

# Burlington Police Department

## 2022 Annual Report

### August 15, 2023

## Background

The 2022 Annual Report covers Burlington Police Department (BPD) activity for the year, and is prepared by the Office of City Planning. The report includes information on metrics established in partnership with the Burlington Police Commission and covers six subject areas, including: individuals who interacted with the police, incidents, offenses, traffic and pedestrian stops, arrests, and uses of force. In addition to information about BPD's activities, this report investigates racial disparities in policing, particularly for Black individuals who have interacted with the BPD.

## Key Findings

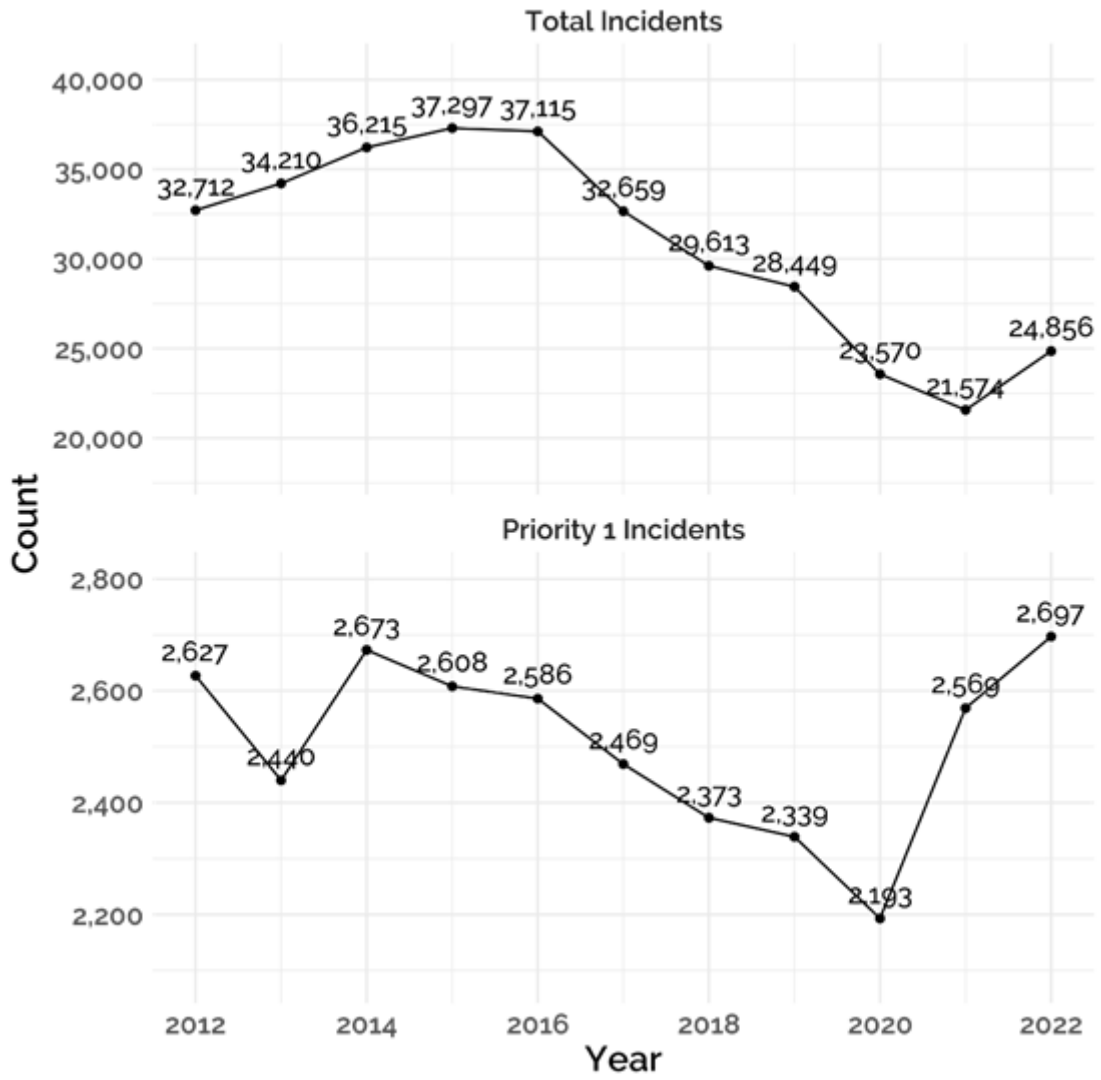
The BPD interacted with 17,319 unique individuals in 2022, over half of whom were residents of Burlington. Of all people who interacted with BPD, 87% were White, 9% were Black, and 3% were Asian. For most, an interaction with the BPD is a rare event, and the majority of individuals BPD engaged with in 2022 were involved in only one incident. However, a fraction of the population has recurring interactions with the BPD; 10% of individuals BPD engaged with in 2022 were involved in 41% of person-interactions. This suggests that addressing the needs of this group through appropriate interventions may reduce the demand on the BPD. *For more information, see the People section on page 10.*

An incident is a primary unit of police activity, and comprehensive data on BPD incidents are available dating back to 2012. In 2022, BPD responded to 24,856 incidents, an increase of 15% since 2021. This uptick follows six years of a steady reduction in overall BPD incidents, down from the peak of 37,297 incidents in 2015. The decline largely resulted from changes in BPD policy, especially the de-emphasis on traffic stops, but certain incident types, such as Larceny from a Motor Vehicle, have increased in recent years.

The BPD divides incidents into three priority levels. Priority 1 incidents are the highest priority incidents and are prioritized to get a response from a sworn officer. In 2022, the BPD responded to 2,627 Priority 1 incidents, a record number for the eleven years for which data is available. The increase in this priority group is due in particular to Overdose responses, which have accelerated in recent years, climbing 74% from 2021 to 2022. In 2022, Overdose incidents represented 9% of the Priority 1 incidents, compared to 3% in 2017 and just 1% in 2012.

