the media’s reporting is biased against them. One officer said the media “skew the news to get ratings.” Officers said this is especially the case when the incident has been racialized. It is important to point out that a certain amount of friction will always be endemic to the police-media relationship. Perhaps police authorities should also seek to better understand the media’s role. For example, the media and the police occupy important roles in public life that periodically bring them into conflict with each other. In large part they have slightly nuanced agendas. While it is accurate that the media attempts to maximize their audiences and revenues, what may be overlooked is the important role the media plays in society. As some have pointed out, the police-media relationship has ebbed and flowed in a mutual “can’t live *with* them, can’t live *without* them” (Mawby, 2002).

Here is what some of the officers revealed about the media’s reporting on racialized events involving the police. One 31 year old White male officer with eight years of police experience said that the “media skews their reporting of racial profiling or anything having to do with race.” Another 36 year old White male officer with ten years of police experience says that the police need to work closer with the media to ensure that they get it right. He states, “We have to work closer with the news media. They over-report and sometimes just don’t report the facts. People hear that and take it to heart.”

One 33 year old White female officer with nine years of police experience explains:

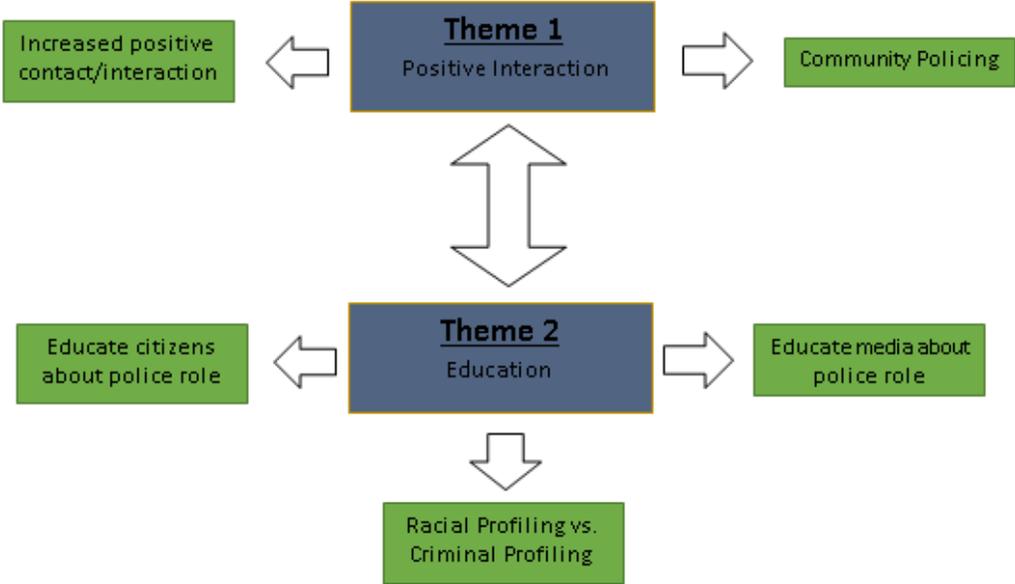
The media distorts racial profiling. If you have an incident with a minority and the police, that's all you hear about. Maybe if they gave as much attention to the positive things that we do that would be a start. It takes one bad incident to wipe out all good things that go on.

Another police officer summarizes what many officers in this study believe to be critically important. That is, the need to work closer with the media:

We need to work closer with the media so they can report accurate information about police procedure. . . . Look at how they reported the Travon Martin case a few years ago. That impacted our police department. We had protesters from our community, an activist group, protesting in front of our substation. They were holding signs with officers' pictures and names on the signs with Xs over their faces. They had Xed out the faces of officers that were pasted on their signs. I'm not sure what our department had to do with the Travon Martin case but they were sure protesting in front of our station.

Figure 7: Thematic Model

What has to be done to resolve the perception of racial profiling among minority citizens?



