FINAL REPORT OF

THE URBANA TRAFFIC STOP DATA TASK FORCE

VOLUME I: MAIN REPORT

OCTOBER 31, 2015

CITY OF URBANA

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Signed: December 18, 2015

RESOLUTION NO. 2015-12-073R

A RESOLUTION ACCEPTING THE FINAL REPORT OF THE URBANA TRAFFIC STOP DATA TASK FORCE, VOLUME I AND VOLUME II

(Acceptance of IDOT Traffic Stop Task Force Report)

WHEREAS, the City of Urbana (the "City") is a home rule unit of local government pursuant to Article VII, Section 6, of the Illinois Constitution, 1970, and may exercise any power and perform any function pertaining to its government and affairs, and the passage of this Resolution constitutes an exercise of the City's home rule powers and functions as granted in the Illinois Constitution, 1970; and

WHEREAS, pursuant to its home rule authority, the City has the authority to create commissions, boards and task forces to study issues which the City Council deems important and significant and which impacts the quality of life within the City of Urbana; and

WHEREAS, the City Council, on January 21, 2014, adopted Resolution No. 2014-01-002R, A Resolution Authorizing the Creation of a Task Force to Recommend How the City Can Improve Understanding of Data Complied in the IDOT Traffic Study and Respond to Concerns Raised by Social Justice Organizations; and

WHEREAS, pursuant to the resolution the Urbana Traffic Stop Data Task Force was formed; and

WHEREAS, on December 7, 2015, the Urbana Traffic Stop Data Task Force presented its final report to the City Council; and

WHEREAS, the City Council wishes to acknowledge its receipt of the final report and to convey its appreciation for the excellent work which the Urbana Traffic Stop Data Task Force members and citizens of the City of

Urbana community committed to the study of the issues addressed in the report.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1.

The City Council hereby acknowledges its receipt of the Final Report of the Urbana Traffic Stop Data Task Force, Volume I and Volume II, and that the same shall be included in the records and archives of the City.

Section 2.

The City Council expresses sincere and profound appreciation for the work undertaken by the Urbana Traffic Stop Data Task Force and those other persons who contributed to the final work product produced by the Task Force.

Section 3.

The City Council will evaluate the recommendations of the Final Report of the Urbana Traffic Stop Data Task Force and seek to address as many issues raised in the report as the City Council deems necessary, reasonable and appropriate within the bounds of its lawful authority.

PASSED BY THE CITY COUNCIL this 14th day of December, 2015.

BY UNANIMOUS VOICE VOTE.

Phyllis D. Clark, City Clerk

APPROVED BY THE MAYOR this 18th day of December, 2015.

Laurel Lunt Prussing, Mayor

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INTRODUCTION

Introduction

In January 2014, the Urbana City Council established a Traffic Stop Data Task Force to examine data regarding racial disparities in traffic stops by the Urbana Police Department. The data we were tasked with examining was collected by the Police Department, in part to provide to the Illinois Department of Transportation for their study of traffic stops. In June 2014, the Task Force met to begin its work. The Task Force divided its work into four major areas of study:

- A survey of wider literature regarding traffic stops and racial disparities
- An analysis of the collected statistics regarding traffic stops in order to look for racial disparities and possible causes of any such disparities
- A study of the impact to the community of racial disparities in traffic stops, regardless of the causes of the disparities
- A review of current police procedures and how the police engage with the community

This report is a compilation of the results of those four areas of study over the past year, along with the Task Force's conclusions and recommendations.

The Task Force considers its work as the beginning, rather than the end, of this endeavor. While we have been able to do a significant review of the statistics, community impact, and police procedures and public engagement, the most we could do in the very short amount of time we were given was to identify areas of further exploration and give recommendations for future action. There is a great deal of work ahead to address the issues we have identified in this report.

Members of the Task Force

CHAIR

Peter Resnick

MEMBERS

Dr. Nicole Anderson-Cobb

Patricia Avery

Sgt. Andrew Charles

Dr. Shinjinee Chattopadhyay

Alejandra Coronel

Dr. Eric Jakobsson

Will Kyles

Shandra Summerville

Paul Testa

Acknowledgments

The Task Force gratefully acknowledges the many people who contributed to this report. In particular, we would thank the many members of the public who attended our Town Hall meeting to give their input into the Community Impact section of this report, with special gratitude to Mr. Sam Smith who facilitated the discussion. Also, our thanks to all of the members of the public for their contributions during the public input section of our meetings and during the public comment period for our preliminary report, with a special note of thanks to Mr. Durl Kruse who not only provided valuable feedback during meetings but also contributed a great deal of research and information throughout our work. We are also grateful to the entire staff of the Urbana Human Relations Office for all of their support and to the staff of Urbana Public Television for their assistance with all of our meetings. Our thanks to the members of the Urbana Police Department staff who collected the statistical data that went into this report, and to Chief Patrick Connolly for his support of this process and willingness to engage with the Task Force. Finally, we would like to thank the Urbana City Council and Mayor Laurel Prussing for their courage and confidence in creating the Task Force and giving us the opportunity to address this important issue.

Executive Summary

CONTEXT OF THIS REPORT

Viewed from a historical context, the relationship between law enforcement agencies and minority communities has been problematic. From the perspective of minority communities, law enforcement agencies throughout our history were all too often employed as a mechanism to control and suppress the democratic aspirations of marginalized communities. Law enforcement agencies reflected the pervasive racial and ethnic prejudice of American society; and did so with the full authority and weight of the criminal justice system, knowing that many other organizations may share similar behavior.

Nationally, we are witnessing the inevitable social tension and strain associated with transitioning from law enforcement too often used as a method of controlling minority communities to law enforcement that consistently collaborates with minority communities as full participants in our society. Communities agree to standards for lawful conduct. Communities determine the consequences for breach of lawful conduct. Communities grant law enforcement authority to enforce standards of conduct. Communities articulate the acceptable methods by which authority is exercised. Thus, in a very real sense, law enforcement is the community's mechanism to enforce its own standards. Ideally, these standards represent the best-informed and enlightened interests of all members of the community. Significant discontinuity between the community's sanctioned methods and law enforcement's actual methods raises serious concerns about the legitimacy of particular law enforcement methods.

It is within this context that the Task Force has been called upon to review Urbana's traffic stop statistics. The Task Force acknowledges that the Urbana Police Department is generally reputed to be a good example of a law enforcement agency that is committed to serving all elements of its community. Notwithstanding that reputation, the Department's traffic stop data reveal a pattern of stopping minorities at a higher rate than their proportion in the population. These patterns raise several critical questions that bear directly upon the legitimacy of the Department's traffic enforcement methods from the perspective of the minority community and the Urbana community as a whole. This report attempts to explore some of the questions raised by the data from a community perspective.

As a final note, the Task Force's is sensitive to the recent tragic encounters between law enforcement and minority citizens which culminated in the deaths of Kiwane Carrington in Champaign, Illinois, Samuel Debose in Cincinnati, Ohio, Walter Scott in North Charleston, South Carolina, and Sandra Bland in Prairie View, Texas. The Task Force seeks to learn from the IDOT

data to positively contribute to the improvement of community-police relations in Urbana so that we might avoid similarly tragic encounters in our community.

TERMINOLOGY

We will be using the following terms as described:

"Racial disparity": For a particular race, there is a difference between the number of traffic stops actually made and the expected number of traffic stops given the population of that race.

"Bias" and "racial profiling": These terms simply mean that the race of the driver is a factor in deciding whether and how a driver is stopped for a traffic violation. Neither term necessarily implies an official policy on the part of officers to stop drivers based on their race, or even conscious intent to do so.

"Hot-spot policing": The practice described in much of the literature on the topic whereby police officers are deployed to areas with higher crime rates or specific criminal activity.

"Investigatory stop": The practice of officers making discretionary traffic stops in situations where they might otherwise not do so; while these discretionary traffic stops are based on actual observed traffic violations, the reasons for making an investigatory stop are multifaceted, including but not limited to the investigation of other potential crimes in an area, to check suspicious behavior, and to search for vehicular contraband.

SUMMARY OF CONCLUSIONS

Statistical Analysis

Like previous studies, our analysis of the traffic stop data shows a disproportionately large number of traffic stops in our community are made of African-American drivers as compared to any other racial group of drivers. In this report, we consider three potential explanations for these disparities: 1) demographic and socio-economic factors 2) patterns of policing, and 3) racial profiling. We find that demographic differences in the driving population of different racial groups, such as the relative age of drivers or cars, account for only a small portion of the observed disparity in stops. In contrast, there appears to be a strong link between where the police are and where traffic stops occur. In short, neighborhoods with more calls for police service, use of "hot-spot policing," and use of "investigatory stops" tend to have more traffic stops. These neighborhoods also tend to have larger minority populations. Thus, part of the disparity we observe may be due to these correlations and patterns of policing. We find that when officers made stops with a specific purpose of monitoring particular traffic problems, the racial disparities in traffic stops were much smaller. However, our analysis also reveals evidence that racial profiling

may contribute to the observed racial disparities in traffic stops. For example, minorities are stopped at higher rates than we would expect in neighborhoods where the U.S. Census suggests they are less likely to live. Furthermore, statistical tests designed to detect racial profiling provide some evidence of profiling for some years of the data. Regarding the results of traffic stops, our statistical analysis found a disproportionately higher number of searches performed during traffic stops of African-American drivers. We also found that African-American and Hispanic drivers paid disproportionately higher fines per traffic stop, mostly due to the fact that the specific violations carry higher fines and that they were more likely to be charged with multiple violations.

Community Impact

Through our interviews of community members and our review of data and literature, we found that having a disproportionate number of traffic stops of African-American drivers impose profound negative impacts to the community that exist *independent of whether this disparity in traffic stops is otherwise justified*. A driver who happens to live in a neighborhood where police do additional patrols, either due to calls for service or hot-spot policing, is more likely to be stopped and ticketed than a driver who lives in a different neighborhood, even if the two drivers had identical vehicles and driving behavior. This means that drivers in such neighborhoods end up having greater financial hardships simply because of where they happen to live. Compounding this problem is that drivers in these neighborhoods tend to have comparatively lower incomes: Not only does having a lower income mean that the additional financial burdens hits one especially hard, the violations associated with the inability to afford insurance or license fees carry higher fines than other violations, making the situation even worse.

In addition to financial impact, there are also significant psychological and safety impacts of African-American drivers being pulled over disproportionately. Though traffic stops are rarely good experiences for anyone, we have found that African-American drivers experience a great deal of fear for their physical safety during traffic stops. These fears can be based on previous personal experiences with traffic stops that have gone poorly, as well as the knowledge of terrible police-public interactions that have taken place both historically and in current news. These fears are problematic in and of themselves, and repeated stops of a driver can make the situation worse. Moreover, those fears also create a situation with real physical danger: because of these fears, drivers are on edge when interacting with officers. Officers, likewise, can behave negatively in response to fearful drivers, either as a result of poor interactions during a traffic stop or in anticipation of them. Our review of recent cases in the news indicates that interactions between officers and the public with such heightened emotions can spiral and end tragically. A disproportionate number of traffic stops, particularly when drivers are especially fearful, increase the risk of injury or death.

Police Procedure and Public Engagement

Urbana police officers perform "hot-spot policing" and "investigatory traffic stops". Our review of the relevant legal research indicates that investigatory stops are legal, and there is evidence in the literature that certain kinds of hot-spot policing does lower crime rates. Our review of local procedures indicates that hot-spot policing in Urbana has been done on an ad-hoc basis and not systematically. Police command is not directing officers to particular areas to do hot-spot policing, but instead it is done at the discretion of individual officers, with the officer making the decision to police areas where they have observed higher crime rates. Furthermore, outcomes have not been consistently monitored due to a lack of police resources to do the kind of data collection necessary. It is not clear whether the particular kind of hot-spot policing done, particularly the use of investigatory traffic stops, is actually having an effect on crime rates. We find that the benefits of engaging in these practices must be measured and weighed against the negative impacts that such practices make in the community. Insofar as hot-spot policing continues to be used, and we recognize that there are benefits in doing so, we urge the Police Department to do additional targeted community engagement to minimize the negative experiences that many African-American drivers have due to the resulting increased number of traffic stops that occur from the practice.

As part of our discussions with the Police Department regarding different types of policing, we found that traffic stops were not tracked as to type, whether hot-spot policing, specific traffic details, or other sorts of engagements. While we recommend in this report several additional kinds of information the Police Department should be collecting and reviewing to improve police procedures, the Department has already instituted a procedure to collect traffic stop type as part of their regular collection of traffic stop data due to our discussions with them.

SUMMAR OF RECOMMENDATIONS

There are detailed recommendations at the end of this report. This is a high-level summary of some of the key recommendations.

- The Police Department should continue and expand the programs it has already initiated during the existence of the Task Force, particularly trainings on implicit bias, the collection and monitoring of additional traffic stop data (beyond IDOT requirements) to help eliminate disparities, and reviews of traffic stops with officers to assess the motivations, efficacy, and results of traffic stops. (Recommendations 1.1,1.2,2.4)

- A statistician should be enlisted to continue the review of traffic stop statistics on an annual basis to find any trends and identify racial disparities that may exist. (Recommendations 2.1-2.4)
- Crime statistics should be regularly reviewed jointly by the Police Department and representatives of the minority community, facilitated by the Urbana Civilian Police Review Board, to assure that any differences in police tactics are justified by significant reductions in crime rate as compared to the negative impact such tactics have on the communities where they are used. (Recommendations 2.2, 2.3)
- Police Department policies should be reviewed to be sure that ticketing for traffic stops is done proportionally, across race or ethnicity, where traffic stops are disproportional due to specific police procedures. (Recommendation 3.1)
- The City Council should review the disproportional economic impacts of citations for traffic violations and examine changes that might ameliorate those impacts. For example, fines for different traffic violations should be reviewed with an eye toward reducing fines that disproportionately impact low-income drivers. (Recommendations 3.1-3.4)
- The Police Department should continue to engage with the communities affected by disparate traffic stops, both to help educate the community on traffic stop expectations and how community members can help to reduce the number of traffic stops and citations, as well as to help educate officers on the experiences of the communities affected by disparate numbers of traffic stops. (Recommendations 4.1, 4.3, 4.5)

See the “Recommendations” section under “Police Procedure and Public Engagement” for a more detailed discussion of policy recommendations.