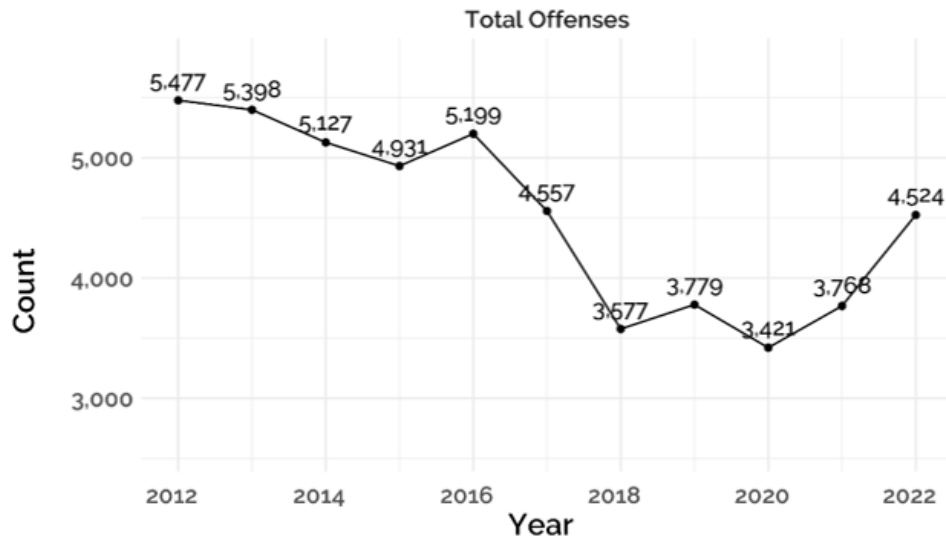
There was a 9% increase in Priority 2 incidents from 2021, with the five most common Priority 2 call types including Suspicious Event, Mental Health Issue, Welfare Check, Alarm, and Assist – Agency. There was a 24% increase in Priority 3 incidents from 2021, with the five most common Priority 3 call types including Foot Patrol, Found/Lost Property, Assist – Public, Larceny – From a Motor Vehicle, and Crash – Property damage only. *The Incidents section on page 13 provides more information about incident trends, including changes in various incident types.*

Total and Priority 1 incidents over time, from 2012 – 2022



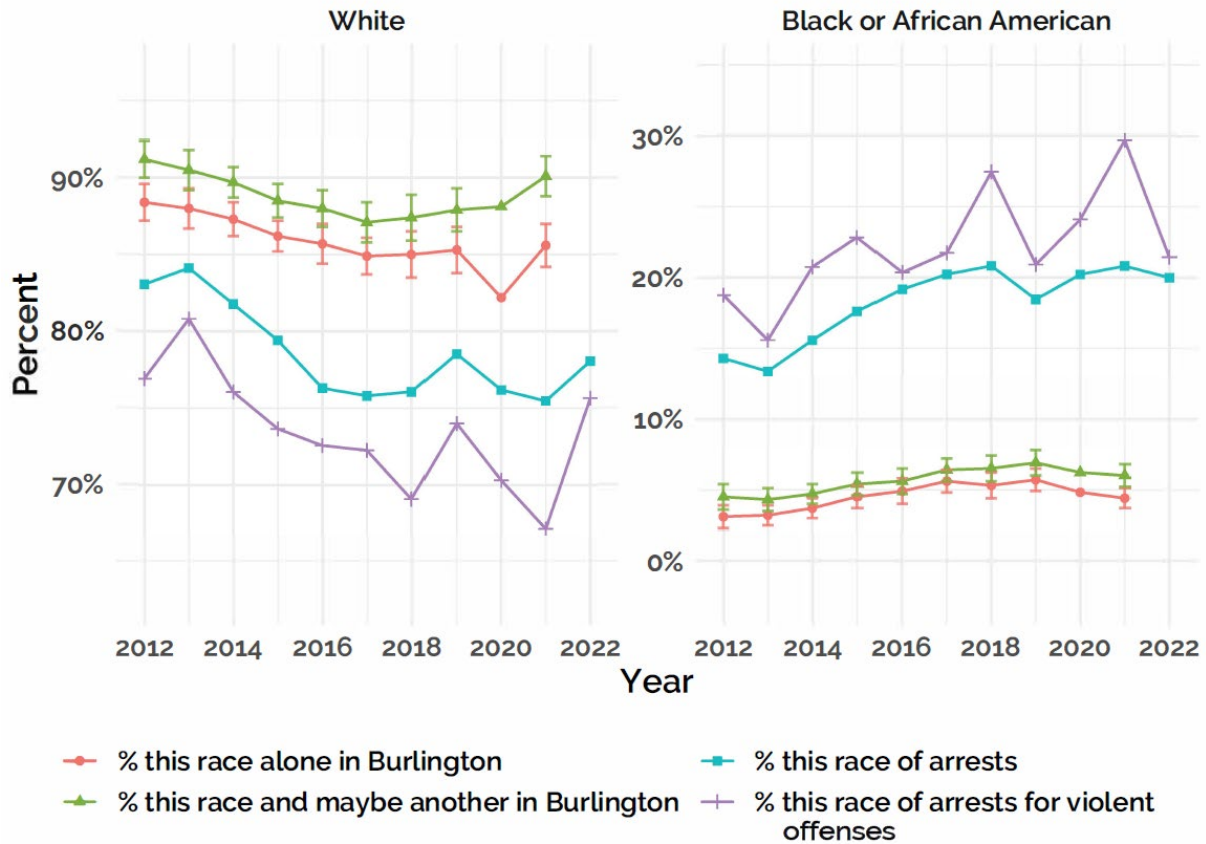
While incidents are units of police activity, offenses are crimes. In 2022, there were 4,524 offenses recorded by the BPD, up 21% from 2021. The most common offenses in 2022 were Grand Larceny, Leaving the Scene of an Accident, Petit Larceny from a Motor Vehicle, Retail Theft (Misd.), and Unlawful Mischief (Misd.). Of these, Petit Larceny from a Motor Vehicle and Grand Larceny have increased the most year-over-year for the past 5 years. Violent offenses increased by 5% from 2021, but was the second lowest number for the period for which data is available. *For more information, see the Offenses section on page 18.*

### Total Offenses, 2012 – 2022



BPD made 1,037 arrests in 2022, a 4.6% increase from 2021. Arrests remain relatively stable after decreasing from the peak of 2,278 in 2016. As in past years, the proportion of arrestees who are Black is higher than the estimated proportion of Burlington residents that are Black. For more information, see the Arrests section on page 29.