Summary of Key Findings

- Officers believe many minority citizens make allegations of racial profiling during a traffic stop to try to get out of a citation. They also believe they are accused of racial profiling to make them (officers) think they are going to get a racial profiling complaint filed against them. To be accused of racial profiling or being labeled a racist is, as some officers revealed, “the worst thing that could happen to an officer.”
- The race/ethnicity of the officer made little difference in the underlying themes. For the most part, they all reported their experiences and perspectives in much the same way.
- The geographical area of Kansas and the size of the law enforcement agency had minimal influence on the themes emerged in this study. Interestingly, officers reported similar experiences and perspectives on racial profiling even in spite of the fact that some officers indicated that they did not have large minority populations in their communities.
- All officers reported that they do not have issues with racial profiling in their respective departments.
- Thirty-nine (64%) of the 61 Kansas law enforcement officers participating in this study have been accused of racial profiling during a traffic stop on at least one occasion. Officers report it is usually Black citizens who make these allegations. None of the officers have had a formal complaint of racial profiling filed against them.
- Several minority police officers indicated that they had been accused of racial profiling by members of their own race. Some minority officers said that when the driver realized that they were a minority too, they (motorist) backed off the racial profiling allegation.
- When officers are accused of racial profiling, they typically take extra time and thoroughly explain to the citizen why they are being stopped.
- Officers identified several reasons they believe minority citizens accuse them of racial profiling: (1) To intimidate the officer in to believing that he/she might receive a racial profiling complaint; (2) to try and get out of a traffic citation, and (3) to redirect the officer’s attention away from the motorist’s car because they are hiding something illegal.
- Officers say generational learning is the reason many minority citizens believe racial profiling is prevalent in society. That is, minority youth are taught within the family and through others that the police engage in racial profiling. Officers also believe media sensationalizing racial profiling makes racial profiling appear worse than it actually is and this exacerbates relations with the minority community.

- When officers were asked about the themes that emerged from the Phase One research, specifically where minority citizens said that they are profiled due to many factors such as the type of car they drive, the neighborhood they were driving in, etc., officers said they don't engage in racial profiling but rather they engage in proactive police work. Officers revealed that they base their decisions on the behavior of persons and indicators of crime.
- Officers say the pretextual stop is an invaluable tool to investigate crime and keep neighborhoods safe. According to officers, the pretextual stop is not used to target minority citizens but rather it is used in neighborhoods with high crime rates.
- Officers do not believe there is a need to provide additional documentation such as a race neutral reason when conducting a pretext stop. They say they are already required to document stops.
- All officers participating in this study completed racial profiling/biased based policing training as required by KSA 22-4610(2)(A). Some officers reported receiving training designed by their respected agencies. Other officers reported that they complete the online biased based policing training provided by the Kansas Law Enforcement Training Center.
- Officers believe racial profiling training should be made more interactive. They suggested bringing minority citizens into racial profiling training and cultural awareness training.
- Many officers expressed concern that racial profiling training is repetitive from year to year. Some officers questioned the need for racial profiling training. Officers say they are being taught about something they already know is wrong and illegal.
- Officers believe two things have to be done to begin to resolve the perception of racial profiling among the minority community: (1) more positive interaction in the minority community, especially with minority youth, and (2) education of the community and the media.
- Some officers suggest community policing strategies may be effective at enhancing relations in the minority community.
- Officers suggest increasing Citizen Police Academies and police ride-alongs for citizens. Officers believe citizens rarely get to see the "world from the police point of view" and that the ride-along may be beneficial.

SECTION V

Discussion

This section will accomplish three objectives. First, salient features of the themes that emerged in this research will be discussed. Second, what we learned in regards to minority experiences with perceived racial profiling reported in Phase One research will be compared with law enforcement perspectives on racial profiling in an attempt to see if there are implications for police practice, and finally, recommendations that were grounded in the interview and focus group data are outlined.

Discussion of Themes

To begin with, and in order to identify recurring themes, this study investigated law enforcement perspectives of racial profiling; in other words, the researcher posed six semi-structured discussion questions in order to better understand law enforcement officers' perspectives on a wide variety of topics related to the racial profiling controversy. Officers were engaged in conversational style interviews in order to uncover their perspectives of the racial profiling controversy.

Alleging Racial Profiling

Officers were queried on how they handled accusations of racial profiling upon stopping a car. A theme emerged and was named "Effective Communication." When minority motorists allege racial profiling during a stop, officers stated they took extra time to explain the purpose of the stop to the citizen. Officers pointed out consistently in this study, in the majority of the cars they stop, they cannot determine the race of the driver until contact is made. It is important to note that on many occasions racial profiling researchers have not been able to show that officers do in fact know the race of the driver prior to the stop. Moreover, as officers in this study pointed out, determining the race of the driver of a motor vehicle particularly during night shift hours is difficult.

Next, officers were asked why they think minority motorists accuse them of racial profiling. Officers related that the allegation is made as an "intimidation factor." Thus, the theme was named "Intimidation." This theme, like several other themes in this study, was named after the in vivo descriptions by the officers themselves.