Literature Review

THE "IMPOSSIBLE DILEMMA" OF THE AFRICAN-AMERICAN COMMUNITY

In analyzing the results of a large survey of African-Americans on the subject of criminal justice policy, Mark Ramirez[1] wrote "The policy preferences of black Americans in the criminal justice domain are complex and multi-faceted. […] The need for law enforcement and crime reduction strategies is of utmost importance in these neighborhoods. Yet, residents of these neighborhoods are also more likely to experience discrimination at the hands of the criminal justice system: police brutality, jury bleaching by prosecutors, and tougher judicial sentencing. The competing pressures facing black Americans—the need for policies to reduce crime, but not wanting to provide power to a system that treats them unfairly, has led to what some have called ''joint frustration syndrome''[2], ''urban frustration''[3], or the ''impossible dilemma.'' [4]

TRAFFIC STOP RATES

Based on studies conducted in many parts of the United States, African-American drivers have been found to be subject to traffic stops out of proportion to their representation in the population.[5] On the other hand, a nationwide survey of just under 58,000 individuals on police-civilian contacts throughout 2008 found no such disparity in numbers of traffic stops, either for White, African-American, or Hispanic drivers, but did show a major disparity in searches.[6] African-American drivers were approximately 4 times as likely as White drivers to undergo a search, either of vehicle or person or both, and about twice as likely as Hispanic drivers. Assuming both the local studies and the national study had equally good methodology (and neither on careful reading had obvious flaws) it appears there is substantial variability in communities across the nation in how race and ethnicity play out in traffic stops. In any event, as described in the next

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[1] Ramirez, Mark D. "Racial Discrimination, Fear of Crime, and Variability in Blacks' Preferences for Punitive and Preventative Anti-crime Policies." *Political Behavior* (2014): 1-21.

[2] Meares, Tracey L. "Charting Race and Class Differences in Attitudes Towards Drug Legalization and Law Enforcement: Lessons for Federal Criminal Law" (1997). *Faculty Scholarship Series.* Paper 474: 137-174.

[3] Brooks, Richard RW. "Fear and fairness in the city: Criminal enforcement and perceptions of fairness in minority communities." *S. Cal. L. Rev.* 73 (1999): 1219.

[4] Loury, Glenn. "The impossible dilemma." *The New Republic* 214, no. 1 (1996): 21-25.

[5] http://www.nij.gov/topics/law-enforcement/legitimacy/pages/traffic-stops.aspx

[6] Eith, Christine, and Matthew R. Durose. "Contacts between police and the public, 2008." Washington, DC (2011). Available at http://bjs.gov/content/pub/pdf/cpp08.pdf

section of this report, there is no doubt that statistical disparities in stops exist in Urbana, where African-American drivers are stopped disproportionately relative to drivers of other races.

One hypothetical reason for racial or ethnic disparities might be driving habits. One might reasonably guess that death rates for drivers would be a good measure of reckless driving. Statistics gathered by the Centers for Disease Control over a several year period show no significant difference in age-adjusted driver deaths between African-Americans, Hispanic-Americans, and European-Americans.[7] African-Americans are not more reckless drivers than European-Americans.[8]

Note that the statistics cited above are age-normalized. Younger drivers have more accidents than older drivers (except for drivers over 75 years old).[9] The African-American population in the U.S. is younger than the White population. Thus the fractional population of African-Americans is higher in the "dangerous driving" age range (up to 24) and lower in the "safe driving" age range (35-74).[10]

It is instructive to examine the case of one city with similar demographics to Urbana that, for a number of years, had no racial disparity in traffic stops. This is Iowa City, population approximately 72,000, home of the University of Iowa. A comprehensive study of racial disparity in traffic stops was done by Barnum, et al.[11] The authors found that from 2005 through 2007 there was only a very slight disparity in traffic stops, perhaps small enough to be accounted for by the black population being younger and therefore having a higher fraction of the population violating traffic laws. But in 2008 and 2009 there was a surge in violent crimes in the black neighborhood that was statistically modest but received prominent coverage in local news media. This resulted in increasing patrols in black neighborhoods and a significant increase in statistical racial disparity in stops. The crime incidence soon returned to its previous level, but the traffic stop disparity persisted through 2012, the last year covered by the study. It may persist to the present day.

This study illustrates both the strength and weakness of statistical analysis. The statistics are very good at telling us what happened but fall short in telling us why it happened. To what extent was

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[7] http://www.cdc.gov/mmwr/preview/mmwrhtml/su6001a10.htm

[8] The national highway death data show that Asian-Americans are only about half as likely, relative to their proportion in the population, to be drivers in fatal accidents.

[9] http://www.census.gov/compendia/statab/2012/tables/12s1114.pdf

[10] http://en.wikipedia.org/wiki/Demographics_of_the_United_States

[11] Barnum, Chris, Robert Perfetti, and Matt Lint. "Iowa City Police Department Traffic Study." (2014).

the end of the surge in violent crime in Iowa City due to the increased patrols and arrests and to what extent did it simply "play itself out" or decline due to other factors? Is the continued increase in patrols and arrests in the black neighborhoods responsible for the sustained reduced crime rate, or is it a practice that has outlived its policy usefulness but is maintained for political reasons?

POSSIBLE REASONS FOR DISPARITIES

Weisburd and Eck[12] attempted to deal with the "why" issue by reviewing a broad range of studies on the relationship between police practices and crime rates. They concluded that employing a broad range of strategies in a coordinated focus on "hot-spots" of crime is effective in reducing crime rates. Investigative traffic stops comprised a component in this strategy. One of the studies cited was especially strong in its validity in that it did a study of 24 randomly selected different regions in Jersey City, in which 12 were assigned intensive hot-spot policing and 12 were not.[13] The results were unequivocal. Targeted hot-spot policing reduced crime in those areas where it was done. However, the evidence for efficacy of investigatory traffic stops as part of this policing strategy is less clear. In the published controlled experiments on hot-spot policing, local police departments typically did what they did before, but more intensely, so that traffic stops were not controlled for separately.

Although to our knowledge the Urbana Police Department does not have a policy of "hot-spot policing" explicitly by name, it does appear to be doing it in practice. Since (as shown in the statistical section of our report) there is a strong correlation between police calls for service and traffic stops in the geo codes that make up our city, it appears that investigatory stops are part of the hot-spot policing practice.

In the studies cited by Weisburd and Eck, it was found that community policing was not effective in reducing crime, at least in the short run, but did improve community-police mutual trust. It is reasonable to hypothesize that this increased trust could lead to a long-term reduction in crime by improving the effectiveness of enforcement, but long term trends are hard to deal with statistically since many factors are changing, for example the composition of neighborhoods, the overall economic climate, etc.

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[12] Weisburd, David, and John E. Eck. "What can police do to reduce crime, disorder, and fear?" *The Annals of the American Academy of Political and Social Science* 593.1 (2004): 42-65.

[13] Braga, Anthony A., David L. Weisburd, Elin J. Waring, Lorraine Green Mazerolle, William Spelman, and Francis Gajewski. "Problem-oriented policing in violent crime places: a randomized controlled experiment*." *Criminology* 37, no. 3 (1999): 541-580.

Epp et al[14] published a major study on the causes and effects of racial disparities in traffic stops. They concluded that there was no disparity in stops that were made for purely traffic safety reasons. Essentially all of the disparities were due to stops with an investigative component, where the officer used a minor safety issue as a reason to stop a vehicle that was suspected, for other reasons, to be connected to some illegal activity. They concluded that, due to the fact that in most stops the suspicions are not substantiated, these stops have a corrosive effect on relationships between the police and the black community. This is especially so because blacks are under-represented on police forces across the nation.[15] Thus many black residents have had the experience of being stopped by white officers on the basis of suspicions that proved to be unfounded.

LEGAL ISSUES

It should be noted that the constitutionality of making such pretextual stops, for minor moving or equipment violations that would not in themselves usually prompt a stop except for some other suspicion of illegal activity, are firmly rooted in settled law. The relevant Supreme Court case is Whren vs. United States, which was a unanimous decision.[16] Some legal scholars have criticized this decision. [17] [18] [19] However, because it was unanimous, it is not likely to be overturned any time soon. Therefore, it is part of the legal context in which traffic stop disparities must be considered. A recent Supreme Court decision modified the Whren decision to some extent. This was Rodriguez v. United States,[20] decided on April 21, 2015. In this decision, the Court held that even if a stop has an investigative component, its duration could not be extended beyond the time needed to process the traffic violation that served as the nominal reason for the stop.

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[14] Epp, Charles R., Steven Maynard-Moody, and Donald P. Haider-Markel. *Pulled Over: How Police Stops Define Race and Citizenship*. University of Chicago Press, 2014.

[15] http://www.nytimes.com/interactive/2014/09/03/us/the-race-gap-in-americas-police-departments.html

[16] http://en.wikipedia.org/wiki/Whren_v._United_States

[17] Sklansky, David A. "Traffic stops, minority motorists, and the future of the Fourth Amendment." *The Supreme Court Review* (1997): 271-329.

[18] LaFave, Wayne R. "The" Routine Traffic Stop" from Start to Finish: Too Much" Routine," Not Enough Fourth Amendment." *Michigan Law Review* (2004): 1843-1905.

[19] Donahoe, Diana Roberto. "Could Have, Would Have: What the Supreme Court Should Have Decided in Whren v. United States." *Am. Crim. L. Rev.* 34 (1996): 1193.

[20] http://www.supremecourt.gov/opinions/14pdf/13-9972_p8k0.pdf

ECONOMIC IMPLICATIONS

Our committee also considered the issue of economic impact on drivers of fines due to violations uncovered at traffic stops. We note that the present system of fixed fines for particular offenses hits people of limited means much harder than people who are well off financially. In several nations in Northern Europe, fines are assessed according to a "day fine" system.[21] In this system, a fine for a particular offense is set at a certain number of days' income rather than a fixed amount. The logic is that a fine of $120, for example, would be pocket change for a well-salaried professional, but might make the difference in being able to pay the rent for a minimum-wage worker. Under a day-fine system, the fine would be much lower for the minimum-wage worker than for the well-salaried professional. Such a system has been experimented with in the United States with promising results.[22] Our committee will recommend that the City of Urbana seek to modify traffic-stop related fine schedules to be more equitable to people in various economic situations.

RELATED CRIMINAL JUSTICE ISSUES

Because of the role of investigatory traffic stops in the criminal justice system, they unavoidably become entangled with other criminal justice issues, especially with how the criminal justice system deals with drug use and mental illness. While those issues are beyond the scope of the Task Force, perhaps they merit mention by virtue of how they interact with investigatory stops.

Carl Hart describes racial disparities in both the letter and the enforcement of drug laws in his book, "High Price".[23] Hart has a unique perspective as a black man who dealt drugs in his youth in Miami but ultimately became a respected neuroscientist whose work focuses on the science of addiction. He combines his personal experience with his professional expertise to analyze the problems with how our criminal justice system deals with drugs in the black community.

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[21] Lappi-Seppälä, Tapio. "Penal policy in Scandinavia." *Crime and Justice* 36, no. 1 (2007): 217-295. See also http://www.theatlantic.com/business/archive/2015/03/finland-home-of-the-103000-speeding-ticket/387484/

[22] Winterfield, Laura A., and Sally T. Hillsrnan. "The Staten Island Day-Fine Project." (1993); McDonald, Douglas. "Day fines in American courts: the Staten Island and Milwaukee Experiments." Vol. 100, no. 4. US Department of Justice, Office of Justice Programs, National Institute of Justice, 1992.

[23] Hart, Carl L. *High Price: A Neuroscientist's Journey of Self-discovery that Challenges Everything You Know about Drugs and Society*. Harper, 2013. A summary of Hart's research and his conclusions can be found at http://www.nytimes.com/2013/09/17/science/the-rational-choices-of-crack-addicts.html?_r=0

In addition to racial disparities in drug issues, mental health problems are under-treated in the African American community.[24] [25]

Reflecting the interplay between all these issues, our jail and prison populations are over-represented in African-Americans and in people suffering from mental health and drug problems.[26]

Fortunately, there is interest in Champaign County in criminal justice reform, including the County Board appointment of a Racial Justice Task Force that would improve how the criminal justice system deals with the issues described above. This is exemplified by the visit and presentations from Leon Evans, the CEO of the Center for Health Care Services in San Antonio, Texas.[27] He talked about their very successful jail diversion program.[28] [29] While not a direct subject of our study, improvement of the criminal justice and mental health systems in Champaign County would undoubtedly have an effect (we believe beneficial) on the issues we address in this study.

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[24] Snowden, Lonnie R. "Barriers to effective mental health services for African Americans." *Mental Health Services Research* 3.4 (2001): 181-187.

[25] Lasser, Karen E., David U. Himmelstein, Steffie J. Woolhandler, Danny McCormick, and David H. Bor. "Do minorities in the United States receive fewer mental health services than whites?" *International Journal of Health Services* 32, no. 3 (2002): 567-578.

[26] http://en.wikipedia.org/wiki/Incarceration_in_the_United_States

[27] http://www.chcsbc.org/who-we-are/ceo-message/

[28] http://www.chcsbc.org/innovation/jail-diversion-program/

[29] http://www.npr.org/blogs/health/2014/08/19/338895262/mental-health-cops-help-reweave-social-safety-net-in-san-antonio

Statistical Analysis

ILLINOIS TRAFFIC STOP STUDY PROCEDURES

The State of Illinois requires that police departments collect information on traffic stops for the purpose of assessing racial bias, disparities and profiling in policing. According to the annual reports of the Illinois Department of Transportation (IDOT), the Illinois Traffic Stop Study Procedures are as follows:

- Study Period. Since January 2004, police agencies in Illinois have been required to submit data about traffic stops to IDOT. This requirement is in place through 2019.
- Definition of a "Traffic Stop." A "traffic stop" occurs when an officer stops a motor vehicle for a violation of the Illinois vehicle code, or for a local traffic violation. The Traffic Stop Study data does not include traffic citations arising from traffic crashes, or in cases in which an officer stops a vehicle that has been linked to a specific crime, such as a vehicle wanted in connection with a robbery. However, if an officer uses a traffic law violation as a pretext to stop a "suspicious" vehicle, that stop is to be reported to IDOT.
- Data Elements Used for Analysis. Traffic stop data in Illinois is analyzed based on the following data elements:
    - Race of driver
    - Reason for the stop
    - Duration of the stop
    - Outcome of the stop
    - Whether a consent search of the vehicle was requested and conducted
    - Whether contraband was found during the consent search
    - Whether a dog sniff was conducted during the stop, and the results of that sniff
- Deadlines to Submit Data. Agencies must submit traffic stop data for the calendar year to IDOT prior to March 1 of the following year. After a preliminary analysis is conducted, the results are posted on a secure site at IDOT so that each agency may review its own results. Agencies have approximately ten days to identify possible errors in the report or to submit comments that are attached to agency reports.