The percent of arrests, by race, compared to the percent of the population of Burlington that is each race



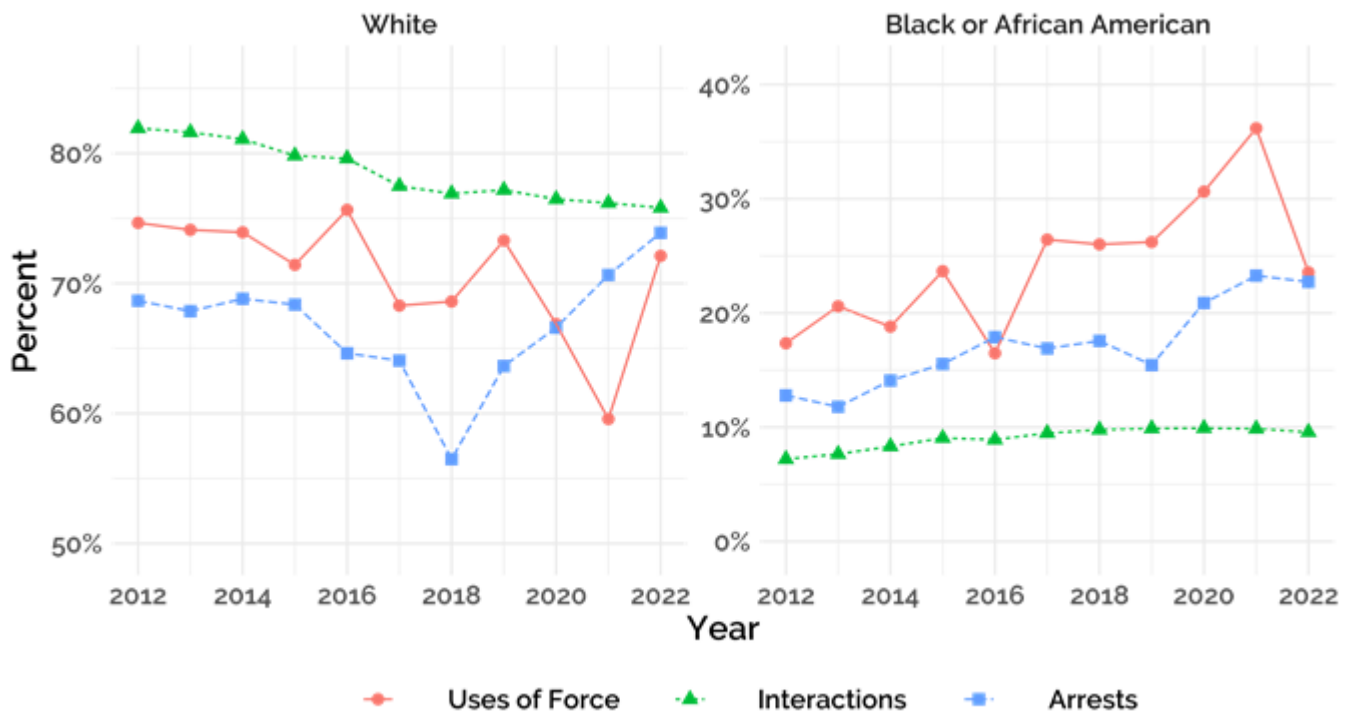
Of the 416 officer-initiated Traffic Stops in 2022, 82% were of White drivers, similar to the share of motor vehicle crashes in Burlington involving White drivers. Black drivers made up 12% of officer-initiated Traffic Stops, slightly above the share of motor vehicle crashes involving Black drivers, which is used to estimate the demographics of drivers in Burlington. While moving violations are the most common reason for a stop for drivers of all races, Black drivers are more likely to be stopped for vehicle equipment than drivers of other races. In 2022, there were no officer-initiated pedestrian stops recorded. *For more on Traffic and Pedestrian Stops, see page 22.*

### Racial shares and disparity index of traffic stops in 2022

	White	Black
Number of Officer Initiated Stops	342	50
Percentage of Total Officer Initiated Stops	82.2%	12.0%
Driver Percentage (VTrans Crash Data)	82.0%	10.5%
Disparity Index (Officer Initiated Stops)	1	1.16

There were 208 uses of force against people in 2022, which is an 11% increase from the 188 uses of force in 2021. The proportion of subjects of force who are Black was higher than the proportion of individuals who are Black who interacted with the police. However, unlike in recent years, the race of subjects of force aligned with the race of arrestees, as shown in the chart below. In 2022, a firearm was displayed or pointed in 48% of uses of force for White subjects of force and 49% of uses of force for Black subjects of force. This is the first year for which data was collected that displaying or pointing a firearm was used in a similar proportion of uses of force for White and Black subjects. *For more information about Use of Force, see page 36.*

### The percent of uses of force by race compared to the percent of arrests and people interacting with the police, by race



## Background

The 2022 Annual Report regarding the Burlington Police Department's (BPD) activity contains information from calendar year 2022 on six subject areas: individuals who interacted with the police, incidents, offenses, traffic and pedestrian stops, arrests, and uses of force. The report provides more information about BPD activities to the community and provides demographic data on the six subject areas outlines above, including possible racial disparities.

While this report investigates racial disparities in policing, particularly for Black individuals, it is acknowledged that disparities may also exist for other groups, as well as at the intersection of race and other identities. It is also important to note that while it is possible that disparities in policing result from bias, they may also be a product of systemic issues that disproportionately affect some groups.

This report was prepared by the Office of City Planning, and largely follows the outline of a motion passed by the Police Commission on January 26, 2021<sup>1</sup>. Prior to 2021, several of the topics addressed herein were presented as individual reports, which can be found on the BPD website along with previous years' annual reports<sup>2</sup>. In addition to these reports, BPD provides monthly reports on specific incidents and uses of force to the Police Commission. The Office of City Planning, in coordination with BPD, maintains a data dashboard with de-identified BPD data which can be found on the Public Safety page of the City of Burlington's BTVstat Data Hub<sup>3</sup>. Note that numbers may differ slightly across these various reports of police activity because of different methods of cleaning and grouping data.

## Data Sources & Notes

There are several sources of the data used in this report. Unless otherwise stated, data comes from Valcour, BPD's computer-aided dispatch and record management system (CAD/RMS) that contains information such as details about police incidents and people who interact with the police.

The 2020 Decennial Census and the American Community Survey (ACS), the yearly demographic survey conducted by the U.S. Census Bureau, from years 2012 – 2019 and 2021 were used as benchmarks for the race of Burlington residents to compare to race of arrestees. 2022 ACS data had not been released at the time of publication of this report. When ACS data is used, error bars are included because it is an estimate based on a sample, not an exact count like the Decennial Census.

