October 25, 2022

| То: | County Council |
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| From: | Natalia Carrizosa, Senior Legislative Analyst Office of Legislative Oversight |

Subject: Analysis of dataMontgomery Traffic Violations Dataset

In 2020, OLO's report, *Local Policing Data and Best Practices*, described the Montgomery County Police Department's (MCPD) practices for compiling data on police interactions with the public. That report included a brief analysis of disparities by race and ethnicity using 2019 traffic stop data from the publicly available dataMontgomery Traffic Violations dataset. In 2021, a subsequent OLO report focused on traffic enforcement described research showing that Black and Latinx drivers are stopped and searched during traffic stops for lower-level traffic violations at disproportionately higher rates compared to White drivers.

This memorandum report responds to the Council's request for an additional analysis of MCPD traffic citations, warnings, and safety equipment repair orders (SEROs) by the race or ethnicity of the driver. It describes data from the dataMontgomery Traffic Violations dataset for the five-year period from FY18-FY22, and is organized as follows:

- Section A provides background on racial inequities in traffic enforcement;
- Section B describes the scope of the dataset used for this report and its limitations;
- Section C offers summary data on traffic stops, citations, warnings, SEROs, searches, and arrests by the race or ethnicity of the driver, including trends over time;
- Section D describes data on traffic stops by the residency and race or ethnicity of the driver (County resident or non-County resident);
- Section E describes traffic citations by the section of the Maryland State Code that was cited and the race or ethnicity of the driver; and
- Section F offers recommended discussion issues for the Council.

Acknowledgments. OLO staff members Karen Pecoraro and Janmarie Peña assisted with this report.

Summary of Findings Background on Racial Inequities in Traffic Enforcement • Traffic enforcement in the United States began in the early twentieth century and led to increased policing, increased discretion in policing and complaints of police abuse and violence towards Black drivers. National research shows that Black and Latinx drivers are stopped and searched during traffic stops for lower-level traffic violations at disproportionately higher rates compared to White drivers. In 2000, the U.S. Department of Justice (DOJ), Montgomery County, and the Fraternal Order of Police (FOP), Montgomery County Lodge 35 entered into a five-year Memorandum of Agreement (MOA) to settle an allegation that County police officers engaged in racially discriminatory conduct in violation of federal law. Total MCPD Traffic Stops and Citations, Warnings and Safety Equipment Repair Orders • Between FY18 and FY22, White female drivers were the most underrepresented group in traffic stops, and Black male drivers were the most overrepresented group; While overall numbers of traffic stops declined between FY18 and FY22, racial disparities in traffic stops have persisted or worsened over the five-year period; and • From FY18 to FY22, the percentage of traffic stops where the driver's race or ethnicity was listed as "other" doubled, from 7% to 14%. Traffic Stops by the Residency of the Driver Nearly three-quarters of traffic stops reported involved drivers that reside in Montgomery County; and Data on traffic stops of drivers that reside in Montgomery County show similar racial disparities compared with data on all MCPD traffic stops from FY18-FY22. Traffic Citations by the Section of the Maryland State Code That Was Cited • Traffic enforcement in Maryland is governed by the Maryland Code, Transportation Article, Title 11 through Title 27 – known as the Maryland Vehicle Law. • The majority of traffic citations during the five-year period (55%) related to Title 21, entitled "Rules of the Road." • Citations related to Title 21 ("Rules of the Road") showed the smallest racial disparities, and citations related to Titles 16 ("Drivers' Licenses") and 17 ("Required Security") showed the largest racial disparities. • Within each title, racial disparities in traffic citations vary greatly by the specific section of the code, consistent with national research on racial disparities in traffic

enforcement.

A. Background on Inequities in Traffic Enforcement

The Council requested this report to analyze traffic enforcement data by race or ethnicity of the driver. To provide context for these data, this section provides background information on racial inequities in traffic enforcement.

The historical roots of policing in the United States are tied to the nation's history of racism. These roots include slave patrols that emerged in southern states in the eighteenth century, charged with policing enslaved and free Black people.¹ The first urban police departments, beginning with Boston in 1838, focused on protecting private enterprise through social control of populations that consisted primarily of immigrants and Black people.²

In the early twentieth century, police departments expanded significantly in response to both the Prohibition and the advent of large-scale car ownership. U.S. Census records show that the number of police officers grew from 61,000 in 1910, to 82,000 in 1920, to 130,000 in 1930.³ Traffic law enforcement greatly expanded police interactions with average citizens. It also led to streamlined procedures that allowed police officers to effectively determine guilt of drivers, rather than the judicial system.⁴ In addition, in *Carrol v. United States*, the Supreme Court created the "automobile exception," which allowed police to search cars without a warrant.⁵

These developments increasingly allowed police officers to exercise high levels of discretion in their interactions with drivers. By the 1930s, the NAACP began receiving numerous complaints of police abuse and violence towards Black drivers. Columbia Law School Professor Sarah Seo notes that, "As soon as Black people began driving, they experienced not just discourteous, but also abusive, violent, and unconstitutional policing."⁶

Today, traffic stops are the most common interaction between police officers and the public. OLO Report 2021-10, A Study on Reassigning Traffic Enforcement from the Montgomery County Police Department to the Montgomery County Department of Transportation, summarizes

¹ Robinson, M., "Black Bodies on the Ground: Policing Disparities in the African American Community—An Analysis of Newsprint From January 1, 2015, Through December 31, 2015," Journal of Black Studies, 48(6), 2017, https://journals.sagepub.com/doi/10.1177/0021934717702134

² Potter, G., "The History of Policing in the United States, Part 2," July 2, 2013,

https://ekuonline.eku.edu/blog/police-studies/the-history-of-policing-in-the-united-states-part-2/; and Hassett-Walker, C., "The racist roots of American policing: From slave patrols to traffic stops," *The Conversation*, June 4, 2019, https://theconversation.com/the-racist-roots-of-american-policing-from-slave-patrols-to-traffic-stops-112816

³ Keefe, J., "A Brief History of the Traffic Stop (Or How the Car Created the Police State," *Observer.com*, July 26, 2016, <u>https://observer.com/2016/07/a-brief-history-of-the-traffic-stop-or-how-the-car-created-the-police-state/</u> ⁴ Seo, S., "Why we can – and must – create a fairer system of traffic enforcement," *The Washington Post*, May 15, 2019, <u>https://www.washingtonpost.com/outlook/2019/05/15/why-we-can-must-create-fairer-system-traffic-enforcement/</u>

⁵ Keefe, J., "A Brief History", <u>https://observer.com/2016/07/a-brief-history-of-the-traffic-stop-or-how-the-car-</u> created-the-police-state/

⁶ Lincoln, R. "Legal historian traces 'racism on the road,'" The Harvard Gazette, November 22, 2021. <u>https://news.harvard.edu/gazette/story/2021/11/historian-urges-end-to-police-traffic-law-enforcement/</u>

social science research on current racial disparities in traffic enforcement. It notes that racial disparities in traffic stops vary by the type of the stop. Black and Latinx drivers are stopped and searched during traffic stops for lower-level traffic violations (minor traffic violations, expired registrations or equipment issues) at disproportionately higher rates compared to White drivers. Racial disparities are lower for "collision-contributing" violations, which involve dangerous behaviors.⁷ A recent analysis of traffic stops by 21 state patrol agencies and 35 municipal police forces between 2011 and 2018 found that police were less likely to pull over Black drivers after dark, when the driver's face is obscured.⁸

OLO Report 2021-10 also provides the following information about a 2000 Memorandum of Agreement between the U.S. DOJ, Montgomery County and the FOP:

In 2000, the U.S. Department of Justice, Montgomery County, and the Fraternal Order of Police, Montgomery County Lodge 35 entered into a Memorandum of Agreement (MOA) to settle an allegation that County police officers engaged in racially discriminatory conduct in violation of federal law. The MOA did not include any admission, acknowledgement, or evidence of liability by the County, MCPD, or the FOP regarding racially discriminatory conduct of officers alleged in a complaint to the DOJ. In the MOA, however, the County agreed to begin collecting data on all traffic stops, including data on the race and ethnicity of drivers. The County was also required to "develop and implement a protocol for conducting analyses of the data contained in the computerized traffic stop data system... In developing the data analysis protocol, the MCPD, the FOP and the County will build a framework for analyses to identify methods for assuring nondiscriminatory law enforcement in connection with traffic stops," and the MOA required the DOJ to review and approve the data collection and analysis system prior to its use. The MOA was in effect for five years.⁹

The report notes that, in 2001 the Maryland legislature enacted a law requiring Maryland police officers to record and report, among other things, data on race and ethnicity of drivers during traffic stops. The following section summarizes the requirements of that law as they relate to the data presented in this report.