One approach to measuring racial disparities with these data is to compare the proportion of minorities who are stopped to the estimated proportion of minority drivers in the population.[30] The disparity measured by this ratio for Urbana, IL, from 2004 to 2013 ranges between a high of 1.7 in 2010 and a low of 1.07 in 2012. The observed disparity among minorities as a whole is due

[30]From 2004 to 2011 minorities were estimated to make up 30.6 percent of the driving population in Urbana. In 2012, that baseline was raised to 39.5 percent.

almost entirely to disparities in the rates at which African-American drivers are stopped, which ranges from a low of 1.71 in 2012 and 2013 to a high of 2.18 in 2010.

All else equal–that is, if the probability of being stopped was equal for all drivers–we would expect that these ratios to be close to one, with numbers higher than one suggesting that minorities are more likely to be stopped than we would expect given their relative distribution in the population. All else is rarely equal, however, and there are many factors that could produce the patterns we observe in the IDOT data. In this report, we consider three broad categories of explanations that could give rise to the observed racial disparities in traffic stops in Urbana:

1. Demographic and socio-economic differences
2. Patterns of policing
3. Racial profiling

These factors are by no means the only explanations for racial disparities nor are they mutually exclusive, but they are some of the most commonly considered causes. In fact it is possible, if not probable, that all of these factors (as well as some we have not or cannot address with the data at hand) have a role to play in explaining disparities in traffic stops.

We have two goals for this analysis. First, we wish to understand how much the data either do or do not support these explanations for disparities in traffic stops. Second, we wish to use these data to better understand the outcomes of these stops and the broader legal and economic impacts of traffic stops in our community. A summary of our findings is presented below. The full analysis that supports these conclusions is published in Volume II of this report.

DEMOGRAPHIC AND SOCIOECONOMIC DIFFERENCES

Demographic and socio-economic differences across racial groups may explain part of the disparity in stops. Older cars are more likely to have equipment failures like a broken taillight or a faulty turn signal. If some racial groups are more likely to drive older cars, then we might expect that these groups would be more likely to be pulled over for equipment violations. Similarly, if younger drivers are more inexperienced and more likely to commit traffic violations, then to the extent that some racial groups are demographically younger than others, this might also produce disparities in the rates at which these groups are stopped.

The data provide some support for this claim. African-American and Hispanic drivers in our data do tend to drive older cars and are more likely to be pulled over for equipment violations. African-American and Hispanic drivers who are stopped also tend to be younger than White drivers, possibly reflecting underlying demographic differences in the age of these driving populations. For all races, men tend to be stopped more frequently than women. The differences between genders

are particularly large among Asian and Hispanic drivers and smaller among White and African-American drivers.

We believe it is unlikely, however, that demographic differences alone explain the racial disparities in traffic stops that we observe. For example, if socioeconomic differences were the only factor at play, we would expect African-American and Hispanic drivers–two groups that possess similar demographic profiles in our data–to be stopped at roughly the same rates. In fact, African-American drivers are stopped at rates nearly twice what we would expect given their relative distribution in the population, while Hispanic drivers are stopped at rates somewhat below what we would expect. Demographic and socioeconomic differences may play a role in explaining differences in the type of stops minority drivers experience, but likely play only a marginal role in explaining overall disparities.

PATTERNS OF POLICING

Some areas of Urbana have a higher police presence then others. This is due both to calls for service from citizens and tactical decisions by the Urbana Police Department (UPD) about where their resources are most effectively used to reduce accidents and crime. To the extent that minorities live in areas with a higher police presence, this could account for some of the disparity in the rates at which minorities are stopped.

The data provide some support for this view. Urbana is divided into five police beats. Each beat is divided into smaller regions called geocodes, which are used to report the locations of both stops and calls for service.[31] Data for calls for service are available for 2010 to 2013 with positive correlations between stops and calls for service ranging from a low of 0.41 in 2012 to a high of 0.53 in 2011. We combine this data with information from the 2010 U.S. Census to provide an estimate of the racial composition of each geocode. We see that geocodes with more calls for service tend to have more traffic stops and a higher percentage of residents who are minorities.

The Census data also allow us to construct local measures of the racial disparity in traffic stops for geocodes. As with the measures reported for the City of Urbana, for each geocode, we compare the proportion of stops involving a minority driver to the estimated minority population living in that area. As one might expect, in areas with a higher concentration of minority residents, more stops tend to involve minority drivers. However, in neighborhoods with relatively few minorities, minority drivers appear to be stopped at rates higher than we would expect.

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[31]There are approximately 140 unique geocodes in the data depending on the year. Geocodes vary in size. In residential neighborhoods, they generally correspond to several city blocks, and are somewhat larger in more commercial areas or sparsely populated sections of Urbana.

Some caution is required interpreting these results. Both these local estimates and the IDOT measures of disparity rely on Census data to produce a baseline estimate of the racial composition of the driving population. While this may be a reasonable baseline when estimating disparities for Urbana as whole, the assumption is more questionable when trying to produce neighborhood specific estimates of disparities.

For example, the geocode associated with Meadowbrook Park, contains a residential community with very few minorities (about 3 percent). However, the actual racial composition of drivers along Windsor Road is likely far more diverse, and so the persistently high estimates of disparities our localized measure produces for this geocode may simply reflect the fact that the baseline we are using here is an inaccurate estimate the true racial composition of drivers passing through Meadowbrook Park along Windsor Road. Still, not all neighborhoods with small estimated minority populations have high measures of disparity, and the ones that do tend to be the same from year to year, providing some evidence that minorities are more likely to be stopped when driving in neighborhoods where minorities are less likely to live.[32]

For 2013, we are also able to assess the relative disparities in stops when police are focused specifically on enforcing traffic safety laws through the Selective Traffic Enforcement Program (STEP). The UPD describes the program as follows:

> The STEP project is a course of action, by the Urbana Police Department, in which specific sites in the city are slated for concentrated traffic enforcement. These sites are normally selected by statistical data which indicates an area with high traffic accidents, in particular, is the Lincoln Avenue corridor from Bradley Avenue to Florida. Other sites are selected based on input from citizens of traffic concerns in a particular area or neighborhood.[33]

Looking at this subset of STEP stops, we see that minorities are stopped at relatively lower rates in the program although African-American drivers are still about 25 percent more likely to be stopped than we would expect. Outside of the STEP program, the disparity estimates are significantly higher for African-American drivers.

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[32]Note that when there are relatively few traffic stops and/or few minorities in a geocode, small changes in either of these amounts can have a large effect on the estimated disparity for that geocode. One way to account for the inherent volatility of this measure is to calculate the variance of our estimate and use that variance to construct confidence intervals around our estimate. The substance of our findings remains unchanged when we limit our consideration to geocodes where the 95-percent confidence interval for the estimate of racial disparity does not include one (i.e. no racial disparity in stops).

[33]See http://urbanaillinois.us/departments/police/police-systems

STATISTICAL ANALYSIS

RACIAL PROFILING

Minority drivers, and in particular African-American drivers, are significantly more likely to be stopped given their relative representation in the driving population of Urbana. This fact may be evidence that racial profiling is occurring, but it may also reflect other factors like demographic differences and patterns of policing more broadly, or some observed characteristic not captured in the data. Disentangling these factors and ruling out potentially unobserved factors, is difficult. Here we consider one test for racial profiling designed to overcome these challenges.[34]

The basic logic of the test–sometimes called the "veil of darkness"– is relatively simple: If we think racial profiling is occurring, then it should be harder to do when it is dark out than when it is light out. Since the sun sets at different times during the year, traffic stops that occur during this inter-twilight period (times when it could be light or dark out depending on the time of year) provide a sort of natural experiment in which to test for racial profiling. In theory, the only thing that should differ between drivers stopped at 7 pm in December and 7 pm in the June, is that it was light out in June and dark out in December.[35] If minorities are less likely to be stopped when it is dark out, than this provides evidence that profiling is occurring.

While the basic logic of this approach is relatively simple, actually implementing the test requires us to make some substantive and statistical choices for which there are no clear right or wrong answers. We conduct this test on 10 years of data, and so we would like to separate the effects of the veil of darkness from any year-to-year variation in traffic stops that may be attributable to changes say in the size of the police force. Similarly, while the test assumes that the types of drivers on the road at 5 pm when it is light out will be similar to those on the road at 5 pm when it is dark out, we might expect that drivers on the road at 5 pm differ in meaningful ways from drivers at 8 pm, and so we would also want to control for the effects of the time of day when conducting our tests. Finally, we might ask whether our test for racial profiling should assume that officers are more focused on stopping minority drivers in general, or African-American drivers in particular.

We address these questions by estimating a number of different models to test our hypothesis. We start with the most basic model, simply asking whether in the subset of stops that occur during the inter-twilight period (between approximately 4:30 and 8:30 pm), the probability that a stopped driver will be a minority varies according to whether the driver was stopped when it was light or dark out. We then proceed to more complex models that seek to address concerns about

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[34]See Grogger, Jeffrey, and Greg Ridgeway. "Testing for racial profiling in traffic stops from behind a veil of darkness." *Journal of the American Statistical Association* 101.475 (2006): 878-887.

[35]The validity of this assumption may be questionable, particularly in a college town where the minority population varies with the school year.

the effects of year-to-year variation and the time of day. We then repeat this analysis, but instead of using an indicator of whether the driver was a minority or not, we use the indicator of whether the driver was an African-American or not.

The results from these various approaches and specifications unfortunately do not provide a definitive, consistent answer to the question of racial profiling. When the outcome of interest is whether the driver stopped is a minority, the different tests generally do not find evidence of profiling (i.e. minorities appear to be no less likely to be stopped when it is dark out compared to when it is light out). Looking just at the probability that a driver stopped will be African-American, some of the models that control for appear to provide evidence that is consistent with the presence of racial profiling. For example, in some of our more complex models, when we allow the "effects" of the veil of darkness in these models to vary conditionally on the year of the study and the time of day, we end up with results suggesting that during some years of the study at some times of the day the data provide evidence of profiling.

DISPARITY IN OUTCOMES

The disparity in the rates at which minority drivers are stopped persists in outcomes after the stop. African-American and Hispanic drivers are more likely to receive citations as opposed to written warnings when stopped.[36] They are also more likely to be searched and more likely to be subject to stops of longer duration.[37] Relatively few stops (1 to 3 percent of all stops) result in contraband being found with the majority of cases where contraband is found occurring during stops of White and African-American drivers.

In terms of the financial impact of traffic stops, African-American and Hispanic drivers on average pay higher fines. This appears to be due primarily to the fact that these minorities are charged

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[36]Again the data are somewhat limited in explaining why these disparities citations exist. At least part of the explanation may come from the types of stops different groups are likely to experience. Rates of citation for moving violations are roughly similar (~66 percent) for African-American and White drivers, while rates of citations for other stops (Equipment violations or license and registration) are much higher for African-American and Hispanic drivers relative to White and Asian drivers.

[37]It should be noted, however, that duration of stops is not always an indicator of poor or unequal treatment. Some stops, for example when a driver lacks a license or proper identification, simply take longer to process than a simple speeding ticket. During our Task Force meetings we also discussed some cases in which a longer traffic stop reflected an officers attempt to help the driver, for example, by waiting with them until a towing company arrived or helped the driver avoid a ticket for driving without car insurance by allowing them to use their smartphone to track down proof that they had paid for car insurance. While these stops may be longer in duration, the outcomes are probably more preferable from the driver's perspective.

with offenses that carry higher fines (such as driving without insurance or a license), are more likely to be charged with multiple offenses, and more likely to be stopped and charged multiple times. Within a particular offense, however, the average fines across racial groups are relatively similar.

SUMMARY

Complex social problems rarely have simple answers. The traffic stop data show that minority drivers, and in particular African-American drivers, are more likely to be stopped by the police. The extent to which racial profiling is the cause of these disparities, is a difficult question to answer with these data alone. As discussed above, there are many possible reasons for why we could observe the patterns of traffic stops that we do in Urbana. Socio-economic factors may play a role. The fact that minorities live in neighborhoods with a larger police presence almost certainly increases the rates at which they are stopped. Whether these disparities also reflect evidence of racial profiling is more difficult to say.

The fact that minorities are more likely to be stopped in neighborhoods where they are less likely to live is consistent with racial profiling, but may also reflect inaccurate estimates of the population driving through a neighborhood. Further tests of profiling using the veil of darkness approach are inconclusive, and tend to vary based on the assumptions of a specific model. Overall, this particular analysis can neither rule out the possibility that racial profiling is occurring, nor can it conclude that racial profiling is the sole or root cause of Urbana's racial disparities in traffic stops. Moving forward, both the possibility and perception of racial profiling (whether through conscious decisions or implicit bias) remains a real and significant concern for our community and police.

What the data clearly show is that there is a disparate impact in the rate and outcome of traffic stops in Urbana. While this is evident in the IDOT data alone, it becomes particularly clear when one considers the economic impact of traffic stop disparities in Urbana. Minorities are more likely to be stopped multiple times and charged with multiple offenses that tend to carry higher average fines. Regardless of whether one chooses to interpret the traffic stop data as strong, weak or inconclusive evidence of racial profiling, the disparate impact of these stops likely contribute the perception that policing is racially motivated or unfairly targeting minorities. Addressing these concerns requires a deeper understanding of both policing and community impact.

Community Impact

NATIONAL CONTEXT

The Merriam-Webster dictionary defines the word "impact" as to have a strong and often bad effect on something or someone. Racial disparities, as they relate to traffic stops, particularly in communities of color, often times can have a profound impact when it comes to emotional, physical, psychological, financial, and police-community relations.

The Department of Justice recently released a scathing report[38] that described the impact traffic stops have on the African-American residents in Ferguson, MO. Over the past year, just three hours east of Ferguson, MO, in Urbana, IL the Community Impact subcommittee of the Task Force examined what impact racial disparities have on Urbana residents. The kinds of problems that Ferguson has of course dwarf those that we have in Urbana. The Police Department and City government in Urbana have not engaged in the kind of corrupt practices happening there. But the experiences and impacts of racial disparities are quite similar.