In regards to the "intimidation theme," according to officers, minority citizens make the accusation of racial profiling in order to intimidate the officer into not writing them a citation. Officers also believe race, in some cases, is interjected into the stop to redirect the officer's attention away from the car because the citizen may have a suspended driver's license. In addition, officers believe citizens accuse them of racial profiling to intimidate them into believing that they (officers) may get a formal complaint of racial profiling filed against them.

Some officers pointed out some citizens who allege racial profiling do so as a default of sorts. Recall, one incident discussed previously in this report where the officer working in an undercover capacity was in the car with a group of minority males when they were stopped

by the police. The officer stated even though the driver knew why they were being stopped (a violation of the traffic law), he (the driver), immediately, in the officer's words "defaulted to the allegation of racial profiling." This particular officer stated, "I saw it first hand during my undercover assignment."

Perceptions of Racial Profiling

Research has shown that minority citizens, especially African Americans, strongly believe the police engage in racial profiling. National opinion polls have found a large number of American citizens feel racial profiling is prevalent in our society. For example, a 2004 Gallup poll of citizens found a substantial proportion of Americans believe racial profiling is widespread. Fifty-three percent of those polled think the practice of stopping motorists because of their race or ethnicity is widespread (Carlson, 2004). One other analysis of public opinions regarding racial profiling revealed 90 percent of Black citizens who were polled thought profiling was widespread, followed by 83 percent of Hispanic citizens, and 70 percent of White citizens (Weitzer & Tuch, 2005).

The mere perception of racial profiling can have a disastrous effect on the minority citizenry's satisfaction with the police. One recent poll taken by Reason-Rupe (2014) found most Americans have a favorable opinion of the police. However, support tends to vary widely across racial and ethnic groups. For example, 80 percent of White Americans who were polled have a positive view of the police and 43 percent have a very favorable view of police. Only 52 percent of Black and Hispanic Americans share this favorable view, and only two in ten have a strongly favorable opinion of the police. Forty-three percent of Black citizens and 46 percent of Hispanics have an unfavorable view of the police, compared to 17 percent of Caucasians.

Going beyond opinion polls, research has consistently found that minority communities, particular lower income African Americans who are more likely to live in high crime areas, are much less likely to hold favorable attitudes toward the police due to the perception of racial profiling (Harris, 2005; Higgins, Gabbidon & Vito, 2010; Parker, Onyekwuluje & Murty, 1995; Russell, 1998; Warren, 2010; Cochran & Warren, 2012).

One of the objectives of this research was to ask Kansas law enforcement officers why they think so many minority citizens believe they are profiled by the police because of their race. This discussion question identified two themes, "Generational Learning," and "Media."

Generational Learning

In the generational learning theme, officers believe minority youth are taught by family members not to trust the police. Some officers used the term "conditioning" to describe the generational theme. Officers believe there is a built in bias of sorts against the police that starts at an early age. Some officers believe improvements will be minimal until minority youth stop being conditioned to distrust the police. Indeed, as revealed in Phase One of this research, many minority youth, especially African American youth, said they are taught what to do and what not to do during an encounter with the police (see Birzer 2010, 2013).

There may be many factors why generational learning takes place. Among these factors are (1) that many minority groups, especially African Americans, have had a troubling history with racism and discrimination in the United States, and (2) this history is still very much relevant today. Many officers acknowledged the troubling history African Americans have had. In fact, many officers talked about the struggles of African Americans. But some officers implied these struggles have largely resolved. Or as one officer points out, “These troubles were many years ago and that things have gotten much better for African Americans.”

Many minority citizens believe proactive and aggressive policing strategies in their neighborhoods (especially inner-city neighborhoods) are very much related to racial profiling. What is overwhelmingly clear from this study is that the police do not see it that way. They say they are simply doing their job and being proactive in high crime areas.

Media

There was a strong sentiment among officers that the media over-reports on issues involving racial minorities and the police. According to officers, this over-reporting exacerbates animosity toward the police. One officer stated, “The media just pounds these stories in the ground.” Some officers went as far as to say the media does not report accurately on incidents involving the police and minority community.