⁷ Source: OLO Report 2021-10: A Study on Reassigning Traffic Enforcement from the Montgomery County Police Department to the Montgomery County Department of Transportation, p. iii

⁸ "Black drivers get pulled over by police less at night when their race is obscured by 'veil of darkness,' Stanford study finds," May 5, 2020, *Stanford News Service*, <u>https://news.stanford.edu/press-releases/2020/05/05/veil-darkness-reas-traffic-stops/</u>

⁹ Ibid. p. 78

B. Scope and Limitations of the Data Montgomery Traffic Violations Dataset

State law requires that law enforcement officers in Maryland report information for each traffic stop they conduct. A "traffic stop" occurs when an officer stops a driver or non-motorist for a violation of the Maryland Vehicle Law. The law requires officers to report specific data points including gender, date of birth and race or ethnicity of the driver as well as duration of the stop, the alleged violation(s) that "led to" the stop, and whether an arrest was made as a result of the stop or accompanying search.¹⁰ Law enforcement agencies must report aggregate data on traffic stops to the state. Of note, the following types of stops are excluded from this reporting requirement:

- A checkpoint or roadblock stop;
- A stop of multiple vehicles due to a traffic accident or emergency situation;
- A stop based on the use of radar, laser, or vascar technology; or
- A stop based on the use of license plate reader technology, such as a speed camera or red-light camera.

The Electronic Traffic Information Exchange (E-TIX) is the electronic system for issuing traffic citations and tracking data on traffic stops in Maryland. The Maryland State Police manage E-TIX. E-TIX data may include some stops that are excluded from the reporting requirement, such as stops based on the use of radar or laser, if the officer used E-TIX to issue the citation. MCPD has limited access to the E-TIX database. Data from E-TIX on traffic citations, warnings and SEROs are publicly-available on dataMontgomery, a program that provides the public with direct access to County datasets in consumable formats. The dataMontgomery dataset that includes data from E-TIX is called the Traffic Violations dataset.

1. Possible Outcomes of Traffic Stops Included in the Traffic Violations Dataset

The dataMontgomery Traffic Violations dataset lists traffic citations, warnings and safety equipment repair orders issued during traffic stops. In addition, for each violation, the dataset describes whether a search and/or arrest was made during the traffic stop. Law enforcement officers have discretion in determining the outcome(s) of traffic stops. The following table summarizes possible outcomes and criteria for applying them, based on MCPD policy.

¹⁰ Maryland Code Ann., Transportation Article § 25-113

| Outcome | Applied When |
|----------------------------------|---|
| Warning | The driver commits a violation that is due to ignorance of a recently enacted law or where a minor equipment defect is apparent. Can also be used in response to a minor traffic violation in a minimal traffic collision area. |
| Citation | The driver has jeopardized the safe and efficient flow of vehicular and pedestrian traffic, including hazardous moving violations, and parking violations. |
| Safety Equipment Repair Order | A driver is operating an unsafe and/or improperly equipped vehicle. |
| Search | The officer has a warrant or probable cause to conduct a search, or the officer, at their discretion, requests to conduct a search and the driver consents. |
| Arrest | Applicable for violations listed in the Maryland Transportation Article § 26-202, such as driving when impaired by alcohol and/or a drug, driving when a license is suspended or revoked, any offense that caused bodily injury to another individual, etc. |

Possible Outcomes of Traffic Stops

Source: OLO Report 2021-10: A Study on Reassigning Traffic Enforcement from the Montgomery County Police Department to the Montgomery County Department of Transportation, pp. 14, 41; and MCPD FC 710 at § I

Depending on the outcome of the traffic stop, drivers can face consequences including:

- Fines, which can range from \$50 to \$2,040 depending on the type of citation¹¹;
- Points on the driver's license, which can result in suspension (after eight points) or revocation (after 12 points) of the driver's license;¹²
- A requirement to have repairs cited in Safety Equipment Repair Orders done within 10 days and to certify those repairs with the Maryland State Police within 30 days¹³; and/or
- Incarceration.
- 2. Gaps in E-TIX Data for Montgomery County

OLO Report 2021-10, A Study on Reassigning Traffic Enforcement from the Montgomery County Police Department to the Montgomery County Department of Transportation identified that

¹¹ Fine Schedule for certain violations of the motor vehicle and other laws as set forth in the Annotated Code of Maryland, District Court of Maryland, October 2021, <u>https://www.courts.state.md.us/sites/default/files/court-forms/dccr090.pdf</u>

¹² "Point Accumulation," Maryland Department of Transportation, Motor Vehicle Administration, <u>https://mva.maryland.gov/about-mva/Pages/info/26100/26100-02T.aspx</u>

¹³ "Safety Equipment Repair Order (SERO)," Maryland Department of Transportation, Motor Vehicle Administration, <u>https://mva.maryland.gov/about-mva/Pages/info/58000ASE/58000-04T.aspx</u>

data on an unknown number of reportable traffic stops were not captured in E-TIX prior to January of 2021:

In 2007, the County Executive and the FOP, Montgomery County Lodge 35 (FOP) signed an agreement that is still a part of the FOP's current collective bargaining agreement with the County. While the agreement specifically states that "[a]II traffic stops must be documented," it also states: "In the event the officer does not issue a written document [during a traffic stop], the officer will provide the citizen with the officer's business card and verbally inform the citizen of the reason for the stop."

Based on this provision, Executive Branch representatives report that an unknown number of reportable traffic stops performed by MCPD officers from 2007 to January 2021 have occurred where data have not been collected, recorded, and reported to the State, as required by state law.¹⁴

3. Data on Race or Ethnicity of Drivers Involved in Traffic Stops

As noted above, law enforcement officers in Maryland must report data on race or ethnicity of drivers involved in traffic stops. Specifically, the law states officers must report race or ethnicity of the driver as:

- Asian;
- Black;
- Hispanic;
- White; or
- Other.¹⁵

In past discussions, MCPD staff have noted that data on race or ethnicity drivers are based on officers' observations. Therefore, race and ethnicity data in E-TIX may not necessarily reflect how individuals self-identify. Of note, while the above list from the statute does not include Native American as a race, E-TIX data include drivers categorized as Native American.

4. E-TIX Data Available on Data Montgomery

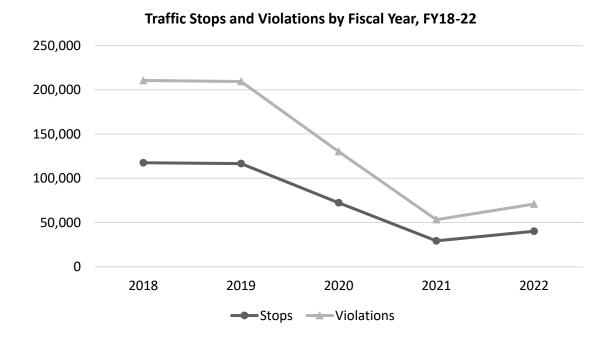
The Data Montgomery Traffic Violations Dataset includes data from E-TIX on traffic citations, warnings and SEROs issued by MCPD officers from 2012 to the present. The dataset includes some demographic information on the driver, including race/ethnicity, gender and the city where the driver resides, information on the stop itself, the search if applicable and the violation. The dataset does not include:

¹⁴ OLO Report 2021-10: A Study on Reassigning Traffic Enforcement from the Montgomery County Police Department to the Montgomery County Department of Transportation, p. iii

¹⁵ Maryland Code Ann., Transportation Article § 25-113(b)(15)

- Identifying information on the driver or the officer that conducted the stop;
- The initial reason for the stop;
- The duration of the stop;
- Data on stops that did not result in a citation, warning, or safety equipment repair order; and
- Data on traffic stops conducted by law enforcement agencies other than MCPD, such as municipal police departments.
- C. Total Traffic Stops and Traffic Violations

This memorandum report presents data from the dataMontgomery Traffic Violations dataset for FY18-22. For this five-year period, this dataset includes data on 376,039 traffic stops conducted by MCPD officers, which generated 674,300 traffic "violations." The term "violations" refers to traffic citations, warnings, and SEROs. Each traffic stop can generate more than one violation. The following chart displays the number of traffic stops and violations by fiscal year. It shows that traffic stops and violations declined significantly beginning in FY20, coinciding with the beginning of the COVID-19 pandemic. In FY22, the number of both traffic stops and traffic violations were about a third of the equivalent numbers in Fiscal Year 2019.