The committee has worked with other Task Force members, and Urbana City staff from the Human Relations Department, to conduct interviews, review data and research materials, collect surveys, host a town hall meeting and canvass highly impacted neighborhoods. The committee was in search of answers on how racial disparities in traffic stops impact communities of color emotionally, physically, psychologically, financially, and the effect this disparity has on police-community relations.

According to the U.S. Department of Justice and the Illinois Department of Transportation reports, the racial disparities in Ferguson's traffic stops are not unusual. For years, black residents of Ferguson, MO, have been disproportionately targeted by the city's police officers for traffic stops, according to the Justice Department report. While we do not see evidence that the Urbana Police Department and the Champaign County court system exhibit the systematic and purposeful targeting of African-Americans exhibited by their counterparts in Ferguson, it would be naïve to assume that our local criminal justice system is completely free of such biases, or that we could not benefit from a thorough examination of our system in that regard, given the pervasive racial biases that persist in our society. Neglecting the problems of Ferguson can bring exactly those problems to any community.

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[38] http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

COMMUNITY IMPACT

OUR LOCAL COMMUNITY IMPACT

It may be hard to believe racial profiling exists because it's profoundly inconsistent with the principle of equal treatment under the law. However, if you were to ask many of the citizens who attended the Task Force town hall meeting held in February 2015, they would tell you it does exist, and that their only charge or moving violation was "driving while black."

In most cases when people are "pulled over" for a traffic stop, they suffer some temporary emotional anxiety over fear of being ticketed for speeding, failure to signal, equipment violation, improper lane usage, traveling through a red light, failure to stop, etc. However, if you are African-American and get "pulled over," many people report their anxiety levels are heightened and real fear of the unknown settles in; and, they suffer more long term effects. Depending on the circumstance and the interaction that occurs during the stop, fear of getting a traffic ticket and fear of physical safety reverberate throughout the responses of African-American drivers, particularly African-American males.

The experience of a local minister sheds light on the experience. The African-American minister, who asked not to be publicly named, serves a congregation with many members living in predominantly white neighborhoods in Urbana. He found that, when visiting these members, he was frequently stopped by police officers and asked his business, especially when he slowed down to find an address that he had not been to before. His explanation of who he was and what he was doing was always readily accepted, but he felt that it was racial bias that led to his being stopped in the first place. He finally found a way to eliminate the stops, by wearing his clerical collar.

Not all traffic stops are bad interactions, and according to rates of citation for moving violations, the impact is roughly similar (~66 percent) for African-Americans and Whites, while rates of citations for other stops (equipment violations or license and registration) are much higher for African-Americans and Hispanics relative to Whites and Asians. However, it is the rate at which African-Americans are stopped which range from a low of 1.71 in 2012 and 2013 to a high of 2.18 in 2010 that increases the contact and the negative interactions that reportedly occur during those stops.

It was a snowy wintry day in February 2015 when approximately 45 individuals made their way to the Urbana Civic Center to share their stories on how traffic stops had impacted their lives. The Task Force members heard from many people in attendance about their psychological experiences when being "pulled over" for a traffic stop, both here in Urbana as well as their experiences elsewhere. There were reported feelings of fear, frustration, humiliation, mistrust, helplessness, and hopelessness.

Many people shared those stories.

COMMUNITY IMPACT

TESTIMONIAL ACCOUNTS

Testimonial #1 – Psychological and Financial Impact

An African-American professional woman shared her story about her son who was home from college and who was pulled over by six officers for an improper lane change. Even though there was no ticket given, she stated since that experience, her son has never been the same. She said she learned of his changed behavior and driving patterns when he called to ask her if she wanted some food from a nearby restaurant. When it took over an hour to get the food, she questioned "Why?" It was then she learned that her son was taking the long way home to avoid being stopped again. It was also at that time she learned the traffic stop had taken place two-three years earlier and how it has impacted her son not just psychologically, but also financially. She said she knew he was using an extra gallon of gas just going out of his way to get home. She went on to say how it also has affected them as a family, and even though he is a grown man, she still does not sleep when he drives late at night.

Testimonial #2 – Emotional and Psychological Impact

We heard from Cathy, a Caucasian mom whose son she describes as an African-Brazilian American (who identifies himself as African-American). Her son was a senior at Eastern University who returned home after finals in December to work a seasonal job at Macy's. He was coming home from eating late one evening and was stopped. She said during the stop, he was made to stand out in the cold for a long period of time. Cathy stated her son had been stopped more times than she could recount since he was 15 years old. Many times he was frisked but not his white friends.

She recounted how she witnessed, on another occasion, her son being harassed by the police. They were leaving Crystal Lake Park, and each of them were walking to their separate vehicles when she noticed the police pull up and started to question her son. She heard them asked him how much he had been drinking. When she walked over to let the police know they were fishing in the Park, and he had not been drinking, she stated she was told to shut up and at one point thought she might even be arrested. She said the police rummaged through her diabetic grandson's bag and stated the smell of alcohol must have been from the baby wipes. Each time, their encounters with the police left them feeling frustrated at how rude and disrespected her son was treated by the police officers. She stated neither she nor any of their white relatives had ever been treated in the way her son was treated by a police officer.

Testimonial #3 – Psychological and Financial Impact

A single mom with three children stated that she was a former Urbana resident. She testified that she moved out of state because of her interactions with police. She said she eventually came back to Champaign County but moved to Rantoul, IL where she once again was stopped multiple times by the police. As a result, she was placed on house arrest and because of that, she lost her job and had to drop of school. She stated that on one hand she was thankful and felt lucky she was able to remain at home and not in jail, but that it was difficult for her and the children to deal with the stigma and shame of wearing an ankle bracelet. Even though she stated she had corrected all of her problems and got her license reinstated, she was overwhelmed with the financial burdens. The cost associated with multiple citations, and as well as her driver's license fees and insurance only made matters worse.

The financial impact according to the statistical data provided by the committee shows that African-Americans and Hispanics are more likely to be charged with offenses that carry a higher fine. Driving without insurance or on a revoked license carry higher average fines than other violations, and are more common among African-American's and Hispanics than Whites and Asians.

The psychological and financial toll on single parents can also be exacerbated by the fact that 37% of them live below the poverty rate.

To talk about the financial burdens traffic stops place on African-Americans and Hispanics requires speaking briefly to the disparity in unemployment rates. In May 2015 the national rate of unemployment among African-Americans was 10.2%, more than double the rate for Whites (4.7%) and Asians (3.9%) and considerably higher than the rate among Hispanics at (6.7%).

The intense psychological, emotional and financial impact of traffic stops on individuals and their lives need to be reconciled. Most citizens believe police officers are hired to protect and serve. When negative racial bias is perceived to enter into decision-making during traffic stops, this can shatter trust, straining the relationships between citizens and police.

It was stated during the town hall meeting that traffic stops have an adverse effect on the relationship between the community and the police.

There were stories from attendees who believed they were racially profiled and "pulled over," because of the type of vehicle they were driving. People claimed having been stopped due to their histories. One attendee called it "offender profiling." In a survey, a black male motorist reported being pulled over because his license plate was registered to a woman who turned out to be his wife.

African-American and Hispanic drivers are stopped and searched in all categories at a rate up to twice that of White drivers. Multiple "investigative stops and searches" that do not result in findings further erode trust and respect between communities of color and police.

According to a report by Joseph A. Ritter and David Bael:[39]

> People make judgments about each other all the time and for many purposes. This report states we usually do this on the basis of very incomplete information. Sometimes we use information that is not directly related to the matter we are judging.
>
> For example, an employer may take into account that a job applicant attended Harvard University even though having attended Harvard is not directly relevant to the job. Why? Perhaps Harvard graduates are, on average, very capable employees. The employer is not able to observe the applicant's ability directly, so instead bets on the average, using a signal that is, in itself, irrelevant. The signal need not be as obvious as a Harvard degree; indeed, it may even be subconscious. Economists refer to this kind of process as statistical discrimination, i.e. the process of using perceived characteristics of a population to make decisions about individuals.
>
> Racial profiling refers to the use of race or ethnicity in this way for law enforcement; race is used as a conscious or subconscious signal of an elevated probability that an individual has violated the law and deserves further scrutiny. Racial profiling in traffic stops is used to "get a closer look" at certain drivers or their passengers to glean more information about whether they are intoxicated or to ascertain indications that a search might be justified and so forth. A statistical consequence of racial profiling is disproportionate targeting certain groups, more notably, communities of color.

Testimonial #4 – Physical and Social Impact: Damage to Police-Community Relations

A judgment call was made by an African-American father who reported, during the town hall meeting, his daughter wanted to become a police officer until she watched how her brother was treated by the police for years during traffic stops. The father stated his son was physically abused on multiple occasions by the police, and to this day, his son has a deep fear of law enforcement. He stated his daughter would have made a good police officer but decided against pursuing law enforcement even though her best friend is now a police officer. He said her decision was strictly based on her brother's treatment by the police.

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[39] Ritter, Joseph A., Bael, David. "Detecting Racial Profiling in Minneapolis Traffic Stops: A New Approach." *CURA Reporter*. Spring/Summer 2009.

Testimonial #5 – Social Impact: Damage to Police-Community Relations

A middle-aged, African-American woman said she was going to dinner with a white male colleague, who drove a Subaru, and noticed they were being followed by the police. Eventually the lights came on and they were pulled over. The officer asked the driver for license and insurance and then asked her for her ID. She stated she knew the drill so she just complied. They were released to go without incident. She identified the stop as racial profiling.

She recalled another incident when she and her son were running errands. They were on Main Street and Cottage Grove Avenue in Urbana when she noticed she was being followed. She became alarmed and was sure to take precaution to do everything right. She and her son both did not know what to make of this police following them. As a result, she continued to drive and stay in a well-populated area so that if anything happened, there would be witnesses around.

She stated the patrol car followed her to County Market but must have gotten a call because the car turned away. She said she was fearful and didn't trust the police because she didn't know what would happen. She stated her son didn't drive, and she was scared for him to get his license.

HISTORICAL CONTEXT

America has a long history of racial bias and racial profiling. The testimonials that were heard in Urbana, IL in February 2015 were reminiscent of stories from the past.

On a hot summer afternoon in August 1998, 37-year-old U.S. Army Sergeant First Class Rossano V. Gerald and his young son Gregory drove across the Oklahoma border into a nightmare. A career soldier and a highly decorated veteran of Desert Storm and Operation United Shield in Somalia, SFC Gerald, a black man of Panamanian descent, found that he could not travel more than 30 minutes through the state without being stopped twice: first by the Roland City Police Department, and then by the Oklahoma Highway Patrol.

During the second stop, which lasted two-and-half hours, the troopers terrorized SFC Gerald's 12-year-old son with a police dog, placed both father and son in a closed car with the air conditioning off and fans blowing hot air, and warned that the dog would attack if they attempted to escape. Halfway through the episode – perhaps realizing the extent of their lawlessness – the troopers shut off the patrol car's video evidence camera.

Perhaps, too, the officers understood the power of an image to stir people to action. SFC Gerald was only an infant in 1963 when a stunned nation watched on television as Birmingham Police Commissioner "Bull" Connor used powerful fire hoses and vicious police attack dogs against nonviolent black civil rights protesters. That incident and Rev. Dr. Martin Luther King, Jr.'s stirring "I Have a Dream" speech at the historic march on Washington in August of that year, were the low

and high points, respectively, of the great era of civil rights legislation: the 1964 Civil Rights Act and the 1965 Voting Rights Act.

How did it come to be, then, that 35 years later SFC Gerald found himself standing on the side of a dusty road next to a barking police dog, listening to his son weep while officers rummaged through his belongings simply because he was black?

> "I feel like I'm a guy who's pretty much walked the straight line and that's respecting people and everything. We just constantly get harassed. So we just feel like we can't go anywhere without being bothered... I'm not trying to bother anybody. But yet a cop pulls me over and says I'm weaving in the road. And I just came from a friend's house, no alcohol, nothing. It just makes you wonder – was it just because I'm black?"

Rossano and Gregory Gerald were victims of discriminatory racial profiling by police. There is nothing new about this problem. Police abuse against people of color is a legacy of African-American enslavement, repression, and legal inequality. Indeed, during hearings of the National Advisory Commission on Civil Disorders ("The Kerner Commission") in the fall of 1967 where more than 130 witnesses testified about the events leading up to the urban riots that had taken place in 150 cities the previous summer, one of the complaints that came up repeatedly was "the stopping of Negroes on foot or in cars without obvious basis."

Significant blame for this rampant abuse of power also can be laid at the feet of the government's "war on drugs," a fundamentally misguided crusade enthusiastically embraced by lawmakers and administrations of both parties at every level of government. From the outset, the war on drugs has in fact been a war on people and their constitutional rights, with African-Americans, Hispanics and other minorities bearing the brunt of the damage. It is a war that has, among other depredations, spawned racist profiles of supposed drug couriers. On our nation's highways today, police, looking for drug criminals, routinely stop drivers based on the color of their skin. This practice is so common that the minority community has given it the derisive term, "driving while black or brown" – a play on the real offense of "driving while intoxicated."[40]

One of the core principles of the Fourth Amendment is that the police cannot stop and detain an individual without some reason – probable cause, or at least reasonable suspicion – to believe that he or she is involved in criminal activity. But recent Supreme Court decisions have ruled that the Fourth Amendment does not prohibit the police from using traffic stops as a pretext in order to search for evidence of criminal activity. Both anecdotal and quantitative data show that

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[40] Harris, David A. "Driving While Black: Racial Profiling On Our Nation's Highways", An American Civil Liberties Union Special Report June 1999, https://www.aclu.org/report/driving-while-black-racial-profiling-our-nations-highways

nationwide, the police exercise this discretionary power primarily against African-Americans and Hispanics.

No person of color is safe from this treatment anywhere, regardless of their obedience to the law, their age, the type of car they drive, or their station in life. In short, skin color has become evidence of the propensity to commit crime, and police use this "evidence" against minority drivers on the road all the time.

Racial profiling, as evidenced, has a severely profound impact on individuals and communities, especially communities of color.

Police Procedure and Public Engagement

INTRODUCTION

The Police Procedure and Public Engagement subcommittee reviewed police procedures related to traffic stops. Members met individually with local law enforcement stakeholders, law enforcement officials and officers to gain information and their perspectives on this work. The subcommittee also reviewed the work of the Statistical Analysis, Community Impact, and Social Science Literature subcommittees, and arrived at the following conclusions and series of recommendations.