Motor vehicle crash data from the Vermont Agency of Transportation (Vtrans) was used as a benchmark for traffic stops. BPD is required to report certain information to the state for each motor vehicle crash that occurs in Burlington, including the perceived race of the operator. Crash data is used to estimate the racial shares of the driving population of Burlington because the population that drives in Burlington may differ from the population that lives in the city.

Data on use of force come from two databases. On May 1, 2022, the BPD changed its use of force tracking from Valcour to Benchmark. This report includes data from both.

An internal BPD spreadsheet is the source of data on gunfire incidents (see Terms for definition). The incidents in which gunfire occurred are tracked in Valcour, but Valcour does not have a mechanism for tracking gunfire outside of officer narratives, so BPD staff track it separately.

One year of data may not be sufficient to make inferences when analyzing small sample sizes. This is especially true of searches in traffic stops when there are few traffic stops. For this reason, 1-year data should be viewed with caution. In some instances, this report focuses on 3-year averages in order to identify patterns, such as racial disparities.

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<sup>1</sup> <http://go.boarddocs.com/vt/burlingtonvt/Board.nsf/goto?open&id=BXHT5475A04E>

<sup>2</sup> <https://www.burlingtonvt.gov/Police/Data/Reports>

<sup>3</sup> <https://city-of-burlington-vt-open-data-burlingtonvt.hub.arcgis.com/pages/public-safety>

## Terms

The following terms are used throughout this report, as defined by BPD.

### Incidents and Offenses

**Incident** An incident is the primary unit of police activity, sometimes also referred to as a “call,” even though not every incident originates with a phone call. Incidents have information regarding the nature of the incident, such as if any crimes were committed, if any arrests were made, if force was used, or if evidence was collected. The names of any BPD employees who work on the incident, including police officers, Community Service Officers (CSOs), Community Support Liaisons (CSLs), forensic analysts, etc., any non-employees who are involved, such as victims, suspects, operators, etc., are also included. The data is anonymized for the purpose of this report.

**Incident Type** This is also known as “call type.” Each incident, when created by dispatch, is put into one of over 130 categories. A list of these categories is included in each Chief’s Report that is presented at the Police Commission meetings. Some common incident types include “Mental Health Issue,” “Overdose,” “Vandalism,” and “Community Outreach.” Although an incident type may be changed as more information about the incident becomes available, each incident may only have one type at a time.

**Priority Levels** Incidents are categorized into three groups: Priority 1, Priority 2, and Priority 3. Priority 1 incidents are the most urgent and include those such as domestic assault, DUI, homicide, overdose and robbery. Priority 2 are less urgent, but may nevertheless include a safety component, such as disorderly conduct, mental health issues, and welfare checks. Priority 3 incidents are the least urgent and include incidents such as animal problems, vandalism, and forgery. The priority level of an incident may be elevated or downgraded depending on the specific circumstances of the incident. A complete list of incident types and the corresponding priority levels can be found in the BPD’s Priority Response Plan, originally implemented in May 2021 and modified in May 2022<sup>4</sup>.

**Person and Person-Incident** There are two ways of counting people who interact with the police: persons and person-incidents. In this report, a person is a unique first name/last name/date of birth combination. A person-incident is a unique incident number/first name/last name/date of birth combination. For example, if someone interacts with the police five times, that represents one person but five person-incidents. If five people interact with the police during one incident, that would be one incident, but five persons as well as five person-incidents.

**Officer-Incident** This is the unique combination of badge number and incident number. It is relevant for uses of force because multiple officers may use force during the same incident.

**Offense** An offense is a crime. Not every police incident involves the commission of a crime, but every crime is attached to a specific incident in Valcour. Offenses and charges have the same categories.

**Gunfire Incident** The BPD defines a gunfire incident as one in which police have probable cause that a firearm was discharged and reasonable suspicion that it was discharged in a criminal manner. It is illegal to discharge a firearm within Burlington city limits, except in the performance of a legal duty, or upon or within an approved firing range<sup>5</sup>.

### Arrests

**Arrest Types** In Valcour, there are five mutually exclusive types of arrest: citation, lodging, arrest on warrant, warrant request, and referral to the Community Justice Center (CJC).

**Citation and Lodging** Citations and lodgings are governed by Rule 3 of the Vermont Rules of Criminal procedure<sup>6</sup>. If an officer has probable cause to believe a person has committed or is in the process of committing a felony, or if an officer has probable cause to believe a person has committed or is in the process of committing a misdemeanor in the presence of the officer, the officer can take the person into custody and “lodge” them. This involves bringing the person to a police facility for fingerprinting, photographs, and paperwork. If, however, an officer has probable cause to believe someone has committed or is in the process of committing a misdemeanor but not in the officer’s presence, the officer can only issue a citation (there are some exceptions to this, like when the crime is stalking or cruelty to a child. A full list of exceptions is in Rule 3, section (c)). A citation is a piece of paper, signed by the officer, which specifies when and where the recipient must appear in court.

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<sup>4</sup> <https://www.burlingtonvt.gov/sites/default/files/20220601%20Priority%20Response%20Plan%20UPDATE.pdf>

<sup>5</sup> Burlington, VT, Rev. Ords. 1962, § 3555

<sup>6</sup> Vermont rules of criminal procedure, rule 3: Available from: <https://casetext.com/rule/vermont-court-rules/vermont-rules-of-criminal-procedure/ii-preliminary-proceedings/rule-3-arrest-without-a-warrant-citation-to-appear>.

The line between citations and lodgings is blurry. For example, some cited arrestees are fingerprinted and photographed. This might happen if, for example, there is a large fight. If officers were to issue citations and then leave, the combatants might continue fighting. So, officers might take the combatants to the police station for fingerprinting and photographs, releasing each person with a citation as they complete the process.

In addition, many people who are lodged are subsequently released. In fact, in order for an arrestee to remain in custody, they must “be brought before the nearest available judicial officer without unnecessary delay” (Rule 3, section (g)). If court is in session, the arrestee is brought to court for their arraignment; if court is not in session, the officer can call a judge. In this case, the judge decides whether the arrestee will be released on conditions and given a later date to appear in court for arraignment; will be required to post bail; or will be held without bail until their arraignment. In reviewing this report, BPD leadership emphasized that no arrestee may be lodged without judicial review and approval.

**Warrant Request and Arrest on Warrant** If an officer has probable cause to arrest someone but cannot locate them, the officer can request a warrant. If the warrant request is approved, and a Vermont law enforcement officer (at the BPD or another agency) encounters the suspect, that officer is obligated to arrest the subject. Similarly, BPD officers must arrest someone they encounter who has an arrest warrant from Burlington or another Vermont agency.