The table on the following page displays the percentages of stops for each of the five years by drivers' race or ethnicity and gender, alongside adult population percentages for each demographic group based on the 2020 Decennial Census for Montgomery County. The data over the five-year period show that while the annual number of traffic stops declined

substantially over the five-year period for all groups, disparities by race and ethnicity have persisted or worsened. Specifically, traffic stops of:

- Asian and White drivers accounted for smaller percentages of traffic stops (6% and 35%, respectively) than their population percentages (16% and 43%, respectively);
- Black drivers accounted for a higher percentage of traffic stops (30%) than the percentage of the adult population that is Black (18%);
- Latinx drivers accounted for a slightly higher percentage of traffic stops (21%) than the percentage of the population that is Latinx (19%);
- Black female drivers were slightly overrepresented in traffic stops, while female drivers of all other race/ethnicity groups are underrepresented;
- White female drivers were the most underrepresented group in traffic stops, and Black male drivers were the most overrepresented group;
- White drivers decreased as a proportion of total stops from 36% in FY18 to 28% in FY22; and
- drivers categorized as "Other" increased as a proportion of total stops from 7% in FY18 to 14% in FY22.

| Race/Ethnicity and Gender | FY18 | FY19 | FY20 | FY21 | FY22 | 5-Year Change | 5-Year Total | Adult Population* | |
|------------------------------|---------|---------|--------|--------|--------|------------------|-----------------|----------------------|--|
| Total | 117,585 | 116,668 | 72,246 | 29,333 | 40,207 | -77,378 | 376,039 | 819,119 | |
| Asian | 7% | 7% | 6% | 5% | 5% | -1 pt | 6% | 16% | |
| Female | 3% | 3% | 2% | 2% | 2% | -1 pt | 3% | 8% | |
| Male | 4% | 4% | 4% | 3% | 3% | -1 pt | 4% | 8% | |
| Black | 31% | 30% | 31% | 30% | 30% | -1 pt | 30% | 18% | |
| Female | 11% | 11% | 11% | 10% | 11% | <1 pt | 11% | 9% | |
| Male | 20% | 19% | 20% | 20% | 19% | -1 pt | 20% | 9% | |
| Latinx | 20% | 20% | 20% | 23% | 22% | +2 pts | 21% | 19% | |
| Female | 6% | 6% | 6% | 6% | 6% | +1 pt | 6% | 9% | |
| Male | 14% | 15% | 14% | 17% | 16% | +2 pts | 15% | 9% | |
| Native American | <1% | <1% | <1% | <1% | <1% | <1 pt | <1% | <1% | |
| Female | <1% | <1% | <1% | <1% | <1% | <1 pt | <1% | <1% | |
| Male | <1% | <1% | <1% | <1% | <1% | <1 pt | <1% | <1% | |
| White | 36% | 36% | 35% | 32% | 28% | -8 pts | 35% | 43% | |
| Female | 14% | 15% | 14% | 12% | 11% | -3 pts | 14% | 22% | |
| Male | 22% | 22% | 21% | 20% | 17% | -5 pts | 21% | 22% | |
| Other | 7% | 7% | 8% | 9% | 14% | +8 pts | 8% | 4% | |
| Female | 2% | 2% | 3% | 3% | 5% | +3 pts | 3% | 2% | |
| Male | 4% | 4% | 5% | 6% | 9% | +5 pts | 5% | 2% | |

Traffic Stops by Driver Race or Ethnicity, FY18-22

* Population percentages for Asian, Black, Native American, White and Other groups exclude Latinx individuals

The following table shows Black and Latinx drivers received somewhat more violations per stop (2.1 and 1.9 average violations per stop) compared with White and Asian drivers (1.6 violations per stop). The data also show that Black, and to a lesser degree, Latinx and Other drivers are overrepresented across violation types, while Asian and White drivers are underrepresented.

| Race or Ethnicity of Driver | Average Violations Per Stop | Total Violations | Citations | Warnings | SEROs | Adult Population |
|-----------------------------------|-----------------------------------|---------------------|-----------|----------|--------|---------------------|
| Total | 1.8 | 674,300 | 258,523 | 389,018 | 26,759 | 819,119 |
| Asian | 1.6 | 6% | 4% | 6% | 6% | 16% |
| Black | 1.9 | 33% | 34% | 32% | 30% | 18% |
| Latinx | 2.1 | 24% | 29% | 20% | 29% | 19% |
| Native American | 1.7 | <1% | <1% | <1% | <1% | <1% |
| White | 1.6 | 31% | 28% | 33% | 29% | 43% |
| Other | 1.6 | 7% | 6% | 8% | 6% | 4% |

Traffic Violations by Driver Race or Ethnicity, FY18-22

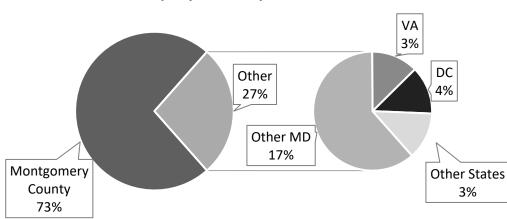
Finally, the dataMontgomery Traffic Violations dataset contains data on searches and arrests made during traffic stops, summarized in the table below. These data show that Black drivers accounted for 43% of searches and 38% of arrests during traffic stops, while Black adults account for 18% of the County's adult population. Similarly, Latinx drivers accounted for 31% of searches and 35% of arrests, while Latinx adults accounted for 19% of the County's adult population. On the other hand, Asian and White drivers were underrepresented in searches and arrests.

Searches and Arrests During Traffic Stops by Driver Race or Ethnicity, FY18-22

| Race or Ethnicity | Searches | Arrests | Adult Population |
|-------------------|----------|---------|------------------|
| Total | 30,664 | 22,200 | 819,119 |
| Asian | 3% | 3% | 16% |
| Black | 43% | 38% | 18% |
| Latinx | 31% | 35% | 19% |
| Native American | 0% | 0% | <1% |
| White | 21% | 21% | 43% |
| Other | 3% | 3% | 4% |

D. Traffic Stops by Driver's Residency

OLO analyzed traffic stops by residency of the driver. The dataMontgomery Traffic Violations dataset includes data on the driver's city and state of residence. OLO identified whether or not drivers resided in Montgomery County or other jurisdictions for 375,493 out of 376,039 traffic stops reported for fiscal years 2018-2022. The remaining 546 traffic stops could not be categorized by jurisdiction because of data entry errors in the dataset or because the city listed spans across County borders. The following chart shows that slightly less than three-quarters of traffic stops reported involved drivers that reside in Montgomery County.