Many officers specifically mentioned the media’s continuing coverage of several recent events such as the Travon Martin shooting in Florida and the officer involved shooting of Michael Brown in Ferguson, Missouri. Officers believe the media fails to provide the entire context as to why the police do what they do in specific situations, or to police protocol. Officers recognize the media’s role in reporting crime, but they believe they (media) go overboard and sometimes their reporting is jaded against the police on racial profiling and other incidents involving the police.

Proactive Policing

Officers were asked for their reactions to the findings of Phase One research that examined how racial minorities experience what they believe to be racial profiling. Recall that minority citizens believe they are profiled by the police based on the type of car they drive (customized and/or expensive car), the geographical area of the community they drive through (typically affluent and White residential settings), and for minor non-flagrant traffic violations which they say are not enforced to the same extent in White neighborhoods. From this discussion a theme emerged and was named “Proactive Policing.”

As discussed previously in this report, proactive policing refers to a variety of activities often associated with stops of motorists, field interviews, and enforcing traffic infractions. Proactive policing underpins much of what the researcher discovered during interviews and focus group discussions with the police. Officers discussed their role as being proactive. To a large extent proactive policing was about combating illicit drugs and gangs and the other related crime. Officers are adamant that race has nothing to do with their decision to enforce the law or, for that matter, to stop a citizen. They claim they are engaging in

proactive policing in neighborhoods that experience high crime rates. Officers acknowledge that many high crime neighborhoods are heavily populated with minority citizens. However, officers believe they perform an important role in these communities by reducing crime in order to make neighborhoods safer. Consequently, because officers engage in proactive police work, minority citizens believe they are targeted because of their race in the very neighborhoods they live.

The researcher learned from officers that being proactive and knowing what behaviors and characteristics to pay attention to is based on their experiences. Police officers are watchful of behaviors and characteristics that are sometimes referred to as cues or signals. These cues or signals of potential criminal activity shape an officer's patrol mindset while in the field. According to police officers, due to the proactive nature of law enforcement, they are accused of racial profiling when race does not have anything to do with an encounter with a citizen.

During the discussion on proactive policing, the researcher asked officers if the make or model of a car or the dollar value of the car (expensive car) that a minority citizen may drive makes a difference in their decision to stop a motorist. There was an underlying consensus among officers that it depends on the situation. According to officers, everything in police work is situational. For example, one officer stated a car driving slowly behind a building at three o'clock in the morning will attract the officer's attention. Another officer explained, "A \$40,000 car sitting in an impoverished neighborhood that is known for drug and gang activity, will likely get my attention and warrant further investigation." However, officers stated they do not associate a certain car to a particular minority group.

Officers look for potential criminal activity, described as "things that are out of the norm." The "norm" is something that only officers can articulate based on the given situation and what he or she knows is normal for a specific neighborhood. Much of the ability to decipher what is normal and what is not is based on the officer's experience.

One 45 year old Hispanic officer with 22 years of police experience offers a compelling and personal account of being proactive. The officer shares a story regarding his decision to become a police officer. He portrays his experience from both sides as a minority male and as a police officer. During a focus group discussion he methodically explains a concept that he has put together based on his, what he called mischievous adventures as a youth, and his 22 years of police experience. He calls this concept "sidewalk culture." This concept closely ties into proactive policing. Here is how the officer explains sidewalk culture:

Sidewalk culture is a term I've made up to qualify some behaviors. The truth be told, I never became a cop back home because that's the dirtiest thing you could do. It's just the worst thing you could ever do is to become a cop. Most of my buddies, they either went to jail or went to prison or whatever, you know. I'm certain, that I'm the only guy out of those I went to school with that became a cop. I lived in (city name taken out) and larger cities as well. When I was 14 or 15 I was a knuckle head with my buddies on the street. Lots of times the cops would roll up because there were a bunch of us looking mischievous and we would run. There is a joke about that. We don't know

why you are running until you get to where you're running to. And then you find out from your buddy what we were running for. Because they ran, you ran, and so we ran from the cops on a regular basis sometimes because it was fun. But on the sidewalk, there is a culture of having an adversarial relationship with the cops.

I'll be honest with you, when I became a cop it was really difficult for me because I still wasn't sure I liked the cops you know. But I see reflections of those days and it seems to come from inner-city kids more often than not. So it's our kids that come in, it's our San Antonio kids, and kids from Dallas that are brought in as athletes at the colleges in the area. It's the kids from Wichita that have gang relationships here in town. We've had cases where we've had violent criminals come here to hide because they figure that they will go unnoticed not realizing that the dynamics of the police here is to be very alert. The police here are very alert and they know who belongs here and who doesn't. Who's a regular and who's not. So a lot of times when you pull someone over that is from out of town, well a lot of times there might be factors that influence me to stop somebody. I don't recognize that car, that car is out of New York, you know, New York State. What's that car doing here and it just draws your attention or whatever. If it's not a local car why's it here at three o'clock in the morning and backed up in an alley. You want to know more about it, so that seems to be where I'll find a lot of this conflict.