**Community Justice Center (CJC)** The final arrest type in Valcour is referral to the Burlington Community Justice Center (CJC). The CJC is a division of the City of Burlington’s Community and Economic Development Office, and provides opportunities for alternative forms of justice, including restorative justice. Some offenses are ineligible for referral to the CJC; for example, the so-called “Big 12” offenses outlined in 33 V.S.A. § 5204<sup>7</sup>, including murder, kidnapping, and sexual assault, are not eligible for CJC referral. If someone is referred to the CJC but does not complete their program, they are cited to appear in court, but their “Arrest Type” remains referral to the CJC.

**Charge** A crime that an arrestee is accused of committing. A single arrestee may be arrested on multiple charges, meaning they are accused of committing multiple crimes. Offenses and charges have the same categories.

**Expunge** When a charge is expunged, any information that might identify the person accused of that crime is removed from Valcour. The charge remains listed in Valcour, along with the date and time of the arrest, but the name, date of birth, race, gender, etc., of the person arrested on that charge are removed.

## Traffic Stops

**Externally-Generated Traffic Stop** An externally-generated traffic stop is a traffic stop that an officer makes because an outside source implores them to do so. It contrasts with a stop that an officer makes based on their own discretion. A good example of an externally-generated stop from 2021 was the stop of a driver who had been observed pointing a gun at another vehicle. The driver of the other vehicle reported this to police, and officers pulled over the driver with the gun.

**Officer-Initiated Traffic Stop** A traffic stop that is made at an officer’s discretion, sometimes referred to as an internally-generated stop or a discretionary stop. An example of an officer-initiated stop is when an officer observes a driver cross over the yellow line and pulls that driver over. The reason for separating internally- from externally-generated stops is to focus on the question of bias on the part of the officer. For externally-generated stops, the officer does not have discretion, so there is not an opportunity for bias on the officer’s part. For internally-generated stops, the officer has more discretion, so there is an opportunity for bias.

## Use of Force

**Force** According to the BPD’s Department Directive 05, force is “physical coercion employed by a law-enforcement officer to compel a person’s compliance with the officer’s instructions. For the purpose of this policy, this includes all law-enforcement actions beyond compliant handcuffing.”<sup>8</sup>

**Active Resistance** “A subject using physical activity to resist or take affirmative action to defeat an officer’s ability to take them into custody or to seize them, but the subject’s actions would not lead a reasonable officer to perceive a risk of physical injury to the officer, the subject, or a third person. Examples of active resistance include pulling away, escaping or fleeing, struggling, and not complying on physical contact.”<sup>8</sup>

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<sup>7</sup> 33 V.S.A. § 5204: Available from: <https://legislature.vermont.gov/statutes/section/33/052/05204>.

<sup>8</sup> Burlington Police Department. DD05 Statewide Policy on Police Use of Force; Effective October 1, 2021. Available from: <https://www.burlingtonvt.gov/sites/default/files/DD05%20Statewide%20Policy%20on%20Police%20Use%20of%20Force.pdf>.



**Passive Resistance** "A subject who takes no affirmative action to defeat police efforts to make an arrest but who does not respond to verbal commands and may refuse to move by sitting down, acting as 'dead weight' or similar."<sup>8</sup>

**Deadly Force** "Any use of force that creates a substantial risk of causing death or serious bodily injury. Also referred to as lethal force."<sup>8</sup>

**Active Aggression** Assaultive behavior that creates an imminent risk of physical injury to the subject themselves, the officer, or a third party, but not a risk of death or serious bodily injury. Examples of assaultive behavior in 2021 include pushing, shoving, and punching.

## People

Table 1 shows the racial composition of Burlington according to the 2020 Decennial Census. Respondents were able to self-identify one or more races. The column "This Group Alone" reflects people who identified as only one race, and the column may not sum to 100% due to rounding. The column "This Group and Maybe Another" includes people who selected one race, as well as people who selected more than one race. This column does not sum to 100% because of rounding and because the groups are not mutually exclusive.

**Table 1. Racial Composition of Burlington in 2020**

	This Group Alone		This Group and Maybe Another	
	Count	Percent	Count	Percent
White	36,778	82.2%	39,428	88.1%
Black or African American	2,155	4.8%	2,778	6.2%
American Indian and Alaska Native	104	0.2%	830	1.9%
Asian	2,421	5.4%	3,047	6.8%
Native Hawaiian and Other Pacific Islander	3	0%	44	0.1%
Some other race	502	1.1%	1,608	3.6%
Two or more races	2,780	6.2%	-	-

*Data according to the 2020 Decennial Census.*

Tables 2 and 3 provide information about people who interacted with the BPD in 2022. Interactions with BPD can take many forms, including caller, victim, suspect, arrestee, operator, owner, family member, or person of interest, among others. The most common type of interaction among person-incidents was caller (30.6% of person-incidents), followed by person of interest (23.9%), and victim (11.4%). While caller is the most common type of interaction, it is also the default interaction type when entering a person into Valcour, so the interaction type of caller may include people who interacted with the police in other ways as well as those who called the BPD.

**Table 2. Residence of people interacting with the police in 2022**

	Persons		Person-Incidents	
	N	%	N	%
Total (Including missing address)	17,319	-	32,412	-
Total (Excluding missing values)	16,258	100%	31,132	100%
Burlington	8,399	51.7%	18,414	59.1%
Vermont, Not Burlington	6,512	40.1%	11,050	35.5%
Not Vermont	1,347	8.3%	1,668	5.4%
Missing address	1,061	-	1,280	-

*Percentages do not include persons or person-incidents with a missing address.*

Table 2 shows the residence of people interacting with BPD in 2022. Just over half (51.7%) of people who had at least one interaction with the police had an address in Burlington, and 40% had an address in Vermont, outside of Burlington. Burlington residents make up a greater percentage of person-incidents than persons (59.1% of person-incidents), meaning that Burlington residents are more likely to interact with the police more than once. This can be expected, as people residing in Burlington spend more of their time in Burlington than people residing outside of Burlington.

Table 3 shows the race of people interacting with BPD in 2022. Of Burlingtonians with at least one interaction with the police, 8.8% are Black, making them over-represented in people interacting with the police compared to their share of the population of Burlington, according to the 2020 Census (Table 1). Black people also make up a larger percentage of person-incidents than persons, which suggests that Black people who interact with BPD are more likely to do so more than once compared to people of other races.