Traffic Stops by Residency of the Driver, FY18-22

The following table compares the race or ethnicity of Montgomery County drivers stopped by MCPD during Fiscal Years 2018-2022, to Montgomery County population percentages and to that of drivers from other jurisdictions stopped by MCPD. Similar to previously presented data that does not disaggregate stops by driver residency:

- Asian and White drivers accounted for smaller percentages of traffic stops of Montgomery County residents (7% and 36%, respectively) than their population percentages (16% and 43%, respectively);
- Black drivers accounted for a higher percentage of traffic stops of Montgomery County residents (27%) than the percentage of the adult population that is Black (18%); and
- Latinx drivers accounted for a slightly higher percentage of traffic stops of Montgomery County residents (22%) than the percentage of the population that is Latinx (19%).

| Race or Ethnicity | Montgomer | Other Jurisdictions | | |
|-------------------|---------------|----------------------------|---------------|--|
| | Traffic Stops | Adult Population | Traffic Stops | |
| Total | 274,313 | 819,119 | 101,180 | |
| Asian | 7% | 16% | 4% | |
| Black | 27% | 18% | 41% | |
| Hispanic | 22% | 19% | 16% | |
| Native American | <1% | <1% | <1% | |
| White | 36% | 43% | 32% | |
| Other | 8% | 4% | 7% | |

Traffic Stops by Driver Residency, FY18-22

E. Traffic Citations by the Section of the Code That Was Cited

As noted above, a traffic stop can result in one or more traffic citations, warnings, or safety equipment repair orders. This section examines traffic citations specifically. It examines citations broken down by race or ethnicity and by the sections of the Maryland State Code on which citations were based.

1. Summary Data by Title of the Maryland Vehicle Law

Traffic enforcement in Maryland is governed by The Maryland Code, Transportation Article, Title 11 through Title 27 – known as the Maryland Vehicle Law. To provide context for the data presented in this section, the following table summarizes numbers of citations by Title of the Maryland Vehicle Law, by fiscal year. The table shows that:

- The majority of traffic citations during the five-year period (55%) related to Title 21, entitled "Rules of the Road";
- Over the five-year period, the percentage of citations related to Title 21 ("Rules of the Road") increased from 52% in FY19 to 66% in FY21, and then decreased to 59% in FY22;
- About a quarter (23%) of citations over the five-year period related to Title 16, entitled "Drivers' Licenses," though these decreased from 24% in FY18 to 18% in FY22; and
- Citations related to Title 13, entitled "Certificates of Title and Registration of Vehicles," decreased from 15% in FY18 to 8% FY21 and then increased to 13% in FY22.

| Title | FY18 | FY19 | FY20 | FY21 | FY22 | Total |
|--|--------|-----------------|--------|--------|--------|---------|
| Total | 81,252 | 75 <i>,</i> 989 | 50,102 | 23,481 | 27,699 | 258,523 |
| Title 21: Rules of the Road | 52% | 53% | 55% | 66% | 59% | 55% |
| Title 16: Drivers' Licenses* | 24% | 24% | 23% | 17% | 18% | 23% |
| Title 13: Cert. of Title and Reg. of Vehicles* | 15% | 14% | 13% | 8% | 13% | 13% |
| Title 22: Equipment of Vehicles | 4% | 4% | 4% | 3% | 3% | 4% |
| Title 20: Accidents and Accident Reports | 2% | 2% | 2% | 3% | 3% | 2% |
| Title 17: Required Security ⁺ | 2% | 2% | 2% | 2% | 3% | 2% |
| Other titles | 1% | 1% | 1% | 1% | 1% | 1% |

Traffic Citations by Title of the Maryland State Code Transportation Article, FY18-22

* During the COVID-19 pandemic, Maryland Governor Larry Hogan extended the expiration dates for drivers' licenses and vehicle registrations that expired after March 12, 2020. Car registrations that expired after this date remained valid until June 30th, 2021. Drivers' licenses that expired after this date remained valid until August 15, 2021.¹⁶ OLO identified a total of 10,053 citations related to expired registrations during the five-year period, of which 545 or 5% occurred during the expiration date extension period. OLO identified a total of 894 citations related to expired licenses during the five-year period, of which 109 or 12% occurred during the expiration date extension period.

+The term "security" refers to vehicle liability insurance

During the COVID-19 pandemic, Maryland Governor Larry Hogan extended the expiration dates for driver's licenses and vehicle registrations that expired after March 12, 2020. Car registrations that expired after this date remained valid until June 30th, 2021. Driver's licenses that expired after this date remained valid until August 15, 2021.¹⁷ OLO identified a total of 10,053 citations related to expired registrations during the five-year period, of which 545 or 5% occurred during the expiration date extension period. OLO identified a total of 894 citations related to expired licenses during the five-year period, of which 109 or 12% occurred during the expiration date extension period.

In order to compare the extent to which traffic citations are reflective of the County's adult population, OLO calculated a "disparity score" for each group of citations. To calculate this score, OLO:

 Calculated the difference between the percentage of citations issued to each racial or ethnic group, and the percentage of the adult population that belongs to that group. For example, if White drivers accounted for 28% of citations, and they represent 43% of the population, then this difference would be 15 percentage points.

¹⁶ "MDOT MVA Announces New Deadline Schedule for Expired Driver's Licenses, Registrations and Related Products," Maryland Department of Transportation Motor Vehicle Administration, May 13, 2021, https://mva.maryland.gov/Pages/NewsDetails2.aspx?NR=2021302

¹⁷ "MDOT MVA Announces New Deadline Schedule for Expired Driver's Licenses, Registrations and Related Products," Maryland Department of Transportation Motor Vehicle Administration, May 13, 2021, https://mva.maryland.gov/Pages/NewsDetails2.aspx?NR=2021302

2. Added the absolute values of these differences for each of the groups, to obtain the final "disparity" score for that section of the code.

A relatively high disparity score indicates relatively large differences between the percentages of citations for each racial or ethnic group, and their population percentages, whereas a low disparity score indicates relatively small differences. The following table shows how OLO calculated the disparity score, using all citations as an example.

| Race or Ethnicity | Population | Citations | Difference (Absolute Value) |
|----------------------|------------|-----------|--------------------------------|
| Asian | 16% | 4% | 12 pts |
| Black | 18% | 34% | 16 pts |
| Latinx | 19% | 29% | 10 pts |
| Native American | <1% | <1% | 0 pts |
| White | 43% | 28% | 15 pts |
| Other | 4% | 6% | 2 pts |
| Disparity Score (sum | 55 pts | | |

Disparity Score Calculation for all Citations

The following table provides summary data on citations by race or ethnicity of drivers and total disparity scores for the six titles of the Maryland Vehicle Law that generated the most citations. Citations related to Title 21 ("Rules of the Road") showed relatively smaller disparities, and citations related to Titles 16 ("Drivers' Licenses") and 17 ("Required Security) showed the largest disparities.

Traffic Citations by Title of the Maryland State Code Transportation Article and by Driver Race or Ethnicity, FY18-22

| Title | Total | Asian | Black | Latinx | Native American | White | Other | Disparity Score |
|---|------------------|-------|-------|--------|--------------------|-------|-------|--------------------|
| Adult Population | 819,119 | 16% | 18% | 19% | <1% | 43% | 4% | |
| Total Citations | 258 <i>,</i> 523 | 4% | 34% | 29% | <1% | 28% | 6% | 55 pts |
| Title 21: Rules of the Road | 141,652 | 5% | 28% | 28% | <1% | 32% | 7% | 44 pts |
| Title 16: Drivers' Licenses | 58,621 | 2% | 41% | 33% | <1% | 19% | 4% | 76 pts |
| Title 13: Cert. of Title and Reg. of Vehicles | 34,554 | 4% | 42% | 21% | <1% | 27% | 5% | 56 pts |
| Title 22: Equipment of Vehicles | 9,914 | 3% | 32% | 36% | <1% | 23% | 6% | 66 pts |
| Title 20: Accidents and Accident Reports | 5,701 | 3% | 29% | 36% | <1% | 29% | 4% | 55 pts |
| Title 17: Required Security | 5,699 | 2% | 51% | 24% | <1% | 18% | 4% | 77 pts |
| Other titles* | 2,382 | 2% | 41% | 32% | <1% | 21% | 5% | 74 pts |

To provide context for the above information, the following table summarizes the range of fines and points that can be charged under each title.