The researcher asked the officer if this was being proactive. He replied, "Yes."

The Pretextual Stop

The pretext stop is a significant problem for minority citizens who allege racial profiling. A pretext stop occurs when a law enforcement officer stops a motorist for what typically amounts to a non-flagrant traffic offense because the officer actually suspects the person's involvement in another, perhaps more serious, criminal activity. In the Phase One study, minority citizens were largely unaware that the police can use a pretext as a reason to stop them (Birzer, 2010).

The researcher discussed with officers the concerns of minority citizens in regards to the pretextual stop. Officers say the pretextual stop is an important tool they have to effectively police high crime areas. Officers explained that the pretext stop is often used to stop and investigate potential criminality in neighborhoods that are riveted with illegal drug trafficking, criminal gangs, and other criminal activity. Officers recognize many of these high crime areas are economically poor where racial minority citizens are more likely to live. According to officers, in some cases the minor traffic offense, e.g., headlight violation or a cracked taillight, has led to major drug seizures, the arrest of wanted suspects, and the detection of other crimes.

Officers do not believe they should be required to provide a race neutral reason, or for that matter, complete additional paperwork each time they make use of a pretextual stop. They say the stops they make are documented and there is no reason to add to this

documentation and create more paperwork. Some officers suggested if there is an allegation that an officer is abusing the pretext stop, it should be dealt with on a case-by-case basis. Officers believe requiring additional documentation of a race neutral reason when using a pretext to stop opens the door to other, in their opinion, unnecessary race neutral documentation in other contacts between the police and minority citizens. Many officers do not like the term pretext stop. They believe the violation is the purpose of the stop. As one officer explains, *“They either used their turn signal or not, the brake light is cracked or it’s not cracked.”* This may suggest that officers believe the violation itself should be the standard of review; that is, the violation itself is the objective reason for a stop.

Interactive Training

Officers discussed the racial profiling training they are required to complete annually as part of their in-service training. The number of hours and the content of racial profiling training varies by law enforcement agencies. Some officers report that training takes place within their agency in the form of lectures and watching videos while others report that they complete the biased based training offered online by the KLETC. From the discussion of racial profiling training, a theme emerged and was named “Interactive Training.”

Officers believe training should include more than listening to a lecture and/or watching a video on the topic. One officer stated, “We already know it’s wrong so why bore us with hours of telling us it’s wrong and hours of watching the same videos year after year.” They suggest training should be more interactive.

There was a strong undercurrent among the officers that minority citizens should be brought into racial profiling training whenever possible. Officers believe if minority citizens are allowed to become active participants in racial profiling training, they may become more informed about why police do what they do in specific situations. Likewise, many officers thought it would be a sufficient way to have open interaction with citizens and that officers too would have an opportunity to better understand the minority community’s view.

Racial profiling training may certainly be more effective if it were hands on. Police officers may benefit from having active role-playing and problem-centered learning exercises. These may include scenarios where, for example, minority citizens allege the police department engages in racial profiling. Police officers would then work in small learning groups to tailor strategies to address the allegations. This approach gets officers actively involved in the training. As officers suggested, it may be beneficial to have members of the minority community participate in racial profiling training. This may result in increased understanding on the part of both the police and citizens. In other words, the police and citizens learn from one another.

One officer stated that racial profiling is effective inasmuch that it results in him reflecting on the stops he makes and contacts with minority citizens. This is an important objective of training. In racial profiling training, it is important to engage officers in reflection, an internal audit of sorts, of his or her practices in the field. Formally this is known as reflective learning which has long been touted as an effective educational and training technique. Reflective learning techniques propose that learning does not necessarily result from the

experience per se, but rather from effective reflection on that experience. Thus, reflective learning is the process where law enforcement officers internally examine and explore racial profiling from different worldviews, perhaps from the worldview of minority citizens who claim they have been racially profiled and from the worldview of police officers themselves. This can be accomplished in training sessions or other community friendly forums by problem posing and dialogue.