CURRENT PROCEDURES

As cited earlier, there is a good deal of literature that talks about hot-spot policing. Through our review of local procedures, we have found that the Police Department does engage in hot-spot policing: Officers do additional patrols in areas of the city that have higher incidence of crimes overall, as well as in areas that have had recent incidents of crime. We do have several concerns about the Department's use of hot-spot policing. We found that hot-spot policing in Urbana has been done on an ad-hoc basis and not systematically. Police command is not directing officers to particular areas to do hot-spot policing, but rather it is done at the discretion of individual officers, with the officer making the decision to police areas where they have observed higher crime rates. Furthermore, outcomes have not been consistently monitored due to a lack of police resources to do the kind of data collection and analysis necessary. Without directed and organized efforts at hot-spot policing, and without measurements as to effectiveness (given that there is little evidence that non-targeted investigatory stops as part of hot-spot policing are effective), we suspect that the negative effects on the community as described earlier in this report might far outweigh the benefits (if any) that these additional traffic stops might bring.

The concept of implicit bias was raised in the Task Force and it pointed out a need for training within the Police Department. At the annual department wide training, an instructor was brought in to speak on the concept of implicit bias. The groundwork was laid to improve departmental understanding of implicit bias, identifying bias and confronting bias so that the impact on decision-making can be lessened.

The Task Force review of issues regarding traffic stops pointed out a need to train officers on the entire process of traffic stops, with an emphasis on why stops are made. Part of this process was identifying the reason for the stop. In the second session of the department wide training, a block of time was allotted for traffic stop review. The review process covered everything from why

traffic stops are made to reviewing the effectiveness of stops with an overall goal of raising the awareness of officers as to why each traffic stop is made.

The Task Force began to recognize that there were different kinds of stops and that some types of stops would be more likely to increase the racial disparity. In response the Police Department changed the data collection for IDOT to include the type of stop being conducted. The additional data collected now includes a breakdown of stop type into the following categories; Traffic (identified traffic issues), Patrol (for target patrol/hot-spot policing), Community Caregiving (violations that do not necessarily constitute a hazard to the public) stops. The data collection has begun and it should yield insight into what types of stops contribute to the overall racial disparity.

One member of the subcommittee participated in a ride-along. A traffic stop that occurred during the ride-along led to some interesting conclusions about police procedure and how we should view some of the traffic stop data that we collect. The driver, an African-American woman, was stopped for a non-functioning headlight. When asked, the driver was unable to produce proof of insurance. The officer asked the driver if she had a smart phone and if so, whether she could research her last insurance payment as proof. The driver was able to do so, showing the officer and avoiding a citation.

While these sorts of interactions are not average, and are done at the officer's discretion, this encounter leads to an interesting view of the "length of stop" data that is collected. In many cases, an especially long traffic stop can indicate a very negative outcome for a driver, because a car is towed or the driver is arrested. However, a longer traffic stop might also indicate a more positive outcome for the driver than otherwise expected: The officer might try to work out solutions that avoid a citation, or might wait with the driver to have someone pick them up instead of towing a vehicle. Conversely, extremely short stops that result in a citation can be cause for concern, particularly ones in the "Community Caregiving" category, as the officer might not be engaging with the driver to an appropriate extent. Data to determine the differences are not currently available.

MEETING WITH THE CHIEF OF POLICE

Police Chief Connolly agreed to meet with members of the task force to discuss his philosophy about police engagement, the process of changing procedures, and the engagement and collaboration with other police departments and community-led groups such as the Champaign County Community Coalition. Chief Connolly was very receptive to what the Task Force is doing and is looking forward to forthcoming recommendations.

Chief Connolly openly shared his thoughts about the allocation of police officers and that community policing should be balanced in order to reduce crime. Chief Connolly encourages

officers to be more engaged within their communities that they patrol. As a result of the work between the Chief and the officers, the city has seen an increase in neighborhood watch programs. To date, watch programs have increased from 11 to 28.

Chief Connolly also stated that the Department needs to do a better job of deploying social media. Currently there are community engagement programs such as Cop's Corner, Citizen's Police Academy, and other community collaborations. This will ensure the community receives messaging about engagement efforts of the Urbana Police Department. There is also a need to enhance the resources for Non-English speaking communities beyond the English and Spanish languages in order to communicate about the resources of the Urbana Police Department.

PUBLIC ENGAGEMENT

To date, there has not been sufficient engagement between the Police Department and the public on the topics of police procedures and traffic stops in particular. During the February Town Hall event, it was clear that many members of the community have had interactions with law enforcement that reflect fear, concern, mistrust, frustration, and hopelessness. While this might not be entirely (or even chiefly) due to bad interactions with Urbana officers, even simply being repeatedly subject to routine traffic stops can have significant negative impact, as described in the Community Impact section of this report. Groups like the Champaign Community Coalition and other such citizen-led field teams do provide some engagement with the community, but do not provide the kind of interaction that other modes of communication might offer. There have been some good efforts to engage the public, including programs like the "Cop's Corner" videos. Further social media programs would be beneficial, as well as more educational programs. The major barrier to expansion of these sorts of community engagements appears to be staffing levels and budgetary constraints.

Recommendations

We have collected together the following recommendations based on our examination of current statistics, the community impact of the disparity in traffic stops, our review of current procedures, and a review of existing literature regarding policing and traffic stops.

SECTION 1: RECOMMENDATIONS FOR CONTINUATION AND EXPANSION OF RECENTLY INSTITUTED CHANGES

1.1 Recommendation: The collection of traffic stop "category" data as instituted is a good addition to the data collected by the Police Department. These categories should be reviewed and changed as necessary.

> The categories currently being collected are (T) Traffic Stop -identified traffic issue, (P) Targeted Patrol, and (CC) Community Caretaking. Officers have been instructed to use the following criteria to determine which category the stop falls into: (T) Traffic Stop is defined as stops that are made because the Officer observed unsafe driving; (P) Targeted Patrol is an investigatory stop made to address a problem, related to a person or location, that the Officer is aware of; (CC) Community Caretaking is a stop that is intended to be informational in nature (e.g. Are you aware that you have a headlight out?). A (CC) Community Care stop is not intended to be investigatory in nature. A second motivation for a CC stop is enforcement of administrative traffic laws (e.g. expired registration). In addition to category of stop, additional pieces of data (e.g. reason for length of stop) should also be collected.

1.2 Recommendation: Ongoing training and workshops on implicit bias are essential. Officers need to understand that they are subject to biases even if their intentions are pure. Being able to identify those biases and act to mitigate them will result in far less negative impact to the community. Officers should have required, ongoing training about how biases affect their policing practices on an annual basis. Such trainings should be provided with compensation and the support of the City of Urbana, and should be a required part of officer's continuing education. They should be elements of an officer's evaluations and promotion. Some of these training sessions should also be available for the community at large to attend, where members from both the Police Department and the community can participate together.

> The Urbana Police department has conducted department wide training on traffic stops. The emphasis of the training includes: (a) an overall review of traffic stops including a background on why stops are made and the mechanics and philosophies of making stops; (b) the

importance of making stops, considerations when making stops, formats for interaction on stops, and self-review of stops; and (c) a hands-on practical providing traffic stop tactics for single Officer, Multi Officer and Known risk stops.

The training is designed to develop Officer critical thinking on the use of traffic stops. Key points stressed are: (a) evaluating the outcome of stops (i.e. Did this stop serve the purpose that I made it for?); (b) linking stops to public safety as a core function (i.e. Believe in what you do. If you are making meaningful stops, you will prevent a death or life changing injury.); (c) linking stops to community policing, community relations, and professionalism (i.e. We help the community by solving patrol problems and professionally/positively interacting with the public.); and (d) reducing disparate impact/treatment in stops by conducting an Officer post-stop self-review (i.e. Was this stop consistent and fair, both are necessary?).

1.3 Recommendation: Ongoing evaluation and reevaluation of the efficacy of traffic stops and the development of a strategic approach. The emphasis of future training should be on meaningful, professional stops and understanding the full effect of making stops (e.g. efficacy as a crime reduction tool, potential for disparate impact, effect on police-community relations). Traffic stop training should be combined with implicit bias training with a goal of mitigating the negative impacts of disparate traffic stops.

SECTION 2: STATISTICS RECOMMENDATIONS

2.1 Recommendation: A key recommendation is to hire or enlist the services of a statistician to provide the Police Department with an annual assessment of trends in traffic stops. Trends should be examined for racial disparities. If disparities are identified, they should be examined for a link to training, current policing tactics or biases.

2.2 Recommendation: The data collected by the Police Department should be made available to the public to the greatest extent possible. Use of the Urbana Open Data web portal seems like a natural way to do this.

2.3 Recommendation: The City Council or an appointed commission should review statistical data regarding traffic stops bi-annually or annually and publicly report on whether progress in reducing traffic stop racial disparities is occurring.

2.4 Recommendation: Statistical evidence should be gathered on how often traffic stops lead to arrests. The arrests should be classified according to traffic crimes, warrant arrests, drug crimes, property crimes, and violent or weapons crimes. The arrests should be further classified as to the type of stop that was made: traffic, patrol or community caregiving. Gathering these particular

statistics would permit an evaluation of the efficacy of investigatory stops as a crime-fighting tool, which could be used as a basis for future policy decisions.

SECTION 3: POLICY AND PROCEDURE RECOMMENDATIONS

3.1 Recommendation: The City Council and the Police Department should undertake a review of municipal government policies regarding ticketing to be sure that all citizens—regardless of race or ethnicity—be ticketed at nearly the same rates. This must be done in order to avoid disparate citations and disparities in citations and rates of payment by race.

3.2 Recommendation: The City Council should examine its fine schedule for traffic violations and attempt to adjust it so that fines do not disproportionately impact low-income drivers. In particular, a reduction in fines for operating an uninsured vehicle and driving unlicensed should be considered.

3.3 Recommendation: The City Council should investigate programs that will allow low-income drivers to obtain auto insurance at an affordable rate, thus lowering the likelihood of a disproportionate number of citations being issued to and fines being levied on low-income drivers.

3.4 Recommendation: The City Council should consider a policy of directing a moratorium on the issuing of citations for cannabis possession when it is discovered in the course of traffic stops.

SECTION 4: COMMUNITY ENGAGEMENT RECOMMENDATIONS

4.1 Recommendation: The City of Urbana, the Urbana Police Department, and community members should engage in pro-active, preventative educational programs to help the most ticketed communities (African-American drivers, Hispanic drivers, young drivers, drivers of older model cars) reduce traffic stops and citations. Specific education and assistance topics should include obtaining and retaining driving privileges, transportation options for unlicensed drivers, and the need for and access to insurance. This can be accomplished through workshops with local cultural organizations (African-American, Hispanic, Asian and youth organizations on campus and in the community) or making online resources available that focus on driver education in these targeted communities to avoid these offenses.

4.2 Recommendation: The City of Urbana and the Urbana Police Department should host an annual "Walk As One" event with the Champaign County Coalition focused on "Community Education Regarding Traffic Stops" including reviewing traffic stops via squad car videos; exploring do's/don'ts regarding improper actions exhibited by both law enforcement and citizens; and explaining how both the public and law enforcement can be better informed about conducting

and participating in traffic stops including reviewing the availability of written materials on an annual basis.

4.3 Recommendation: Information explaining local traffic stop procedures and expectations should be provided online in multiple languages.

4.4 Recommendation: Participation in ride-along and "Citizen Police Academy" programs should be encouraged, as it can give citizens some insight into police procedure.

4.5 Recommendation: The Police Department should assist and participate in a series of meetings with community members to discuss ways to improve police-community relations, how to decrease racial disparities in policing practices and minimize the disparate economic impacts on minorities in Urbana.

4.6 Recommendation: The community and Police Department should partner with the Urbana School District in sponsoring training on implicit bias within the schools. The training in the school should include community members and police.

4.7 Recommendation: As the community develops further plans for engagement with or action by the Police Department, community impact assessments should be prepared to describe how such plans will impact the community.

4.8 Recommendation: The Mayor's Citizen Voice program should expanded to allow for informal reporting of problematic citizen-police contacts. Traffic citations should include a statement that citizens may communicate any problems with respect to their contact with the police by means of an email address or a specific website with the assurance that confidentiality would be assured.

Any of these activities that involve meetings between the community and members of the Police Department should avoid using the police station as a meeting venue. Advancing a message of transparency and improved community engagement will involve, by necessity, law enforcement leaving their comfort zones in order to engage with the community in community-based venues.

Appendix A: Urbana Police Department Forms

Figure 1: Warning Notice used by the Urbana Police Department.

WARNING NOTICE

URBANA POLICE DEPARTMENT
400 SOUTH VINE STREET
URBANA, IL 61801
(217) 384-2320

№ 20949

DEPARTMENT COPY

DATE_____ TIME_____ AM/PM # _____

NAME _____ LAST _____ FIRST _____ M.I.

ADDRESS _____

CITY _____ STATE _____ ZIP _____

DLN _____ STATE _____ CLASS _____

SEX / HEIGHT / WEIGHT / HAIR / EYES / AGE / BIRTH DATE

LIC. PLATE NO. _____ STATE _____ YEAR _____

VEH. MAKE _____ MODEL _____ COLOR _____ YEAR _____

LOCATION OF VIOLATION _____

TYPE OF VIOLATION

- ☐ Speeding _____ M.P.H. in a _____ M.P.H. Zone
- ☐ Too Fast for Conditions
- ☐ One Headlight
- ☐ Taillight Violation
- ☐ No Brake Light
- ☐ No Turn Signal
- ☐ Altered Suspension System
- ☐ No Lights When Required
- ☐ Defective Tires
- ☐ Defective Exhaust System
- ☐ Failure to Dim Headlights
- ☐ Failure to Signal When Req'd
- ☐ Improper Display of Plates
- ☐ No Proof of Insurance
- ☐ Improper Passing
- ☐ No Seat Safety Belt
- ☐ No Child Restraint Used
- ☐ Following Too Closely
- ☐ Improper Lane Usage
- ☐ Unsafe Backing
- ☐ Illegal U-turn
- ☐ Disobeyed Stop Sign
- ☐ Disobeyed Yield Sign
- ☐ No D.L. on Person
- ☐ No Valid Registration
- ☐ Illegal/Overnight Parking
- ☐ Disobeyed Traffic Control Device
- ☐ Animal Violation
- ☐ Soliciting W/O Permit
- ☐ Junk Violation
- ☐ Fire Hazard
- ☐ Road Hazard
- ☐ Tinted Windows
- ☐ Bicycle Violation
- ☐ Snow Removal
- ☐ Expired License
- ☐ Permit/Decal Violation
- ☐ No Skateboarding
- ☐ Failure to Notify SOS of Address Change
- ☐ No Eye Protection – Motorcycle
- ☐ Other _____

☐ This Violation must be corrected within _____ days.