Range of Fines and Points for Traffic Citations Under Selected Titles of the Maryland State Code Transportation Article

| Title | Range of Fines | Range of Points |
|---|----------------|-----------------|
| Title 21: Rules of the Road | \$50-\$1,000 | 0-12 |
| Title 16: Drivers' Licenses | \$50-\$530 | 0-12 |
| Title 13: Cert. of Title and Reg. of Vehicles | \$70-\$1,000 | 0-12 |
| Title 22: Equipment of Vehicles | \$50-\$2,040 | 0-5 |
| Title 20: Accidents and Accident Reports | \$90-\$140 | 0-12 |
| Title 17: Required Security | \$83-\$290 | 0-5 |

Source: Fine Schedule for certain violations of the motor vehicle and other laws as set forth in the Annotated Code of Maryland, District Court of Maryland, October 2021, <u>https://www.courts.state.md.us/sites/default/files/court-forms/dccr090.pdf</u>

2. Citations By Section of the Maryland Vehicle Law

The tables on the following pages display traffic citations by specific sections of the code and by race or ethnicity of the driver that was cited. They are organized by Title. The tables focus on sections of the code that generated at least 500 citations from FY18-22, or an average of 100 citations per year. As shown above, Title 21 ("Rules of the Road") generated the most citations over the five-year period. Title 21 also has the largest number of sections (24) with at least 500 citations per section. As such, the table for sections of Title 21 is divided into two parts: the first part includes the 12 sections with the highest disparity scores, and the second part includes the remaining sections (with relatively lower disparity scores). The table for the other titles lists all sections with at least 500 citations, in order by their disparity score.

These tables provide the names of the sections on which citations were based. Appendix A of this report augments these tables with descriptions of actions that would represent violations of these sections, based on the descriptions provided in the dataMontgomery Traffic Violations dataset.

As noted on page 8 of this report, the dataMontgomery Traffic Violations dataset does not include information on the initial reason for traffic stops. As such, it is not possible to use this dataset to distinguish between citations based on the initial reason for the stop rather than citations based on violations identified by the officer during the stop. Appendix B of this report offers general data from the Maryland Race-Based Traffic Stop Data Dashboard on the numbers of stops based on the reason for the stop (by the title or subtitle of the Maryland Vehicle Law that was cited). Further study would be needed to identify which citations (and the associated sections of the code) represent the initial reason for the stop, rather than a violation that was identified during the stop.

| Title 21 ("Rules of the Road"): Traffic Citations by Race or Ethnicity of the Driver by Section, FY18-22 (Sections with at least 500 |
|--|
| citations over the five-year period) |

| Section Number and Name | Asian | Black | Latinx | Native American | White | Other | Total | Disparity Score |
|---|-------|-------|--------|--------------------|-------|-------|---------|--------------------|
| Adult Population | 16% | 18% | 19% | <1% | 43% | 4% | 819,119 | |
| Larger Disparities by Race or Ethnicity | | | | | | | | |
| 21-1003 Actions Prohibited Relating to Stopping, Standing, or Parking Vehicle | 4% | 34% | 35% | <1% | 12% | 15% | 1,707 | 87 pts |
| 21-1001 Stopping, Standing, or Parking Restrictions of Vehicles on Highways | 4% | 48% | 29% | <1% | 16% | 3% | 539 | 81 pts |
| 21-904 Eluding or Escaping Police Officers Prohibited | 2% | 53% | 23% | <1% | 18% | 4% | 709 | 79 pts |
| 21-604 Use of Signals Req. to Indicate Turns, Lane Changes, and Starts or Stops of Vehicles | 4% | 37% | 35% | <1% | 21% | 4% | 674 | 71 pts |
| 21-901.1 Reckless Driving | 4% | 30% | 37% | <1% | 25% | 4% | 14,043 | 61 pts |
| 21-902 Driving While Under the Influence or Impairment of Alcohol or Drugs Prohibited | 3% | 28% | 38% | <1% | 28% | 3% | 23,991 | 59 pts |
| 21-204 Flashing Red or Yellow Lights Used in Traffic Signals or Signs | 6% | 35% | 28% | <1% | 24% | 7% | 2,495 | 58 pts |
| 21-601 Turning Vehicles at Intersections | 4% | 39% | 23% | <1% | 26% | 6% | 718 | 57 pts |
| 21-309 Driving Rules for Laned Roadways | 6% | 32% | 31% | <1% | 25% | 6% | 5,211 | 57 pts |
| 21-310 Drivers Prohibited from Following Another Vehicle Too Closely | 4% | 27% | 32% | <1% | 29% | 7% | 1,451 | 51 pts |
| 21-405 Duty of Drivers Relating to Emergency Vehicles | 8% | 31% | 27% | <1% | 26% | 8% | 2,307 | 51 pts |
| 21-201 Obedience to Traffic Control Devices Required | 6% | 30% | 29% | <1% | 29% | 6% | 11,718 | 48 pts |

Table continued on the follow page.

Title 21 ("Rules of the Road"): Traffic Citations by Race or Ethnicity of the Driver by Section, FY18-22, cont. (Sections with at least 500 citations over the five-year period)

| Section Number and Name | Asian | Black | Latinx | Native American | White | Other | Total | Disparity Score |
|---|-------|-------|--------|--------------------|-------|-------|---------|--------------------|
| Adult Population | 16% | 18% | 19% | <1% | 43% | 4% | 819,119 | |
| Smaller Disparities by Race or Ethnicity | | | | | | | | |
| 21-301 Drivers Required to Drive Vehicles on Right Half of Roadway | 5% | 27% | 32% | <1% | 31% | 4% | 2,930 | 46 pts |
| 21-801 Driving Vehicle at Reasonable and Prudent Speeds Required | 5% | 27% | 29% | <1% | 32% | 6% | 11,459 | 44 pts |
| 21-401 Rights of Vehicles at Intersection | 9% | 28% | 26% | <1% | 30% | 7% | 888 | 41 pts |
| 21-314 HOV Lane Restrictions | 5% | 36% | 15% | <1% | 38% | 6% | 1,550 | 40 pts |
| 21-202 Traffic Circular Lights and Arrows; Vehicle Traffic and Pedestrians | 8% | 28% | 25% | <1% | 32% | 7% | 5,482 | 38 pts |
| 21-402 Vehicles Making Left and U Turns | 9% | 26% | 23% | <1% | 35% | 7% | 2,574 | 30 pts |
| 21-801.1 Maximum Speed Limits | 6% | 25% | 20% | <1% | 39% | 10% | 32,192 | 30 pts |
| 21-502 Rights of Pedestrians when Crossing Roadway in a Crosswalk | 7% | 28% | 17% | <1% | 40% | 8% | 1,003 | 29 pts |
| 21-707 Stopping Required at Stop Signs and at Yield Signs for Safety Purposes | 8% | 23% | 24% | <1% | 38% | 7% | 4,026 | 27 pts |
| 21-1124.1 Use of Text Messaging Device While Driving Prohibited | 8% | 20% | 13% | <1% | 50% | 8% | 1,120 | 26 pts |
| 21-304 Vehicles Allowed to Overtake and Pass to the Right of Another Vehicle | 7% | 24% | 15% | <1% | 46% | 8% | 667 | 26 pts |
| 21-1124.2 Use of Handheld Telephone While Driving Prohibited | 7% | 21% | 20% | <1% | 43% | 9% | 6,253 | 19 pts |
| Other Sections | 6% | 29% | 28% | <1% | 31% | 6% | 5,945 | 46 pts |

| Other Titles: Traffic Citations by Race or Ethnicity of the Driver by Section, FY18-22 |
|--|
| (Sections with at least 500 citations over the five-year period) |