**Table 3. Residence of people interacting with the police in 2022**

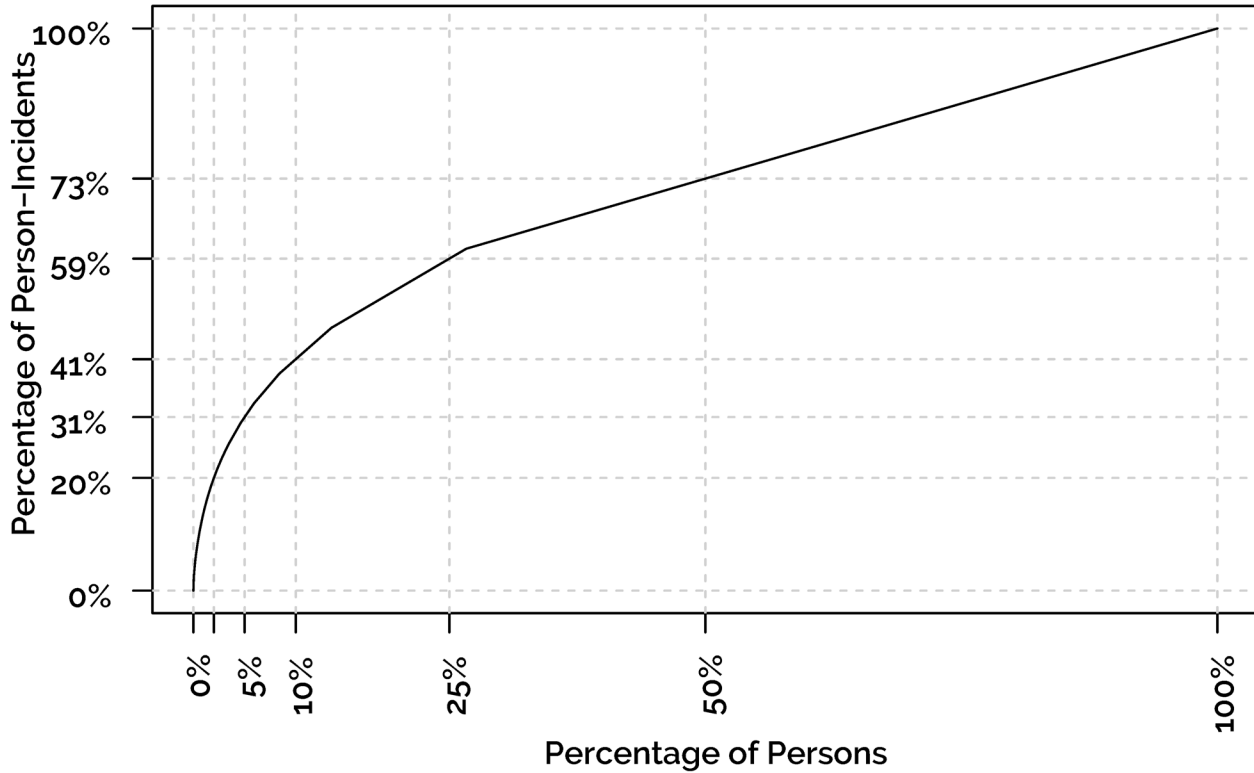
	All People				Residents of Burlington			
	Persons		Person-Incidents		Persons		Person-Incidents	
	N	%	N	%	N	%	N	%
Total (including missing race)	17,319	-	32,412	-	8,399	-	18,404	-
Total (excluding missing values)	14,067	100%	28,549	100%	7,202	100%	16,807	100%
White	12,273	87.2%	24,409	86%	6,198	86.1%	14,290	85.0%
Black or African American	1,209	8.6%	3,066	11%	633	8.8%	1,824	10.9%
American Indian and Alaska Native	15	0.1%	37	0%	7	0.1%	10	0.1%
Asian	456	3.2%	807	3%	302	4.2%	593	3.5%
Native Hawaiian and Other Pacific Islander	9	0.1%	10	0%	6	0.1%	7	0.0%
Some other race	105	0.7%	220	1%	56	0.8%	83	0.5%
Missing race	3,252	-	3,863	-	1,197	-	1,607	-

*These data come from Valcour, which only allows one race to be selected per person. Percentages do not include persons or person-incidents with a missing race.*

Figure 1 shows the percentage of person-incidents in 2022 attributable to certain percentages of people who interacted with BPD. In 2022, 10% of persons account for 40% of the person-incidents. This suggests that while a small number of people are involved in a large percentage of police interactions, addressing the needs of this group through appropriate interventions may reduce the demand on the BPD.

Note that person-incident involvement types include many things, including person of interest, suspect, or arrestee, as well as involvements such as victim, family member, or caller.