This warning is issued to you as a courtesy and to remind you to do your part in promoting safety on our highways and streets by closely following our traffic laws.

OFFICER _____ I.D. NO. _____

P.F. PETTIBONE & CO. (800) 733-9932

APPENDIX A: URBANA POLICE DEPARTMENT FORMS

Figure 2: Illinois Citation and Complaint Form used by the Urbana Police Department.

ILLINOIS CITATION AND COMPLAINT

№ 169916

COMPLAINT

URBANA POLICE DEPARTMENT

DCN

COMPLAINT

CASE NO.

COUNTY OF CHAMPAIGN

TOWNSHIP OF

☐ TWP. RD.

☐ PEOPLE STATE OF ILLINOIS VS. ☐ CITY/VILLAGE OF MUNICIPAL CORPORATION PLAINTIFF URBANA, ILLINOIS VS.

DEFENDANT

NAME (Last) (First) (M.I.) SID #

ADDRESS (Street) (Apt.) EYES ☐ Female ☐ Male

CITY STATE ZIP HAIR HEIGHT WEIGHT

DR. LIC. STATE ☐ CDL EXPIR. DATE DATE OF BIRTH

The Undersigned states that on ___/___/___ at ___ A.M. P.M. Defendant did unlawfully operate:

VEHICLE

REGISTR. NO. STATE YEAR US DOT #

MAKE YEAR COLOR

059 ☐ PEDESTRIAN 061 ☐ TRAIL/SEMI-TRAI. 002 ☐ PASSENGER CAR

060 ☐ BUS 066 ☐ TRUCK TRACTOR 062 ☐ RECREATIONAL VEH.

043 ☐ MOTORCYCLE ☐ OTHER CODE(S)

COMMERCIAL MOTOR VEHICLE YES ☐ NO ☐

PLACARDED HAZ. MATERIAL YES ☐ NO ☐

16 OR MORE PASS. VEHICLE YES ☐ NO ☐

Upon a Public Highway, or other Location, Specifically

Located in the County and State Aforesaid and Did Then and There Commit the Following Offense ☐ URBAN DISTRICT

VIOLATION

I.V.C. 625 ILCS 5/ :

☐ 3-707 OPERATING UNINSURED VEHICLE

☐ 11-502 (___) ILLEGAL TRANSPORTATION ALCOHOL

☐ 6-101 NO VALID DRIVER'S LICENSE

☐ 11-601(a) FAILURE TO REDUCE SPEED/ACCIDENT

☐ 6-303 (___) DRIVING WHILE LICENSE SUSPENDED/REVOKED

☐ 11-601(b) SPEEDING ___ MPH IN A ___ MPH ZONE

☐ 11-605 DISOBEYING TRAFFIC CONTROL DEVICE

☐ 11-709 (___) IMPROPER LANE USAGE

☐ 11-501(a) (___) DRIVING UNDER INFLUENCE

☐ 12-603.1 FAILURE TO WEAR SEAT BELT (___) D (___) P

☐ ILCS ☐ LOCAL ORDINANCE CH. ___ ACT ___ /SEC ___

NATURE OF OFFENSE

INCIDENT

ACCIDENT TYPE: ☐ DRIVER INJURY ONLY ☐ PROPERTY DAMAGE ☐ PERSONAL INJURY ☐ FATAL REP. NO.

ROAD CONDITIONS: ☐ WET ☐ DRY ☐ SNOW ☐ ICE

VISIBILITY: ☐ DAY ☐ NIGHT ☐ RAIN ☐ SNOW ☐ FOG ☐ CLEAR

METHOD: 0. ☐ H.R./RADAR 1. ☐ PLAIN CAR 2. ☐ RADAR 3. ☐ A.C./VAFT 4. ☐ MARKED 5. ☐ VASCAR

6. ☐ C. SIGNED 7. ☐ ASSIST 8. ☐ ACCIDENT 9. ☐ OTHER

NOTATIONS:

BOND

BOND INFORMATION (see middle portion, back side of Gold Copy) ☐ FULL AMOUNT ☐ 10%

1. CASH ☐ CURRENCY $ ___ ☐ E-BOND $ ___ AUTH # ___

☐ 2. IL DRIVER'S LICENSE ☐ 3. BOND CARD NO. ___ ISSUED BY: ___

☐ 4. BOND POSTED ON TICKET NO. ___ ☐ 5. NO BOND-CONFINED AT ___

☐ 6. NOTICE TO APPEAR ☐ 7. PROMISE TO COMPLY ☐ 8. INDIVIDUAL BOND (FULL) AMOUNT $ ___

WITHOUT ADMITTING GUILT, I promise to comply with the terms of this Ticket and Release.

SIGNATURE X

COURT PLACE/DATE

CIRCUIT COURT LOCATION AND DATE

ADDRESS / COURTHOUSE COURTROOM L, 101 E. MAIN STREET

CITY URBANA ZIP 61801 IL ON AT A.M. P.M.

☐ COURT APPEARANCE REQUIRED ☐ NO COURT APPEARANCE REQUIRED

See instructions on top portion, back side of Gold copy

Under penalties as provided by law for false certification pursuant to Section 1-109 of the Code of Civil Procedure and perjury pursuant to Section 32-2 of the Criminal Code of 1961, the undersigned certifies that the statements set forth in this instrument are true and correct.

___/___/___ MONTH DAY YEAR OFFICER'S SIGNATURE I.D. NO. ___

NOTE: USE SEPARATE CITATION FOR EACH VIOLATION

P.F. PETTIBONE & CO. (800) 733-9852

REV. 05/2014

APPENDIX A: URBANA POLICE DEPARTMENT FORMS

Figure 3: Previous "Traffic Stop Form" used for data collection by the Urbana Police Department, discontinued.

(This form was discontinued and updated based on Urbana Task Force collaboration in order to improve the collection of quality data. See Figure 4 for the form in use at the time of this publication.)

Geo-Code _____-____ Event #_____ Duration_____(minutes)

Reason for stop_____ # of tickets_____

1) WAS VEHICLE SEARCHED?

*****MARK ONLY THE PRINCIPLE JUSTIFICATION FOR THE SEARCH********
(only mark one section, A, B or C)

A. CONSENT

Consent Requested	Consent Granted	Consent Search Conducted
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

B. OTHER: _____
☐ Yes ☐ No (probable cause, inventory, etc – **NOT CANINE**)

C. CANINE

Sniff	Alert	Search Conducted
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

ITEMS FOUND DURING VEHICLE SEARCH: (mark even if not collected)
(check ✓box – describe in "comments")

		IF DRUGS, ✓ QUANTITY	
Drug Paraphernalia		(trace) < 2 grams	
Alcohol		2 – 10 grams	
Weapon		11 – 50 grams	
Stolen Property		51 – 100 grams	
Other Contraband		> 100 grams	

2) DRIVER SEARCH (✓ box(es) that apply)
Consent Requested /Consent Granted / Search Conducted

			Other (canine, pc, 95, etc)
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

3) PASSENGER SEARCH (✓ box(es) that apply)
Consent Requested /Consent Granted / Search Conducted

			Other (canine, pc, 95, etc)
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

ITEMS FOUND DURING DRIVER **OR** PASSENGER SEARCH:(mark even if not collected)
(check ✓box – describe in "comments")

		IF DRUGS, ✓ QUANTITY	
Drug Paraphernalia		(trace) < 2 grams	
Alcohol		2 – 10 grams	
Weapon		11 – 50 grams	
Stolen Property		51 – 100 grams	
Other Contraband		>100 grams	

OTHER: If nothing located during canine search, was there an admission of prior use or possession of contraband? ☐ YES ☐ NO

LIST: _____

Comments:

APPENDIX A: URBANA POLICE DEPARTMENT FORMS

Figure 4: Current "Traffic Stop Form" used for data collection by the Urbana Police Department.

(This form has been updated based on Urbana Task Force collaboration in order to improve data collection, see Figure 4.)

Geo-Code _____-____ Event #_____ Duration_____(minutes)

Reason for stop_____ # of tickets_____

1) MOTIVE FOR STOP (✓ box that applies)

☐ T (Identified Traffic Issue) ☐ P (Targeted Patrol) ☐ CC (Community Caretaking)

2) WAS VEHICLE SEARCHED?

*****MARK ONLY THE PRINCIPLE JUSTIFICATION FOR THE SEARCH********
(only mark one section, A, B or C)

A. CONSENT

Consent Requested	Consent Granted	Consent Search Conducted
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

B. **OTHER**: _____
☐ Yes ☐ No (probable cause, inventory, etc – **NOT CANINE**)

C. CANINE

Sniff	Alert	Search Conducted
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

ITEMS FOUND DURING VEHICLE SEARCH: (mark even if not collected)
(check ✓box – describe in "comments")

Drug Paraphernalia	
Alcohol	
Weapon	
Stolen Property	
Other Contraband	

IF DRUGS, ✓ QUANTITY

(trace) < 2 grams	
2 – 10 grams	
11 – 50 grams	
51 – 100 grams	
> 100 grams	

3) DRIVER SEARCH (✓ box(es) that apply)
Consent Requested /Consent Granted / Search Conducted

			Other (canine, pc, 95, etc)
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

4) PASSENGER SEARCH (✓ box(es) that apply)
Consent Requested /Consent Granted / Search Conducted

			Other (canine, pc, 95, etc)
☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No	☐ Yes ☐ No

ITEMS FOUND DURING DRIVER **OR** PASSENGER SEARCH: (mark even if not collected)
(check ✓box – describe in "comments")

Drug Paraphernalia	
Alcohol	
Weapon	
Stolen Property	
Other Contraband	

IF DRUGS, ✓ QUANTITY

(trace) < 2 grams	
2 – 10 grams	
11 – 50 grams	
51 – 100 grams	
>100 grams	

OTHER: If nothing located during canine search, was there an admission of prior use or possession of contraband? ☐ **YES** ☐ **NO**

LIST: _____

Comments:

Appendix B: Schedule of Fees, City of Urbana

CITY OF URBANA MUNICIPAL CODE[41]

Sec. 1-17. - Settlement of violations prior to suit being filed; minimum fines.

(a) A person accused of violating a section of this Code set forth in section 1-18 may be permitted to pay the minimum fine which is set forth in section 1-18 as settlement of such violation if payment is made within the time and in the manner set forth in subsection (c) of this section.

(b) Any animal control officer or peace officer may issue a notice to appear if authorized by the chief of police. Officers who have issued a notice to appear to a person for an offense under this Code for which the minimum fine is set forth in section 1-18 shall indicate on the notice to appear whether the person may pay the minimum fine which is set forth in section 1-18 as settlement of such violation.

(c) Payments in settlement of violations set forth in section 1-18 shall be made within fourteen (14) days after the date that the notice to appear was issued to the person accused of such violation. A payment shall be considered made within said fourteen (14) days if the payment is actually received by the city's finance department by 5:00 p.m. on the fourteenth day following the date the notice to appear was issued. Payments shall be made by cash or certified check, money order or cashier's check made payable to the City of Urbana, or by MasterCard or VISA under such conditions as the city comptroller shall specify.

(d) If a person pays the minimum fine pursuant to this section, then no complaint charging the person with the particular violation shall be filed by the city attorney.

(e) The minimum fine for those violations listed in section 1-18 shall be as set forth in section 1-18 in lieu of the minimum fine set forth in other provisions of the Code.

(Ord. No. 9394-17, § 2, 8-16-93; Ord. No. 2011-09-113, § 1, 10-3-11)

Sec. 1-18. - Minimum fine schedule for certain violations.

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41 https://www.municode.com/library/il/urbana/codes/code_of_ordinances?nodeId=COOR_CH1GEPR_S1- 18MIFISCCEVI

APPENDIX B: SCHEDULE OF FEES, CITY OF URBANA

The minimum fine for violating certain sections of the Code of Ordinances, City of Urbana, Illinois shall be as follows:

Section	Section Title	Minimum Fine
Chapter 3 Alcoholic Liquors		
3-3	Hours of operation.	$200.00
3-4	Sale to minors, drunkards, and the like.	300.00
3-5	Transporting in motor vehicle.	200.00
3-20	Allowing to frequent or remain in public areas of Class A establishments. (Minors)	165.00
3-21	Warning to minors [to be posted].	165.00
3-22	Purchase, consumption or acceptance of gift by minors; misrepresentation of age.	300.00
3-23	Identification cards.	200.00
3-24	Employment of minors.	165.00
3-39	Liquor license required.	300.00
3-59	Consumption (and possession) on public property—Prohibited.	165.00
3-60	Carrying open container of alcoholic liquor out of liquor service premises.	165.00
Chapter 3.5 Ambulances		
3.5-30	Ambulance license required.	165.00
3.5-57	Compliance with emergency dispatch procedures.	165.00

3.5-58	Monitoring emergency dispatch calls.	165.00
Chapter 3.7 Amusements		
3.7-13	Amusement license required.	165.00
Chapter 4 Animals and Fowl		
4-6	Cruelty.	300.00
4-11	Mistreating, interfering with, etc., police dogs.	300.00
4-12	Disturbing the peace. (Animals)	165.00
4-23	Animals running at large.	165.00
4-31	Removal of dog excrement.	165.00
Chapter 6 Civil Emergencies		
6-1	Proclamation by mayor for public curfew.	165.00
Chapter 8 Fire Prevention and Protection		
8-2	Obstructing fire hydrants.	165.00
8-3	Removal of property salvaged at fires.	165.00
Chapter 9 Food and Food Establishments		
9-3	Health District permit prerequisite.	165.00
Chapter 10 Garbage and Refuse		