| Section Number and Name | Asian | Black | Latinx | Native American | White | Other | Total | Disparity Score |
|--|-------|-------|--------|--------------------|-------|-------|--------|--------------------|
| Adult Population | 16% | 18% | 19% | <1% | 43% | 4% | | 819,119 |
| Title 16 ("Drivers' Licenses") | | | | | | | | |
| 16-105 Application and Issuance of Learner's Instructional Permit | 2% | 32% | 48% | 0% | 14% | 5% | 2,577 | 88 pts |
| 16-101 License Required to Drive or Attempt to Drive Motor Vehicle | 1% | 37% | 41% | 0% | 17% | 4% | 14,687 | 84 pts |
| 16-303 Actions Prohibited While Lic. or Privilege to Drive is Refused, Suspended, or Revoked | 2% | 49% | 25% | 0% | 20% | 4% | 22,094 | 75 pts |
| 16-112 Possession and Display of License | 2% | 35% | 39% | 0% | 20% | 4% | 10,841 | 75 pts |
| 16-301 Actions Prohibited Relating to Licenses to Drive or Moped Operator's Permits | 3% | 47% | 23% | 0% | 23% | 4% | 3,605 | 68 pts |
| 16-113 Issuance of Restricted Licenses | 3% | 24% | 41% | 0% | 28% | 4% | 1,718 | 58 pts |
| 16-116 Notification of Change in Name or Address | 5% | 41% | 21% | 0% | 28% | 6% | 1,624 | 54 pts |
| 16-115 Expiration and Renewal of License | 5% | 36% | 24% | 0% | 28% | 6% | 894 | 51 pts |
| Other sections in Title 16 | 2% | 27% | 44% | 0% | 22% | 5% | 581 | 72 pts |
| Title 13 ("Certificates of Title and Registration of Vehicles") | | | | | | | | |
| 13-703 Unauthorized Use of Cert. of Title, Reg. Cards or Plates, and Permits Prohibited | 2% | 56% | 23% | 0% | 16% | 3% | 1,655 | 85 pts |
| 13-401 Actions Prohibited Relating to Registration of Vehicles | 3% | 45% | 21% | 0% | 26% | 5% | 9,221 | 61 pts |
| 13-409 Possession and Display of Registration Card | 5% | 37% | 26% | 0% | 27% | 5% | 8,215 | 55 pts |
| 13-411 Display of Registration Plates and Validation Tabs | 4% | 42% | 18% | 0% | 30% | 6% | 14,284 | 51 pts |
| Other sections in Title 13 | 4% | 39% | 25% | 0% | 26% | 6% | 1,179 | 59 pts |

Other Titles: Traffic Citations by Race or Ethnicity of the Driver by Section, FY18-22, cont. (Sections with at least 500 citations over the five-year period)

| Section Number and Name | Asian | Black | Latinx | Native American | White | Other | Total | Disparity Score |
|--|-------|-------|--------|--------------------|-------|-------|-------|--------------------|
| Title 22 ("Equipment of Vehicles") | | | | | | | | |
| 22-204 Tail Lamp Requirements | 1% | 42% | 37% | 0% | 15% | 5% | 620 | 87 pts |
| 22-412.2 Child Safety Seat and Seat Belt Requirements for Children | 4% | 32% | 44% | 0% | 15% | 6% | 977 | 81 pts |
| 22-226 Number of Lamps Required for Motor Vehicles | 2% | 40% | 34% | 0% | 20% | 3% | 572 | 76 pts |
| 22-201.1 Use of Lighted Lamps and Illuminating Devices | 4% | 34% | 36% | 0% | 22% | 4% | 929 | 69 pts |
| 22-406 Safety Glass Requirements | 3% | 35% | 31% | 0% | 25% | 6% | 1,724 | 62 pts |
| 22-412.3 Seat Belt Requirements | 4% | 29% | 29% | 0% | 30% | 8% | 2,573 | 52 pts |
| Other sections in Title 22 | 2% | 29% | 42% | 0% | 22% | 5% | 2,519 | 71 pts |
| Title 20 ("Accidents and Accident Reports") | | | | | | | | |
| 20-105 Duty of Driver Involved in Accident with Unattended Vehicle or Property | 3% | 29% | 36% | 0% | 28% | 3% | 1,663 | 57 pts |
| 20-104 Duty of Driver to Render Reasonable Assistance to Persons Injured in Accident | 2% | 32% | 33% | 0% | 30% | 3% | 751 | 57 pts |
| 20-105.1 Additional Info. Required of Driver of Vehicle Involved in Accident | 4% | 28% | 35% | 0% | 29% | 4% | 1,152 | 53 pts |
| 20-103 Duty of Driver to Stop or Return to Scene of Accident Resulting in Damage to Vehicle | 3% | 27% | 36% | 0% | 30% | 4% | 1,750 | 52 pts |
| Other sections Title 20 | 3% | 33% | 38% | 0% | 24% | 2% | 385 | 69 pts |
| Title 17 ("Required Security" – refers to vehicle liability insurance) | | | | | | | | |
| 17-107 Security Required to Drive or Allow Vehicle to be Driven in State | 2% | 53% | 23% | 0% | 18% | 4% | 4,144 | 79 pts |
| 17-104.2 Req. to Carry Evidence of Security; Uninsured Motorist Ed. and Enforcement Fund | 4% | 44% | 25% | 0% | 22% | 5% | 1,184 | 67 pts |
| Other sections in Title 17* | 2% | 53% | 28% | 0% | 14% | 3% | 371 | 90 pts |
| Other Titles | | | | | | | | |
| 14-110 Proh. Actions Relating to Cert. of Title, Reg. Card or Plate, or Other Offi. Docs of Admin. | 1% | 59% | 21% | 0% | 15% | 4% | 578 | 87 pts |
| Other sections | 2% | 35% | 35% | 0% | 22% | 6% | 1,804 | 70 pts |

* 355 of the citations from "Other sections in Title 17" relate to § 17-104 Security Required Before Registration of Motor Vehicle

The tables above show racial disparities in traffic citations varied greatly by the specific section of the code that was cited. These data are consistent with national research that shows that Black and Latinx drivers are stopped and searched during traffic stops for lower-level traffic violations (minor traffic violations, expired registrations or equipment issues) at disproportionately higher rates compared to White drivers. Sections also varied with regards to which groups experienced the most disproportionate impacts. At the same time, the vast majority of sections reflected significant racial disparities. Of note, because the dataMontgomery dataset does not include information on the initial reason for the stop, it is not possible to describe racial disparities specifically for sections that triggered traffic stops (as opposed to sections that led to citations even if that was not the initial reason for the stop).

F. Recommended Discussion Issues

This memorandum report finds that while overall numbers of MCPD traffic stops declined between FY18 and FY22, racial disparities in traffic stops have persisted or worsened over the five-year period. Data on traffic stops of drivers that reside in Montgomery County show similar racial disparities compared with data on all MCPD traffic stops (including those of drivers that reside in other jurisdictions) from FY18-FY22. Racial disparities in traffic citations vary greatly by the specific section of the code that was cited, consistent with national research showing that Black and Latinx drivers are stopped and searched during traffic stops for lower-level traffic violations (minor traffic violations, expired registrations or equipment issues) at disproportionately higher rates compared to White drivers. The Council may wish to discuss the following questions with Executive Branch Representatives:

- 1. What strategies are currently in place for assuring nondiscriminatory law enforcement in connection with traffic stops?
- 2. What opportunities exist to improve available data on MCPD traffic stops? For example, is it possible to capture race and ethnicity data based in how drivers self-identify, rather than based on the officer's observation? Could the dataMontgomery Traffic Violations dataset be expanded to identify which violations were the initial reason for traffic stops?