The following three step technique may be beneficial in creating a more interactive training environment, and by engaging officers in reflection on their stop practices.

1. First, have officers think about an experience they have had with being accused of racial profiling. Officers then write down in bullet point fashion thoughts and reflections about that experience. Officers who have not been accused of racial profiling can write down in bullet point fashion thoughts and reflections about the racial profiling controversy.
2. The next step is to have officers think about ways they can deal with accusations of racial profiling and consider if there was anything they may have done differently during the stop to resolve the perception of racial profiling on the part of the citizen.
3. In the final step officers would discuss long held beliefs, assumptions, and values about the racial profiling controversy.

What Has to Be Done?

Recall that the final discussion question asked officers about what has to be done to begin to resolve the mere perception of racial profiling among the minority community. There were two major themes that emerged from this discussion: (1) positive interaction, and (2) education.

Positive Interaction

Officers participating in this study believe increasing positive interaction in the minority community is a start to resolving the perception of racial profiling. Officers say their contact in many minority neighborhoods is to a great extent negative because these areas (often economically poor neighborhoods) are where police have to deal with crime related issues. In other words, the police are there because of negative circumstances. Because of high crime rates experienced in many minority neighborhoods, police may be seen in a negative light. In high crime areas officers stop more cars which may give the impression among minority citizens police are engaging in racial profiling.

Many officers mentioned the role community oriented policing strategies may have in increasing positive contact in minority communities. Research has shown that community policing is an effective strategy to improve communication and relations with minority citizens.

Not only does community policing offer much promise in building positive relations with citizens, but it also may improve constructive dialogue on racial profiling. The idea centers on the notion that community policing strategies will improve the ability of the police and community to come together to discuss racial profiling and other community problems more frequently, which is believed to improve relations. Community policing is said to improve police-community relations in the following areas:

- Closer relations with minority groups where the need is greatest for police understandings and involvement.
- More effective and open communication between the police and the community.
- Increased citizen involvement in prevention and solving of social problems as a means of reducing crime.
- Improved understanding between the police and the community, with both gaining recognition of each other's problems.
- Creation of awareness among police-community relations problems, and encourages officers to help solve them.
- Improved relations with the community, whether these involve crime prevention, public relations, or neighborhood problem solving.

Education

Educating the community in regards to why police officers do what they do in certain situations was also a theme that emerged. Officers believe education, in part, will resolve the perception of racial profiling. They believe that any strategy with the objective of educating the community regarding police protocol will be helpful. Several officers thought this could be accomplished through interactive training as discussed previously in this report.

Other officers believe that Citizen Police Academies are effective in educating the community about police protocol. The Citizen Police Academy is a program designed to provide a working knowledge and background of the law enforcement agency and to foster a closer relationship between the agency and the community. It provides an avenue for community involvement and firsthand experience of policing. Citizens learn about their local law enforcement agency, ask questions, and gain a more thorough understanding of the inner workings of law enforcement. The Academy also allows for citizens and police officers to share information and ideas about the police profession. The Citizen Police Academy may go a long way in improving police-community relations, enhanced cooperation between the police and community, and reduce stereotyping.

Minority Police Officers

During validity checks of the data, the researcher presented the themes to both Hispanic and African American police officers. These officers substantiated the themes. However, it is important to point out that African American police officers tended to be more sensitive to the importance of police officers being “in tune” to cultural differences.

In one focus group discussion with African American police officers this was specifically discussed. They believe it is important for officers working in racial minority communities to recognize and understand cultural differences. According to these officers, perceptions and the choice of words police officers use during contact with minority citizens can have a lasting effect. They also believe it is important for African American citizens to see African American police officers patrolling in their neighborhoods. This closely mirrors findings from Phase One research where minority citizens revealed that they believe many police officers, especially White officers, lack cultural awareness.

SECTION VI

Recommendations

A primary objective in making the following recommendations was to ensure that they are generated directly from the data. In this regard, data from both Kansas racial profiling studies (Phase One and Phase Two) were carefully examined in an effort to determine which recommendations were similar among minority citizens and law enforcement officers. Consequently, two salient commonalities underpin these recommendations. First, any and every opportunity for increased “positive interaction” between the police and the minority community may be beneficial in regards to the current discourse on racial profiling. Second, education programming may enhance an understanding of law enforcement and community perspectives of racial profiling.

It is clear that law enforcement officers and minority citizens believe increasing positive interaction (outside of the scope of when police are engaging in law enforcement activities) will improve relations and increase mutual understanding.