10-25	Vehicle operating requirements.	165.00
10-81	Unauthorized tampering.	100.00
Chapter 11 Health and Sanitation		
11-19	Open burning.	165.00
11-34	Prohibitions generally. (Smoking)	165.00
11-36	Prohibited smoking on buses.	165.00
11-37	Responsibility of proprietors. (Smoking)	165.00
11-52	Collection required.	165.00
11-53	Municipal waste container violation.	165.00
11-57	Littering.	165.00
Chapter 13 Library		
13-1	Creating disturbances.	300.00
13-2	Loitering.	100.00
13-3	Failure to return books or pay fines.	165.00
13-4	Mutilating, etc., books, etc.	300.00
13-5	Unlawful removal of articles.	300.00
13-6	Those prohibited from use not to visit.	300.00
Chapter 15 Miscellaneous Offenses and Provisions		

15-3	Hindering city officer or employee.	300.00
15-4	Impersonation of city officers and employees.	300.00
15-16	Assault.	300.00
15-17	Battery.	300.00
15-18	Reckless conduct.	300.00
15-31	Breaking and entering.	300.00
15-32	Theft.	300.00
15-33	Damage to property.	300.00
15-34	Cap or lid tampering.	300.00
15-35	Criminal trespass to land generally.	300.00
15-36	Criminal trespass to city-supported land.	300.00
15-43	Retail theft.	300.00
15-59	Loitering.	100.00
15-60	Disorderly conduct.	300.00
15-61	Mob action.	300.00
15-62	Fireworks.	165.00
15-63	Curfew for minors:	
	1st offense:	50.00
	2nd offense:	75.00

	3rd offense:	100.00
	Violations by parent, guardians, etc.:	
	1st offense:	50.00
	2nd offense:	75.00
	3rd offense:	100.00
15-64	Public urination and defecation prohibited.	165.00
15-65(b)	Allowing a nuisance party.	300.00
15-65(c)	Failure to obey cease and disperse order.	300.00
15-66(b)	Possession of cannabis prohibited.	300.00
15-67(b)	Possession of drug paraphernalia prohibited.	300.00
15-68	Aggressive solicitation:	
	1st offense:	50.00
	Subsequent offenses:	165.00
15-71	Throwing stones, missiles, etc.	165.00
15-72	Use of slings and air guns prohibited.	165.00
Chapter 16 Noises and Vibrations		
16-2	Prohibitions generally.	215.00
16-7	Construction operations.	215.00

16-8	Motor vehicles (Noise offenses)	165.00
16-9	Horns and signaling devices on vehicles.	165.00
Chapter 17 Peddlers, Solicitors and Transient Merchants		
17-3	Refusing to leave premises; posting of premises.	165.00
17-4	Use of residential streets prohibited; exception peddlers and permit holders.	165.00
17-16	Solicitor license required.	165.00
Chapter 20 Streets, Sidewalks and Other Public Places		
20-44	Permission required. (Obstructions)	100.00
20-45	Merchandise. (Obstructions)	165.00
20-46	Building materials. (Obstructions)	165.00
Chapter 23 Local Traffic Code		
23-35	Use of coasters, roller skates and similar devices restricted.	100.00
23-107	Climbing on vehicles in motion.	100.00
23-108	Clinging to moving vehicles	100.00
23-109	Unlawful riding	100.00
23-110	Parade permit required.	165.00
23-119(a)	Interference. (Parades)	165.00

23-119(b)	Driving through parades.	165.00
23-144	Riding on sidewalks.	100.00
23-291	Relocator requirements.	165.00
Chapter 26 Vehicles for Hire		
26-26	Illinois driver's license and city taxicab driver's license required.	165.00
26-41	Taxicab business license required.	165.00

Appendix C: Schedule of Fees, Champaign County Circuit Clerk

Source[42]

Katie M. Blakeman
Clerk of the Circuit Court
Sixth Judicial Circuit
Champaign County, Illinois

FEE SCHEDULE
ALL FEES MUST BE PAID AT THE TIME OF FILING
EFFECTIVE September 1, 2015

The following is the filing fee and first adversarial pleading fee for all civil and probate cases. The complete definition of case types is included as an addendum to this schedule.

Case Type:	Filing Fee:	Answer Fee:
AD (Adoption)	$65	$137
CH (Chancery)	$239	$139
Commercial Mortgage Foreclosures	$239	$139
Real Estate Mortgage Foreclosures 0 - 49	$414	$139
Real Estate Mortgage Foreclosures 50 - 174	$614	$139
Real Estate Mortgage Foreclosures 175 +	$864	$139
(Real Estate Mortgage Foreclosure Filing Fee includes $75 Mediation Fee)		
D (Divorce)	$239	$139
ED (Eminent Domain)	$229	$139
F (Family- petition for marriage license)	$89	n/a
Putative Father	$89	$139
All Others	$119	$139
L (Law- damages over $50,000)	$239	$139
LM (LAW $10,000.01-$15,000)	$154	$139
LM (Law $15,000.01-$50,000)	$239	$139
LM (FED Possession only)	$129	$107
LM (FED, under $15,000)	$129	$139
LM (FED, above $15,000)	$239	$139
MC (Municipal Corporation)	n/c	$139
MH (Mental Health)	$129	$139
MR (Miscellaneous Remedies)		
Administrative Review	$209	$124
Relief by Habeas Corpus	$179	
All Others	$239	$139
OP (Order of Protection)	n/c	$139
P (Probate) Administration of the estate of a decedent	$329	n/a
Small Estate (under $15,000)	$219	
Heirship, Will to probate without administration, or Letters of Office for a particular purpose without administration of the estate.	$119	
Administration of the estate of a Ward	$154	$109
Ward's estate under $15,000	$119	$109
Collection of Judgment; Settlement of wrongful death when there is no Other administration of the estate	$129	$109
SC (Small Claims $0 -> $250)	$79	$99
(Small Claims $250.01 - $500	$89	$99
(Small Claims $500.01 - $1,500)	$109	$99
(Small Claims $1,500.01 - $2500)	$109	$129
(Small Claims $2,500.01 - $10,000)	$144	$129
TX (Tax, if filed by municipal corporation)	n/c	$129
Petition for Tax Deed (one parcel)	$279	n/a
for each additional parcel	$60	n/a
Petition for Sale in Error	No Fee	
Confession of Judgment: Where Judgment does not exceed $1,500	$129	
Judgment is $1,500.01 to $15,000	$194	

[42] http://www.cccircuitclerk.com/feedetail.pdf

APPENDIX C: SCHEDULE OF FEES, CHAMPAIGN COUNTY CIRCUIT CLERK

Judgment Exceeds $15,000.01	$279	
Counterclaim or Joining Third Party Defendant are charged as a new filing Fee based on the action they are filing.		
Registration of a foreign judgment: same as original filing fee.		
Jury Demands:		
a) 6 member jury – beginning 6/1/15	$212.50	
b) Probate/OV cases	$137.50	
c) Small Claims 12 member	$25.00	
d) Small Claims 6 member	$12.50	
e) LM 6 member jury	$106.25	
Auxiliary Proceedings:		
a) Garnishments, Wage Deductions, Citations:		
Amount claimed: $0-$1,000	$15	
$1,000.01 to $5,000	$30	
over $5,000	$50	
Cost of mailing garnishments by certified mail	$7.54	
b) Issuing Alias Summons or Alias Citation	$5	
c) Mailing a Petition for Rule	$2	
d) Mailing Notices by First-Class Mail	$2	Plus costs
e) All processes or notices required to be mailed by certified mail	$15	
f) Each Certification or Authentication	$2	
Miscellaneous Fees:		
a) Reproduction of each page of automated medium(no charge for reprinting a computer receipt)	$6	
b) Record Search (per name per year searched) (if done at the counter, the first search is free)	$6	
c) Annual child support processing fee	$36	
d) Reproduction, photo copies, microfilm:		
1) First page	$1	
2) Next 19 pages, per page	$.50	
3) All remaining pages, per page	$.25	
e) Support ledger printout	$6	
f) Certification to Sec of State per Family Financial Responsibility law	$5	
g) Filing a Deed of Voluntary Assignment	$20	
h) Recording a Deed of Voluntary Assignment (for each 100 words)	$.50	
i) Correction of case number or case title	$25	
j) NSF, account closed, or stop payment fees (child support is exempt)	$25	
PETITIONS / MOTIONS:		
1) To vacate or modify any final judgment or order if filed within 30 days of that judgment or order. Except FED's and Small Claims.	$50	
2) To vacate or modify any final judgment or order if filed later than 30 days of the judgment or order.	$75	
3) To vacate a bond forfeiture order	$40	
4) To vacate ex-parte judgments	$40	
5) To vacate or amend final orders (Criminal/Traffic)	$40	
6) Vacate "failure to appear" / "failure to comply" notices sent to SOS	$40	
7) To vacate judgment on forfeitures	$40	
8) Commitment under the Mental Health & Developmental Disabilities Code & for filing a transcript of the commitment proceedings held in another county.	$50	
Change of venue:		
a) For filing into this jurisdiction on a change of venue: same filing fee as if it were the commencement of a new suit.		
b) For preparation and certification of a record on a change of venue to	$40	

another jurisdiction:		

Auxiliary Probate proceedings:

If a small estate case is filed, at any time during the administration of the estate, the Court can examine the record of the estate and the personal representative to determine the total value of the real and personal property of the estate. If such value exceeds $5,000 the Court shall order the payment of a additional fee in the amount of $40

Issuing letters for reasons other than the administration of an estate, including but not limited to the release of mortgage, letters of guardianship to obtain consen t to marry, proof of heirship without administration, or for probating a will when the estate is to be settled without administration $20

a) Claims against an estate:	$0 – $149.99	n/c
	$ 150 - $499.99	$25
	$ 500 - $9,999.99	$40
	$ 10,000 or more	$60
b) Petition to sell real estate		$50
c) For each account filed other than the final account		$25
d) Actions seeking equitable relief including contest of will and proceedings involving testamentary trusts.		$60
e) Certified copies of letters of office or letters of guardianship.		$2
If document is greater than 3 pages additional fee of		$1/page
f) Inheritance Tax Proceedings		$15
g) Separate complaint other than a claim is filed in an estate		$45
h) Petition to Reopen an Estate		$20

Appeals:

99 pages or less, plus delivery and costs	$60
100 but less than 200, plus deliver and costs	$150
Additional fee, per page over 200	$.25

Exceptions that are not charged are:
Petitions to Modify, Terminate, or Enforce a Judgment or Order for Child or Spousal Support; or to Modify, Suspend, or Terminate an Order/Notice for Withholding.

The standard costs for a civil case are as follows:

Court Automation	$15 and $10 for Small Claims and May Appear Traffic
Document Storage	$15 and $10 for Small Claims and May Appear Traffic
Court Finance Fee	$5
Law Library Fee	$17
Court Security	$25
Clerk Filing Fee	Varies by case type

For example: A Divorce case with a total cost of $237 has $160 charge to the Clerk Filing Fee; whereas the Small Claims case with a total cost of $77 has only $10 charged to the Clerk filing fee. In both instances the $160 and $10 Clerk Filing Fee was established by the Illinois Clerk of the Court Act (705 ILCS 105/27.1a) and Champaign County Board Resolution 4725.

APPENDIX C: SCHEDULE OF FEES, CHAMPAIGN COUNTY CIRCUIT CLERK

TRAFFIC and CRIMINAL DIVISIONS:

Criminal Convictions and Supervisions

In recent history, the Illinois Legislature has shown an increasing tendency to create certain fees and assessments that are automatically triggered upon a conviction or order of supervision of a particular offense. There is also a surcharge that uses a sliding scale that imposes a surcharge on any fine ordered (which is a minimum of 20%). There is an automatic bond fee of 10% any time a bond is posted. These factors make it impossible to give a specific dollar figure for fees or "costs" in a criminal case without knowing the specific statute for conviction. The following is offered as a guideline for the minimum costs.

Conviction:	Minimum Court Costs:
Felony	$305
Misdemeanor (Class A)	$215
Misdemeanor (Class B)	$200
Ordinance Violation	$110
Conservation (Must Appear)	$ 75
Conservation (May Appear)	$ 65

To the above could be added a fine, a sur-charge on the fine, a bond fee, any assessment relating to the particular offense, public defender fees, probation monitoring fees and/or restitution.

Traffic Convictions and Supervisions:

An Illinois Traffic Citation will be marked as either a "Must Appear" or "May Appear" (court appearance), depending on the seriousness of the violation. The following guidelines are if a defendant goes to court and is convicted or receives supervision. The potential additional costs referred to above also apply here.

Conviction:	Minimum Court Costs:
"May Appear" violation	$65
"Must Appear" violation	$70
DUI	$295

Expungement Petition:

The actual fees may vary depending on whether an arrest is made and how many police agencies were involved, but the typical Petition to Expunge requires a fee to accompany the petition as follows:

Arresting Agency:

Filing fee	$ 60
Certified copy ($2 per copy, 5 copies required)	$ 10
Regular mail ($2 per copy, 3 required)	$ 6
State Police Fee	$ 60
TOTAL	$136

Revised 8/28/15

APPENDIX C: SCHEDULE OF FEES, CHAMPAIGN COUNTY CIRCUIT CLERK

n. Certification to Secretary of State per Family Financial Responsibility Law — $5.00
o. Deed of Voluntary Assignment — $20.00
p. Recording a Deed of Voluntary Assignment — $.50/each 100 words
q. Correction of Case Number or Title — $25.00
r. Non-sufficient Funds or Stop Payments — $25.00
s. Appeals
   i. 99 pages or less — $60.00 + delivery costs
   ii. More than 100 but less than 200 pages — $150.00 + delivery costs
   iii. For each additional page over 200 — $.25
t. Garnishments, Wage Deductions, Citations
   i. Amount claimed is $0 to $1,000.00 — $15.00
   ii. Amount claimed is $1,000.01 to $5,000.00 — $30.00
   iii. Amount claimed is over $5,000.01 — $50.00
   iv. Mailing garnishments by certified mail — $7.54
u. Issuing Alias Summons or Alias Citation — $5.00
v. Mailing a Petition for Rule — $2.00
w. Mailing a Notice by First-Class mail — $2.00 plus costs
x. Processes or Notices required to be mailed certified — $15.00
y. Each Certification or Authentication — $2.00