Appendix A: Descriptions of Actions Leading to Citations by Section of the Maryland Vehicle Law

Title 21 ("Rules of the Road"): Sections with at least 500 citations over the five-year period

| Vehicleprohibited by21-1001 Stopping, Standing, or Parking Restrictions of Vehicles on HighwaysCausing standing vehicle to obstruct free passage of road Causing standing vehicle to obstruct free passage of road Causing standing vehicle to obstruct free passage of road Matempt to elude officer by failing to stop/fleeing on foot/c m21-904 Eluding or Escaping Police Officers ProhibitedAttempt to elude officer by failing to stop/fleeing on foot/c m21-604 Use of Signals Req. to Indicate Turns, Lane Changes, and Starts or Stops of VehiclesDriver turning vehicle without giving appropriate signal as requ driver making improper turn at interset driver making improper turn at interset of Driving While Under the Influence or Impairment of Alcohol or Drugs ProhibitedDriver turning vehicle while impaired by alcohol/controlled dange subst21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop subst21-601 Turning Vehicles at IntersectionsRight or left turn from improper road position, driver failure to traffic device on making turn, driver failure to oether lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to oether diver to drive to curb or make lane change to avail lane not immediately adjacent to stopped emergency vehicles slow while passing stopped, standing, or parked ve | Section Number and Name | Description of Actions Leading to Citation |
|--|---|--|
| Vehicleprohibited by21-1001 Stopping, Standing, or Parking Restrictions of Vehicles on HighwaysCausing standing vehicle to obstruct free passage of road Causing standing vehicle to obstruct free passage of road Causing standing vehicle to obstruct free passage of road Mighways21-904 Eluding or Escaping Police Officers ProhibitedAttempt to elude officer by failing to stop/fleeing on foot/c m21-604 Use of Signals Req. to Indicate Turns, Lane Changes, and Starts or Stops of VehiclesDriver turning vehicle without giving appropriate signal as requ driver making improper turn at interset driver staftic of stafet) driver Stafet)21-901.1 Reckless Driving Vehicles at IntersectionsNegligent (careless and imprudent) or reckless (wanton and w disregard for safety) dr Driving vehicle while impaired by alcohol/controlled dange subst 21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop subst21-601 Turning Vehicles at IntersectionsRight or left turn from improper road position, driver failure to traffic device on making turn, driver failure to oether lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to oether direct direct21-405 Duty of Drivers Relating to Emergency VehiclesFailure of driver to drive to curb or make lane change to avail lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | Larger Disparities by Race or Ethnicity | |
| Highways21-904 Eluding or Escaping Police Officers ProhibitedAttempt to elude officer by failing to stop/fleeing on foot/c m21-604 Use of Signals Req. to Indicate Turns, Lane Changes, and Starts or Stops of VehiclesDriver turning vehicle without giving appropriate signal as requ driver making improper turn at intersee21-901.1 Reckless DrivingNegligent (careless and imprudent) or reckless (wanton and w disregard for safety) dr21-902 Driving While Under the Influence or Impairment of Alcohol or Drugs ProhibitedDriver failing to stop at flashing red traffic signal sore subst21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop traffic device on making turn, driver failure to enter lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to othey designated direc21-310 Drivers Proh. from Following Another Vehicle Too CloselyFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | | Parking/stopping/standing in/near crosswalk or hydrant or where prohibited by signs |
| 21-904 Eluding of Escaping Police Officers Prohibited m 21-604 Use of Signals Req. to Indicate Turns, Lane Changes, and Starts or Stops of Vehicles Driver turning vehicle without giving appropriate signal as required driver making improper turn at interset 21-901.1 Reckless Driving Negligent (careless and imprudent) or reckless (wanton and w disregard for safety) dr 21-902 Driving While Under the Influence or Impairment of Alcohol or Drugs Prohibited Driver failing to stop at flashing red traffic signal stop 21-204 Flashing Red or Yellow Lights Used in Traffic Signals or Signs Driver failing to stop at flashing red traffic signal stop 21-601 Turning Vehicles at Intersections Right or left turn from improper road position, driver failure to traffic device on making turn, driver failure to obey designated direct 21-309 Driving Rules for Laned Roadways Unsafe lane changing, driver failure to obey designated direct 21-405 Duty of Drivers Relating to Emergency Vehicles Failure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | | Causing standing vehicle to obstruct free passage of roadway |
| Starts or Stops of Vehiclesdriver making improper turn at interset21-901.1 Reckless DrivingNegligent (careless and imprudent) or reckless (wanton and w disregard for safety) dr21-902 Driving While Under the Influence or Impairment of Alcohol or Drugs ProhibitedDriving vehicle while impaired by alcohol/controlled dange subst21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop Right or left turn from improper road position, driver failure to traffic device on making turn, driver failure to enter lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to obey designated direc21-405 Duty of Drivers Relating to Emergency VehiclesFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | 21-904 Eluding or Escaping Police Officers Prohibited | Attempt to elude officer by failing to stop/fleeing on foot/other means |
| 21-901.1 Reckless Drivingdisregard for safety) dr21-902 Driving While Under the Influence or Impairment of Alcohol or Drugs ProhibitedDriving vehicle while impaired by alcohol/controlled dange subst21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop21-601 Turning Vehicles at IntersectionsRight or left turn from improper road position, driver failure to enter lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to obey designated direct21-310 Drivers Proh. from Following Another Vehicle Too CloselyFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | | Driver turning vehicle without giving appropriate signal as required, driver making improper turn at intersection |
| or Drugs Prohibitedsubst21-204 Flashing Red or Yellow Lights Used in Traffic Signals or SignsDriver failing to stop at flashing red traffic signal stop21-601 Turning Vehicles at IntersectionsRight or left turn from improper road position, driver failure to enter lawful lane21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to obey designated21-310 Drivers Proh. from Following Another Vehicle Too CloselyFollowing vehicle too closely21-405 Duty of Drivers Relating to Emergency VehiclesFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | 21-901.1 Reckless Driving | Negligent (careless and imprudent) or reckless (wanton and willful disregard for safety) driving |
| 21-601 Turning Vehicles at IntersectionsRight or left turn from improper road position, driver failure to enter lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to obey designated direct21-310 Drivers Proh. from Following Another Vehicle Too CloselyFollowing vehicle too closely21-405 Duty of Drivers Relating to Emergency VehiclesFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | - | Driving vehicle while impaired by alcohol/controlled dangerous substance |
| 21-601 Turning Vehicles at Intersectionstraffic device on making turn, driver failure to enter lawful lane left21-309 Driving Rules for Laned RoadwaysUnsafe lane changing, driver failure to obey designated direct21-310 Drivers Proh. from Following Another Vehicle Too CloselyFollowing vehicle too closely21-405 Duty of Drivers Relating to Emergency VehiclesFailure of driver to drive to curb or make lane change to avai lane not immediately adjacent to stopped emergency vehicle | 21-204 Flashing Red or Yellow Lights Used in Traffic Signals or Signs | Driver failing to stop at flashing red traffic signal stop line |
| 21-309 Driving Rules for Laned Roadways direct 21-310 Drivers Proh. from Following Another Vehicle Too Closely Following vehicle too closely 21-405 Duty of Drivers Relating to Emergency Vehicles Failure of driver to drive to curb or make lane change to avail lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked vertex | 21-601 Turning Vehicles at Intersections | Right or left turn from improper road position, driver failure to obey traffic device on making turn, driver failure to enter lawful lane after left turn |
| 21-405 Duty of Drivers Relating to Emergency Vehicles Failure of driver to drive to curb or make lane change to avai Image: Structure of the struct | 21-309 Driving Rules for Laned Roadways | Unsafe lane changing, driver failure to obey designated lane directions |
| 21-405 Duty of Drivers Relating to Emergency Vehicles lane not immediately adjacent to stopped emergency vehicle slow while passing stopped, standing, or parked ve | 21-310 Drivers Proh. from Following Another Vehicle Too Closely | Following vehicle too closely |
| | 21-405 Duty of Drivers Relating to Emergency Vehicles | Failure of driver to drive to curb or make lane change to available lane not immediately adjacent to stopped emergency vehicle or to slow while passing stopped, standing, or parked vehicle |
| 21-201 Obedience to Traffic Control Devices Required Driver failure to obey traffic control device instruct | 21-201 Obedience to Traffic Control Devices Required | Driver failure to obey traffic control device instructions |