- **Recommendation 1: Involve members of the minority community in police training.**

This was a recommendation made by both law enforcement officers and minority citizens. Law enforcement training authorities may wish to consider involving members of the minority community whenever possible in training. This is especially beneficial in training on racial profiling and cultural diversity issues.

- **Recommendation 2: Whenever possible, make racial profiling training as interactive as possible.**

There were a number of implications from this study that center on police training, especially racial profiling and cultural diversity training. Best training practices recommend training be made as interactive and hands on as possible. In this light, racial profiling training for law enforcement officers can be enhanced by an interactive approach. One effective training trend is to engage officers in active role-playing and problem-centered learning exercises. These may include scenarios where, for example, minority citizens allege the police department engages in racial profiling. Police officers would then work in small learning groups to tailor strategies to address the allegations.

Interactive police training may actually result in a better of understanding from both officers and citizens. The police and citizens can learn from one another. Moreover, this may heighten a mutual understanding as to why the police do what they do in certain situations. Policing research has shown that increased positive contact the minority citizenry increases trust.

- **Recommendation 3: Implement or enhance existing community policing strategies.**

Law enforcement agencies may find it beneficial to implement or expand their existing community oriented policing strategies as a way to enhance public safety and interaction through collaborative partnerships with the minority community.

Community policing strategies call for an increased emphasis on the service aspect of policing as opposed to strictly crime reduction. Law enforcement agencies solely committed to crime reduction strategies are more likely to be accused of racial profiling. Law enforcement agencies that are steeped in crime reduction strategies pose a far greater potential for officers to develop an operating mentality to reduce crime by any means necessary. A large extent of crime reduction strategies are carried out in economically disadvantaged neighborhoods (often minority neighborhoods) where large numbers of stops are conducted. These practices by themselves have the potential to lower trust in law enforcement and minimize cooperation of the minority community.

It is certainly not suggested that law enforcement desist from crime reduction strategies in economically disadvantaged areas, but rather that they be augmented with a significant service orientation that is built as an operational strategy. Community policing with its emphasis on the service orientation actually includes proactive policing strategies. For example, under community policing the police would focus increased attention to small disorder problems that usually would not be expected, or for that matter, result in a police response under a crime reduction model. Some examples of small disorder problems are minor vandalisms, public drinking, neighborhood blight, abandoned property and vehicles, and the like. By focusing on small disorder problems inherent in neighborhoods will bring the police into more frequent interaction with citizens in order to discuss and tailor solutions to these problems. By addressing the small disorder problems, more serious crime-related problems may be prevented.

- **Recommendation 4: Implement or increase Citizen Police Academies**

Because many law enforcement officers participating in this study indicated that Citizens Police Academies are effective at educating citizens about the police role, law enforcement agencies should consider implementing or increasing existing Citizen Police Academy programs, specifically recruiting minority citizens for participation. It may also be beneficial to recruit the most ardent critics of the police for inclusion in the Citizen Police Academy.

Because many officers in this study believe the media does not fully understand police protocol, invitations should be extended to the media for attendance in Citizen Police Academies.

Citizen Police Academies are intended to develop and enhance relationships between members of the community and law enforcement while at the same time opening a mutually supportive avenue for communication. In part, the Citizens Police Academy is a program designed to provide a working knowledge and background of the law enforcement agency. The Citizen Police Academy would appear to be an ideal program to what officers' believe is a need to enhance citizens' understanding of police protocol and the police role.

- **Recommendation 5: Increase non-law enforcement contact with racial minority youth.**

Because a great many officers believe many minority youth learn to not trust the police, it is recommended that law enforcement officers create opportunities for non-law enforcement outreach to minority youth. Non-law enforcement contact is defined here as a contact outside of responding to or investigating a crime.

- **Recommendation 6: Establish or increase citizen ride-along programs.**

Citizen ride-along programs have the potential for citizens to have a firsthand glimpse into the reality of law enforcement work and how officers do their jobs. Citizens will also witness what shapes discretionary decision making on the part of officers. Officers in this study suggested encouraging the police ride-along as a way to educate citizens about what they do.

- **Recommendation 7: Increase regular police-community forums or meetings in the minority community.**

The use of community forums to discuss racial and other issues impacting the minority community can be an effective way to increase positive interaction between the police and the minority community. Community forums and/or meetings can also be effective in establishing positive relations with the community. They can be used to educate the community about what the police do.