Criminal and Traffic Cases

1. **COSTS**
   a. By Illinois statute the clerk shall be entitled to costs in all criminal and quasi-criminal cases from each person convicted or sentenced to supervision as follows:
      i. Felony Complaints — $100.00
      ii. Misdemeanors — $75.00/offense
         Leaving the Scene of an Accident
         Driving Under the Influence (DUI)
         Reckless Driving
         Drag Racing
         Driving while Driver's License is Suspended
         Driving while Driver's License is Revoked
         No Interstate Commerce Certificate
         Overweight
      iii. Minor Traffic — $10.00/offense
         Conservation Violations
         Ordinance Violations
      iv. Business Offense — $75.00/person
      v. Petty Offense — $75.00/person
      vi. When Court Appearance is Required — $30.00
      vii. Motion to Vacate or Amend Final Order — $40.00
      viii. Motion to Vacate Bond Forfeiture Order — $40.00
      ix. Motion to Vacate Ex-parte Judgments — $40.00
      x. Motion to Vacate Judgments on Forfeitures — $40.00
      xi. Motion to Vacate "Failure to Appear" or "Failure to Comply" (notice sent to Secretary of State) — $40.00

APPENDIX C: SCHEDULE OF FEES, CHAMPAIGN COUNTY CIRCUIT CLERK

2. **EXPUNGEMENT PETITION** $136.00
   a. You will need to file one Expungment Petition per case that you would like to have expunged. The total per petition is $136.00, the break down is:
      i. Expungement Petition Filed $60.00/petition
      ii. Order to seal or expunge ISP records $60.00/petition
      iii. Mailing of copies of the order $6.00/petition
      iv. Certifying copies of the order $10.00/petition

3. **SURCHARGE FEES TO FINANCE COURT SYSTEM FEE**
   a. Any Felony $50.00
   b. All Class A Misdemeanors $25.00
   c. All Class B or C Misdemeanors $15.00
   d. All non-Illinois Vehicle Violations $10.00
4. **ADDITIONAL FEES ADDED WHEN APPLICABLE**
   a. Violent Crime Victim's Fund
      i. If fine $4 per $40 fines
      ii. If fee
         1. Felony $20.00
         2. Misdemeanor $20.00
         3. Aggravated Felony/Misdemeanor $25.00
      iii. Court Automation $15.00
         1. May Appear Traffic Violations $10.00
      iv. Document Storage $15.00
         1. May Appear Traffic Violations $10.00
      v. Clerk Operation and Administrative Fund $15.00
         1. May Appear Traffic Violations $10.00
      vi. Court Security $25.00
      vii. Driver's Education Fund $4 per $40.00
      viii. Court Surcharge $10 per $40.00
      ix. Arrestee's Medical Cost Fee $10.00
      x. Crime Lab Analysis Fee $100.00
      xi. DNA Analysis Fee $250.00/one time
      xii. State's Attorney Automation Fee $2.00
      xiii. Electronic Citation Fee $5.00

5. **TRAFFIC (TR)**

Traffic payments must be a money order, certified check, bank draft or traveler's check or by cash payment at the Courthouse. **Personal checks will be assessed a $1.25 check processing fee**. DO NOT SEND CASH IN THE MAIL.

   a. May Appear Violations
      i. Speeding – between 1 mph and 19 mph $120.00
      ii. Seat Belt Violations $60.00
      iii. Use of an Electronic Device (1st offense) $120.00
      iv. Speeding – between 20 mph and 25 mph $140.00

APPENDIX C: SCHEDULE OF FEES, CHAMPAIGN COUNTY CIRCUIT CLERK

b. Must Appear Offenses – A court appearance is required for all Class A or B misdemeanor violations of the Illinois Vehicle Code, No Valid Driver's License, Operating without Insurance, Driving on a Suspended License or Registration, Unlawful Use of License or Permit, Making a False Report, Passed School Bus, and/or multiple violations resulting from the same incident that if received separate would be a May Appear Offense.

i.	Speeding – between 26 mph and 35 mph	$1,500.00
ii.	Speeding – 35 mph or more	$2,000.00
iii.	Fleeing or Attempting to Elude	$2,000.00
iv.	Misdemeanor DUI	$3,000.00
v.	Reckless Driving	$2,000.00
vi.	Street Racing	$2,000.00
vii.	Operating without Insurance	$2,000.00
viii.	Driving when Suspended for Non-insurance	$3,000.00
ix.	Display of False Insurance Card	$2,000.00
x.	Unlawful use of License	$1,500.00
xi.	Driving on Suspended or Revoked	$1,500.00

PAYMENT OPTIONS

1. **PAYING BY CHECK**
   a. If paying by personal check please include an additional $1.25 check processing fee.
   b. Payments for all traffic violations should be made by money order, certified check, bank draft (not a personal check), traveler's check or by cash at the Courthouse.
2. **PAYING BY CREDIT CARD**
   a. Payment on fees, fines and costs can be made by credit card from the Champaign County Circuit Clerk website. Processing fees are charged by our third party vendor and can vary based on your total payment amount.
   b. Payments taken at the Courthouse can also be made by credit card. There will be an additional processing fee of 3.0% on all credit card transactions taken at the Courthouse. This processing fee is accessed by the third party vendor that processes the payments.
3. **FEE WAIVERS**
   a. Anyone who must pay a fee as part of a case may petition the court for an Order for Waiver of Court Fees. The application and additional information can be found at the following address for the Association of Illinois Courts: http://www.illinoiscourts.gov/Forms/approved/Procedures/procedures.asp.
   b. If an individual files an Application for Waiver of Court Fees with their filing, the Circuit Clerk's office will not file the court filing until a Judge has approved the corresponding Application for Waiver of Court Fees.
   c. If an Application for Waiver of Court Fees is approved in a criminal case and the defendant is found guilty, the defendant is still responsible for any fees and fines that are ordered by the Judge.

DEFINITIONS

Appendix D: Urbana City Council Resolution Establishing The Task Force

Source[43]

Passed: January 21, 2014
Signed: January 22, 2014

COPY

RESOLUTION NO. 2014-01-002R

A RESOLUTION AUTHORIZING THE CREATION OF A TASK FORCE TO RECOMMEND HOW THE CITY CAN IMPROVE UNDERSTANDING OF DATA COMPILED IN THE IDOT TRAFFIC STUDY AND RESPOND TO CONCERNS RAISED BY SOCIAL JUSTICE ORGANIZATIONS

WHEREAS, the City of Urbana has reviewed reports from the Illinois Department of Transportation (IDOT) statistical study of traffic stops since its beginning in 2004; and

WHEREAS, the City also collected data on its own for several years prior; and

WHEREAS, the City paid for a statistical analysis of the IDOT study covering years 2007-2009 and that study raised additional questions that can only be explored further utilizing local knowledge of demographics, driving, and enforcement patterns; and

WHEREAS, on October 7th 2013, the City Council was presented a petition by social justice groups that are well established and active locally and have historically been well informed of racial justice issues, such petition asking for creation of a citizens' traffic stop data committee; and

WHEREAS, upon discussion Council members recognized that unique local demographics such as student population and commuting patterns affect the predicted racial composition of drivers in Urbana and social and economic factors may also influence the racial makeup of drivers stopped for traffic stops; and

WHEREAS, upon further discussion the Urbana City Council recognizes the need for a focused task force to provide additional information to the City; and

WHEREAS, the City takes seriously the intent embodied in its Human Rights Ordinance to end discrimination, recognizes the potential for discrimination in routine policing activities and strives to prevent discrimination;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. The City of Urbana will establish a Traffic Stop Data Task Force to identify and study any racial disparities that may exist in local traffic stop data for the purpose of understanding the source and cause of the disparity.

Section 2. The Task Force will examine multiple aspects of the IDOT Traffic Stop Data, including not just the reported ratio based on race, but also including driver age, residence, stop time, stop location, reason for stop, vehicle age and any of the dozens of data items collected in the data the committee finds useful. In order to provide a broader social context and to

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[43] http://www2.city.urbana.il.us/_Ordinances_-_Resolutions/Resolutions/2014/Resolution_2014-01-002R.pdf

APPENDIX D: URBANA CITY COUNCIL RESOLUTION ESTABLISHING THE TASK FORCE

COPY

allow for comparisons and alternate analyses, the Task Force will also compile statistics from existing sources such as Census data, unemployment data, high school graduation rates, and incarceration data from the September 2013 study of the Champaign County justice system. For additional social context, the Task Force will consider the experience of traffic stops from the perspective of minority drivers.

Section 3. The Task Force shall be composed of 11 members. At least two members will have education and expertise in statistics. One council member may serve on the task force. One of the members will be a member of the Urbana Police Department or a department designee. Other members shall be chosen from applicants based upon their knowledge and understanding of sociology, law enforcement, or other relevant experience. Applicants are not required to live in the City of Urbana but should be representative of the ethnic mix of Urbana. Appointments to the Task Force and selection of a chair will be made by the Mayor with the approval of the City Council. Applications shall be received through February 2014 and the Task Force will be appointed in March 2014.

Section 4. The task force will establish a regular time and place for a monthly meeting in city facilities, following the Open Meetings Act. Meetings shall be video recorded, with video posted to the Urbana web site. Staff from the Urbana Human Relations Commission and Civilian Police Review Board will provide administrative support.

Section 5. The task force will provide at least bi-monthly progress reports to the City Council. The Mayor and City Council may submit questions to be researched by the Task Force.

Section 6. The task force will report preliminary findings, including any policy recommendations, in writing on or before April 30, 2015 with a public presentation and opportunities for the public to ask questions.

Section 7. The report will be available for public comment for a period of 30 days, and written comment received will be included in the final report.

PASSED BY THE CITY COUNCIL this 21st day of January, 2014.

AYES: Ammons, Brown, Jakobsson, Madigan, Marlin, Roberts, Smyth

NAYS:

ABSENT:

ABSTAINED:

Page | 2

APPENDIX D: URBANA CITY COUNCIL RESOLUTION ESTABLISHING THE TASK FORCE

Phyllis D. Clark, City Clerk

APPROVED BY THE MAYOR this 23rd day of January, 2014.

Laurel Lunt Prussing, Mayor
By Charles A. Smyth, Mayor Pro Tem

Page | 3

Volume II: Statistical Appendix (Bound Separately)

To view the detailed Statistical Appendix of the Traffic Stop Data please see Volume II of this report titled "*Final Report of the Urbana Traffic Stop Task Force Volume II: Statistical Appendix.*" Ubana, Illinois: Mayor's Office. Published 2015. Below is an overview of the contents of Volume II.

OVERVIEW

This appendix contains the analyses reported in the Urbana IDOT Traffic Stop Data Task Forces final report. The appendix is organized as follows:

SECTION 1: IDOT DISPARITIES presents the yearly disparity ratios from the IDOT report, as well as disparities for each racial group (Whites, African Americans, Hispanics, and Asians). Both the total and race-specific figures are calculated by comparing the proportion of stops that involve a minority driver (or specific racial group) to the estimated proportion of the driving population in Urbana that are minorities or from a specific racial group.

SECTION 2: DEMOGRAPHIC AND SOCIO-ECONOMIC DIFFERENCES explores demographic and socio-economic differences that may factor into the observed disparities in traffic stops. Specifically, this section examines differences in the driver age, vehicle age, and gender of drivers stopped. It also provides a description of driver residency.

SECTION 3: TRAFFIC STOPS AND PATTERNS OF POLICING examines the relationship between calls for service, traffic stops, and the racial composition of neighborhoods in Urbana. The analysis is limited to 2010-2013 (the years for which data on calls for service are available). The primary unit of analysis here is the Urbana Police Department's geocode. Urbana is divided into five police beats. Each beat is divided into smaller regions called geocodes, which are used to report the locations of both stops and calls for service. There are around a 140 unique geocodes in the data depending on the year. Geocodes vary in size. In residential neighborhoods, they generally correspond to several city blocks, and are somewhat larger in more commercial areas or sparsely populated sections of Urbana. Estimates for the minority population of each geocode were obtained from the 2010 U.S. Census. The data for the race of residents in Urbana are available at the Census block level. Estimates of the racial composition of each geocode were obtained by taking a weighted average of corresponding census blocks contained within that geocode. The section also explores whether, conditional on the number of calls for service, the percent of minorities living in a geocode also predicts the number of traffic stops, through regression analyses, some of which control for the possibility of spatial dependence in the data.

This section also provides local estimates of the disparity in traffic stops for each geocode. As with the measures reported in Section 1, for each geocode, we compare the proportion of stops involving a minority driver to the estimated minority population living in that area. Finally, the section also explores disparities in the Urbana Police Department's Selective Traffic Enforcement Program (STEP), a project designed to address high levels of accidents and other community concerns through concentrated policing.

SECTION 4: TESTING FOR RACIAL PROFILING USING THE VEIL OF DARKNESS presents the results from a series of tests designed for racial profiling using a procedure called the "Veil of Darkness."[44] The logic of this test is outlined in the main body of the report. The first pair of figures show the set of stops that occur during the inter-twilight period that are used in the analysis. The three tables correspond to set of logistic regressions with three different outcomes:

- Whether the driver stopped was a minority (1 if minority, 0 if white)
- Whether the driver stopped was African American (1 if African American, 0 if not)
- Whether the driver stopped was African American or White (1 if African American, 0 if white, Asian and Hispanic drivers are excluded from these models)

The first column in each table presents the simplest model, testing whether drivers stopped when it is dark out are more or less likely to be minority or African American. A negative coefficient here would suggest evidence of profiling since when it is dark out, it should be harder to determine the driver's race. The next model adds a control for time of day, since the driving population at 5 pm may differ from the driving population at 8 pm. The third model, also this effect to vary non-linearly through a cubic spline. The fourth model, then allows the effects of darkness to vary conditionally on the time of day. The final model then allows these conditional effects to vary by year as well. The figures associated each table are produced from the estimates of the fifth model. The solid line shows the predicted effect of darkness on the log-odds that a driver is a minority or African American at different times of day. The dotted lines provide a 95 percent confidence interval for these estimates. When the prediction (solid line) and its confidence interval (dotted lines) are below zero (dashed line) this provides evidence that is consistent with the presence of racial profiling.

[44] See Grogger, Jeffrey, and Greg Ridgeway. "Testing for racial profiling in traffic stops from behind a veil of darkness." *Journal of the American Statistical Association* 101.475 (2006): 878-887.

VOLUME II: STATISTICAL APPENDIX (BOUND SEPARATELY)

SECTION 5: DISPARITIES IN FINANCIAL IMPACT examines the average fines and types of fines associated with traffic stops for each racial group.

SECTION 6: ADDITIONAL ANALYSIS contains a number of other descriptive summaries of the data, breaking down the types, rates of citation, searches, contraband and duration of stops by racial group.

Please feel free to contact Paul Testa (ptesta2@illinois.edu), the chair of the Task Force's Statistics Subcommittee, with any questions, comments, or concern.

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