Table continued on the follow page

| Section Number and Name | Description of Actions Leading to Citation |
|---|--|
| Smaller Disparities by Race or Ethnicity | |
| 21-301 Drivers Required to Drive Vehicles on Right Half of Roadway | Failure to drive on right half of the roadway when required, not keeping right when driving below normal speed of traffic. |
| 21-801 Driving Vehicle at Reasonable and Prudent Speeds Required | Failure to control vehicle speed on highway to avoid collision, driving vehicle in excess of reasonable and prudent speed |
| 21-401 Rights of Vehicles at Intersection | Failure to yield intersection right-of-way to another vehicle |
| 21-314 HOV Lane Restrictions | Driving in HOV lane when not authorized |
| 21-202 Traffic Circular Lights and Arrows; Vehicle Traffic and Pedestrians | Driver failure to stop at red traffic signal before right turn, driver failure to make required stop at stop sign, driver failure to stop at steady red arrow signal |
| 21-402 Vehicles Making Left and U Turns | Driver when turning left fail to yield right of way to vehicle approaching from opposite direction |
| 21-801.1 Maximum Speed Limits | Exceeding the posted speed limit |
| 21-502 Rights of Pedestrians when Crossing Roadway in a Crosswalk | Driver failure to stop for pedestrian in crosswalk, driver passing vehicle stopped for pedestrian in crosswalk |
| 21-707 Stopping Required at Stop Signs and at Yield Signs for Safety Purposes | Driver failure to stop at stop sign line, driver failure to stop at stop sign |
| 21-1124.1 Use of Text Messaging Device While Driving Prohibited | Driver reading/writing/sending electronic message while operating vehicle in travel portion of highway |
| 21-304 Vehicles Allowed to Overtake and Pass to the Right of Another Vehicle | Driving off roadway while passing vehicle, unsafe passing to the right of overtaken vehicle |
| 21-1124.2 Use of Handheld Telephone While Driving Prohibited | Driver using hands to use handheld telephone while motor vehicle is in motion |

| Section Number and Name | Description of Actions Leading to Citation |
|--|--|
| Title 16 ("Drivers' Licenses") | |
| 16-105 Application and Issuance of Learner's Instructional Permit | Holder of learner's permit driving without required supervision or with unauthorized person occupying front seat |
| 16-101 License Required to Drive or Attempt to Drive Mot. Veh. | Driving motor vehicle on highway without required license and authorization |
| 16-303 Actions Prohibited While Lic. or Privilege to Drive is Refused, Suspended, or Revoked | Person driving motor vehicle on highway on revoked/suspended license and privilege |
| 16-112 Possession and Display of License | Failure of individual driving on highway to display license to police on demand |
| 16-301 Actions Prohibited Relating to Licenses to Drive or Moped Operator's Permits | Possessing/displaying suspended license |
| 16-113 Issuance of Restricted Licenses | Driving vehicle in violation of restricted license requirement (e.g. alcohol in blood, no ignition interlock) |
| 16-116 Notification of Change in Name or Address | Failure of licensee to notify administration of change of address within 30 days |
| 16-115 Expiration and Renewal of License | Driving vehicle on highway with an expired license |
| Title 13 ("Certificates of Title and Registration of Vehicles") | |
| 13-703 Unauthorized Use of Cert. of Title, Reg. Cards or Plates, and Permits Prohibited | Unauthorized display and use of registration plate |
| 13-401 Actions Prohibited Relating to Registration of Vehicles | Driving vehicle on highway with suspended registration, operating unregistered motor vehicle on highway |
| 13-409 Possession and Display of Registration Card | Failure to display registration card on demand |
| 13-411 Display of Registration Plates and Validation Tabs | Displaying expired registration plate, failure to securely fasten registration plate to vehicle, permitting vehicle to be driven on highway without current registration and validation tabs |

Other Titles: Sections with at least 500 citations over the five-year period

Table continued on the follow page

| Section Number and Name | Description of Actions Leading to Citation | | | | |
|---|---|--|--|--|--|
| Title 22 ("Equipment of Vehicles") | | | | | |
| 22-204 Tail Lamp Requirements | Driving motor vehicle without adequate rear plate illumination, motor vehicle manufactured after 1971 w/o adequate tail lamps | | | | |
| 22-412.2 Child Safety Seat and Seat Belt Requirements for Children | Failing to secure child under age 8 in child safety seat, using a seat belt to restrain more than one individual | | | | |
| 22-226 Number of Lamps Required for Motor Vehicles | Failure to display two lighted front lamps when required | | | | |
| 22-201.1 Use of Lighted Lamps and Illuminating Devices | Failure to display lighted lamps/illuminating device in unfavorable visibility conditions | | | | |
| 22-406 Safety Glass Requirements | Driving vehicle with/installing unauthorized window tinting material | | | | |
| 22-412.3 Seat Belt Requirements | Operating veh. with operator/occupant not restrained by seat belt | | | | |
| Title 20 ("Accidents and Accident Reports") | | | | | |
| 20-105 Duty of Driver Involved in Accident with Unattended Vehicle or Property | Failure to stop after unattended vehicle damage accident, failure if driver to locate and notify owner of unattended vehicle damage | | | | |
| 20-104 Duty of Driver to Render Reasonable Assistance to Persons Injured in Accident | Failure of driver in accident to furnish required ID/report damage to nearest police/render reasonable assistance to injured person | | | | |
| 20-105.1 Add. Info. Req. of Driver of Veh. Involved in Accident | Failure of driver involved in accident to give insurance policy info. | | | | |
| 20-103 Duty of Driver to Stop or Return to Scene of Accident Resulting in Damage to Vehicle | Failure to return to & remain or stop at scene after accident involving damage to attended vehicle | | | | |
| Title 17 ("Required Security" – refers to vehicle liability insurance) | | | | | |
| 17-107 Security Req. to Drive or Allow Veh. to be Driven in State | Knowingly driving or permitting driving of uninsured vehicle | | | | |
| 17-104.2 Req. to Carry Evidence of Security; Uninsured Motorist Ed. and Enforcement Fund | Failure present evidence of required security on request of a law enforcement officer | | | | |
| Other Titles | | | | | |
| 14-110 Proh. Actions Relating to Cert. of Title, Reg. Card or Plate, or Other Offi. Docs of Admin. | Knowingly using falsified vehicle registration plate/falsifying official document | | | | |

Other Titles: Sections with at least 500 citations over the five-year period (cont.)

Appendix B

Data on Traffic Stops by Reason for the Stop

Note: OLO obtained the following data from the Maryland Race-Based Traffic Stop Data Dashboard. This dashboard offers data by reason for the traffic stop based on either the subtitle or the title of the Maryland Vehicle Law on which the stop was based. These categories (subtitle or title) are broader than the specific section data used in the tables of pages 16-19 of this OLO report. In addition, because the data below refer to stops rather than citations, they are not comparable to the citation data used the tables on pages 16-19.

| Title/Subtitle | Name | Total Stops |
|----------------|--|--------------------|
| 21.2 | Traffic Signs, Signals, and Markings | 65,421 |
| 22 | Vehicle Laws—Equipment of Vehicles | 43,944 |
| 13 | Vehicle Laws—Certificates of Title and Registration of Vehicles | 35,455 |
| 21.8 | Speed Restrictions | 32,566 |
| Other | All other stops | 28,531 |
| 21.11 | Miscellaneous Rules | 19,908 |
| 21.7 | Special Stops Required | 15,702 |
| 21.3 | Driving on Right Side of Roadway; Overtaking and Passing; Use of Roadway | 14,342 |
| 21.4 | Right-of-Way | 9,797 |
| 16 | Vehicle Laws—Drivers' Licenses | 5,648 |
| 21.6 | Turning and Starting; Signals on Stopping, Turning, and Starting | 3,596 |
| 21.5 | Pedestrians' Rights and Rules | 3,553 |
| 21.9 | Reckless, Negligent, or Impaired Driving; Fleeing or Eluding Police | 3,270 |
| 21.14 | Operation of Vehicles on Certain Toll Facilities | 123 |
| 21.13 | Operation of Motorcycles | 88 |

MCPD Traffic Stops by Reason for Stop, 2017-2021

Source: Maryland Race-Based Traffic Stop Data Dashboard, <u>https://app.powerbigov.us/view?r=eyJrIjoiZTBhNDYzMTMtZTRhMy000WRkLTk3ZGItZmJIMGQ2OTRjMDQzIiwidCl6</u> <u>IjYwYWZIOWUyLTQ5Y2QtNDIiMS04ODUxLTY0ZGYwMjc2YTJIOCJ9&pageName=ReportSection</u>, accessed October 20, 2022