- **Recommendation 8: Use diligence when conducting a pretextual stop.**

Because many minority citizens believe the police use the pretextual stop as a cloak for racial profiling, officers should make great effort to communicate with the citizen if the reasonable suspicion is unfounded during a pretextual stop. For example, if an officer stops a motorist leaving a high crime/drug area and it is subsequently determined that the motorist is not involved in the criminal activity, officers should explain to the motorist the real motivation for the stop (high crime/drug area). This can go a long way in minimizing minority citizens' perception that the stop was solely motivated by race.

- **Recommendation 9: Conduct self-audits of stop practices.**

Officers should be encouraged to conduct self-audits regarding their stop practices. Self-audits could naturally be incorporated into training sessions. During self-audits officers should critically think about the following regarding their stop practices:

1. Who am I stopping more often than not and what am I stopping them for?
2. How can my actions be perceived?
3. Can I justify the stops that I make?
4. How do I communicate with the citizens during the stop?
5. Do I follow standard contact line during initial contact with motorist: Giving motorist my name and department and why they are being stopped?

6. Do I make an enforcement decision before I stop motorists?
7. If reasonable suspicion is unfounded as the result of using a pretextual stop, how do I conclude the contact with the citizen, especially racial minority citizens?
8. Can anything about my stop practices be perceived by citizens as racial profiling? If so, how can I resolve these perceptions?

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Appendix One

Outline of Themes

OUTLINE of THEMES

1. **Discussion Question:** When making a car stop, have you ever been accused of racial profiling by the motorist? If so, how did you handle it?

- *39 out of 61 officers who were interviewed said that they have been accused of racial profiling on at least one occasion during a vehicle stop.*

THEME 1: EFFECTIVE COMMUNICATION

- Take extra time - explain thoroughly the reason for stop
- a. Follow up question: Why did officers think citizens made the racial profiling allegation?

THEME 2: INTIMIDATION

- Try to get out of the citation
 - Intimidate officer into believing s/he may get a formal racial profiling complaint
 - Intimidate the officer to back off stop because citizen has a suspended driver's license or some other illegal activity in the vehicle
2. **Discussion Question:** Why do officers feel so many racial minority citizens believe the police engage in racial profiling?

THEME 1: GENERATIONAL LEARNING

- Minority youth taught within families how to act if stopped by police
- Conditioned to believe police engage in racial profiling
- May result in built in bias against the police

THEME 2: MEDIA

- Over-report incidents involving police and minority citizens
- Jaded coverage against the police

3. **Discussion Question:** What did officers think of minority citizens' perception of racial profiling in Phase One research (i.e., more likely to be stopped in affluent Caucasian areas, the type of car increases the risk of being stopped, being stopped for non-flagrant violations that they believe aren't enforced to the same extent in Caucasian neighborhoods)?

THEME: PROACTIVE POLICING

- Police trained to be proactive
- Police cue on behavior of individuals
- Police look for indicators - things out of norm

- Some minority citizens live in economically disadvantaged neighborhoods. Many of these neighborhoods have high rates of crime resulting in increased proactive policing including stops.
4. **Discussion Question:** Officers were asked to discuss their use of the pretext stop. This question explored if officers believe the pretext stop is abused, and if there should be additional documentation and/or a race-neutral reason documented when a pretext is used.

THEME 1: EFFECTIVE POLICE TOOL

- Not abused
- Pretext stop is an important tool to uncover crime
- Important tool in proactive policing

THEME 2: DON'T CREATE MORE PAPERWORK

- Not necessary to document race neutral reason
 - All stops are already documented
 - The violation is the reason for the stop
5. **Discussion Question:** Officers were asked to discuss the quality and nature of racial profiling training.

THEME: ACTIVE AND ENGAGING TRAINING

- Need to do more than just show videos of citizens who say they have been racially profiled.
 - Training needs to be more relevant. Many cases that are featured in training videos happened years ago.
 - Case studies used in training need to provide the - police side (entire context) of the story.
 - Beneficial to have minority citizens participate in racial profiling training.
6. **Discussion Question:** What has to be done to resolve the perception of racial profiling among minority citizens?

THEME: POSITIVE INTERACTION

- Increase positive interaction in minority neighborhoods
- Increase positive interaction with minority youth
- Community oriented policing strategies

THEME: EDUCATION

- Educate citizens and media about police role (why police do what they do in certain situations)
- Educate about differences between racial profiling vs. criminal profiling