**Figure 1. Distribution of person-incidents among persons in 2022**



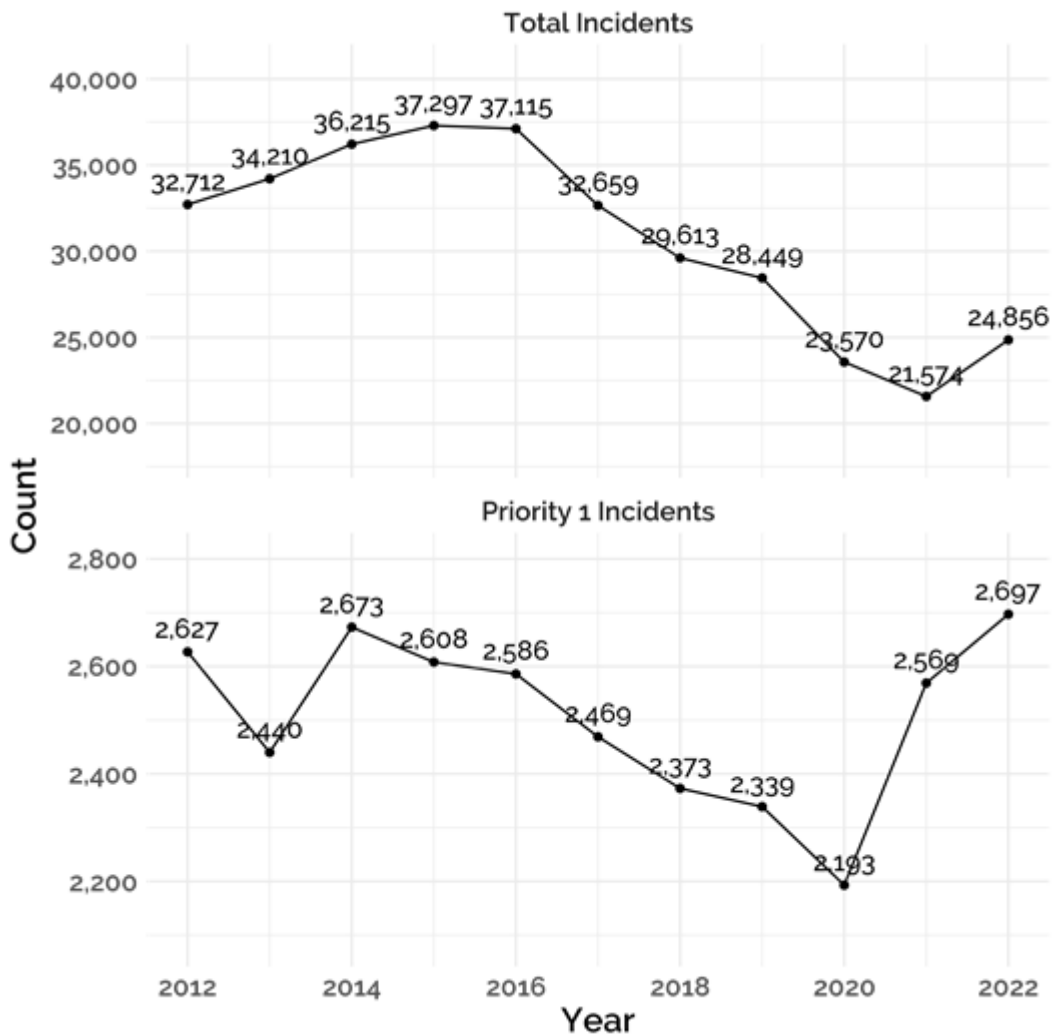
## Incidents

An incident is the primary unit of police activity. Priority 1 incidents are those that are the most urgent according to the BPD's priority response plan (see Terms). Incidents generally, and the priority response plan specifically, can be used as a measure for the workload placed on BPD, but should not be used as a direct measure of safety or crime in Burlington.

Figure 2 shows the total number of incidents by year, from 2012 – 2023. There were 24,856 incidents in 2022, which is an increase of 15% from 2021. This increase comes after 6 years of steadily decreasing incidents; however, the total number of incidents in 2022 was 67% of the incidents that occurred in 2015, which was the highest number for the years 2012-2022.

Figure 2 also shows the number of incidents that were designated as Priority 1, from 2012 – 2023. In 2022, there were 2,697 Priority 1 incidents, which is a 5% increase from 2021 and is the highest number for the years 2012 – 2022. In 2022, the five most common Priority 1 call types were Domestic Disturbance (551 incidents), 911 Hang-up (520), TRO/FRO/ERPO Service (384), Overdose (252), and Assault – Simple (177). The five Priority 1 call types that had the largest percent increase from 2021 to 2022 were Homicide (125%), Overdose (74%), Runaway (59%), Robbery (36%), and Domestic Assault - Misdemeanor (21%). For all of these call types besides Overdoses, there were fewer than 20 additional incidents in 2022 than in 2021. However, a 74% increase in Overdose incidents represents 108 more overdoses than in 2021. In 2022, 9.3% of Priority 1 incidents were Overdoses compared to 2.8% in 2017 and 1.1% in 2012.

**Figure 2. The total number of BPD incidents by year, 2012 – 2022 (top) and the number of Priority 1 incidents by year, 2012 – 2022 (bottom)**



In 2022, there were 9,983 Priority 2 incidents, a 9% increase from the 9,197 incidents in 2021. The peak for Priority 2 incidents was 11,491 incidents in 2015. The five most common Priority 2 call types in 2022 were Suspicious Event, Mental Health Issue, Welfare Check, Alarm, and Assist – Agency. In 2022, there were 12,174 Priority 3 incidents, an increase of 24% from 2021. The peak for Priority 3 incidents was 23,294 incidents in 2016. The five most common Priority 3 call types in 2022 were Foot Patrol, Found/Lost Property, Assist – Public, Larceny – From a Motor Vehicle, and Crash – Property damage only.

Figure 3 shows the number of incidents over time excluding Traffic and Foot Patrol incidents as well as other incidents that were initiated by officers. In 2022, 21,800 incidents, or 88% of the total incidents, were not officer-initiated. This is compared to 2015, when 23,400 incidents or, 63% of the total incidents, were not officer-initiated. The difference in the volume of incidents largely reflects the decreased number of foot patrols and traffic enforcement in 2022 compared to earlier years due to changes in BPD services and staffing. While there was a 12% increase in the number of incidents that were not initiated by officers between 2021 and 2022, but the number in 2022 was similar to years prior to 2020.

**Figure 3. The total number of BPD incidents by year, from 2012 – 2022, excluding Traffic, Foot Patrol, and other officer-initiated incidents**

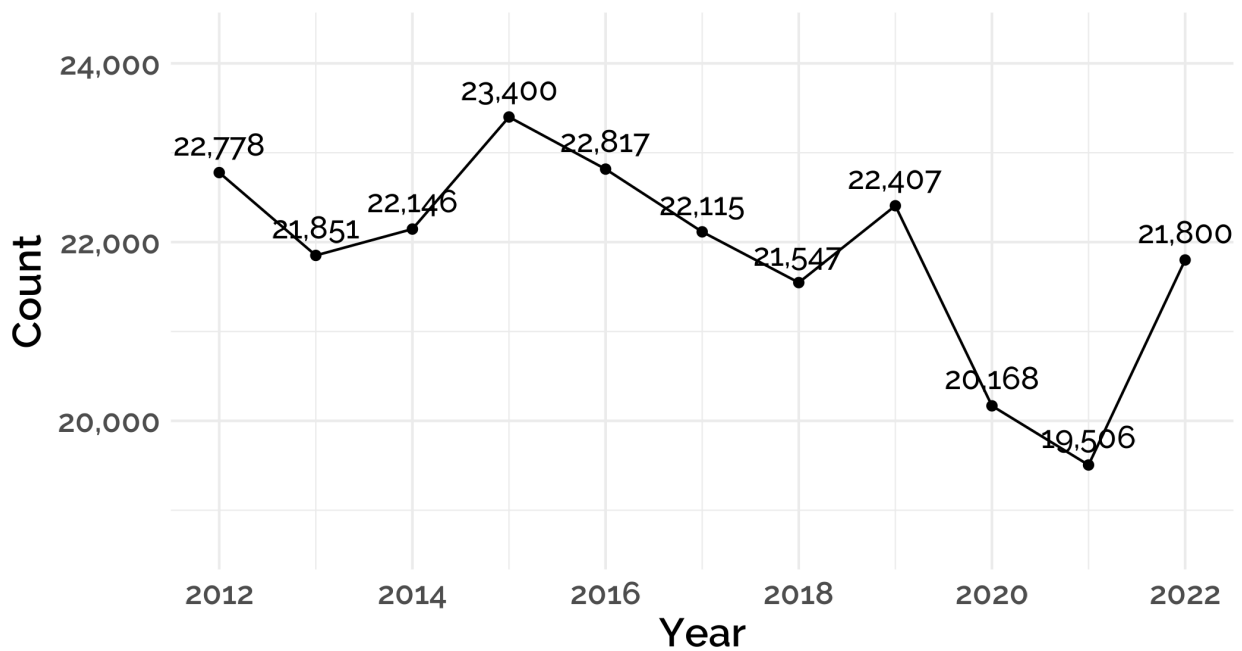


Figure 4 shows how the five incident types that had the highest number of calls in 2022 have changed from 2012-2022. These include all incident priorities, but do not include Foot Patrol and Traffic incidents. Suspicious Events were the most common call type in 2022. They increased slightly from 2021 to 2022; however, they have been decreasing since 2016 and did not reach pre-2020 numbers in 2022. Mental Health Issue and Welfare Check calls have been generally increasing since 2012. In 2021, the 5 most common call types in 2021 were Suspicious Event, Welfare Check, Assist - Agency, Assist - Public, and Mental Health Issue.

**Figure 4. Incident types with top 5 highest counts in 2022, for 2012 – 2022**

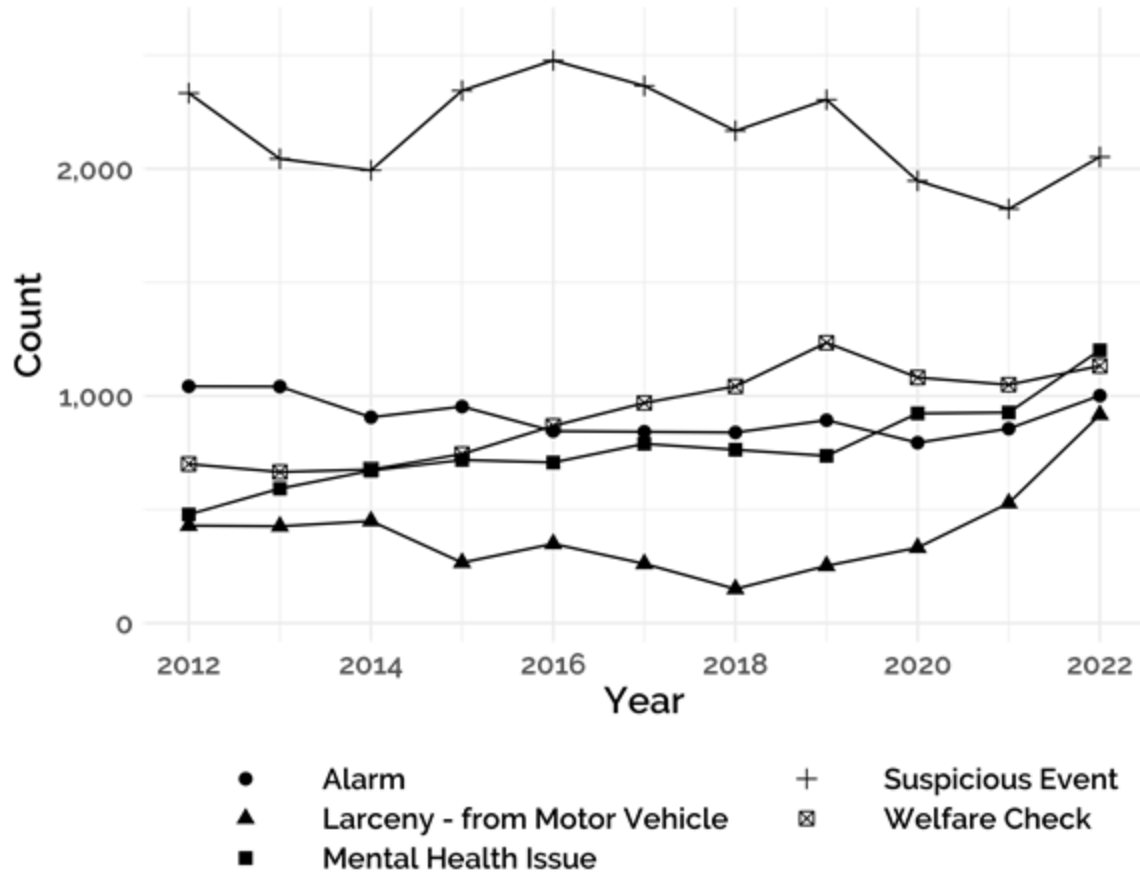


Figure does not include counts of Foot Patrol or Traffic incidents.

Figures 5 and 6 show the change in certain incident types for the 3 years before and after January 1, 2020. The 2021 annual report included this information for the two years before and after the declaration of the Covid-19 State of Emergency on March 13, 2020. In this report, the window is adjusted to include the three years before and after January 1, 2020. This date was chosen because it is the beginning of a new decade and because multiple events in 2020 and beyond may have an effect on public safety and BPD activity, such as the COVID-19 pandemic and changes in local and state services and supports; an historic rise in Overdose incidents; and ongoing discussions about BPD services and staffing.

In these figures, some incident types have been combined. Crash – All includes the Crash types: Non-investigated, Property damage only, Injury to person, Leaving the Scene of Accident (LSA), and Fatality. Larceny – All includes the Larceny types: from Building, from Motor Vehicle, from a Person, and Other. Domestic Assault includes Felony and Misdemeanor. Gunfire incidents are tracked separately from Valcour and may overlap with different incident types in Valcour, such as Domestic Assault or Assault - Aggravated.

Figure 5 shows the number of incidents for 20 incident types for the three years before January 1, 2020 (“Pre”) and after January 1, 2020 (“Post”).

**Figure 5. Count of selected incident types during the 3-year periods before and after January 1, 2020**

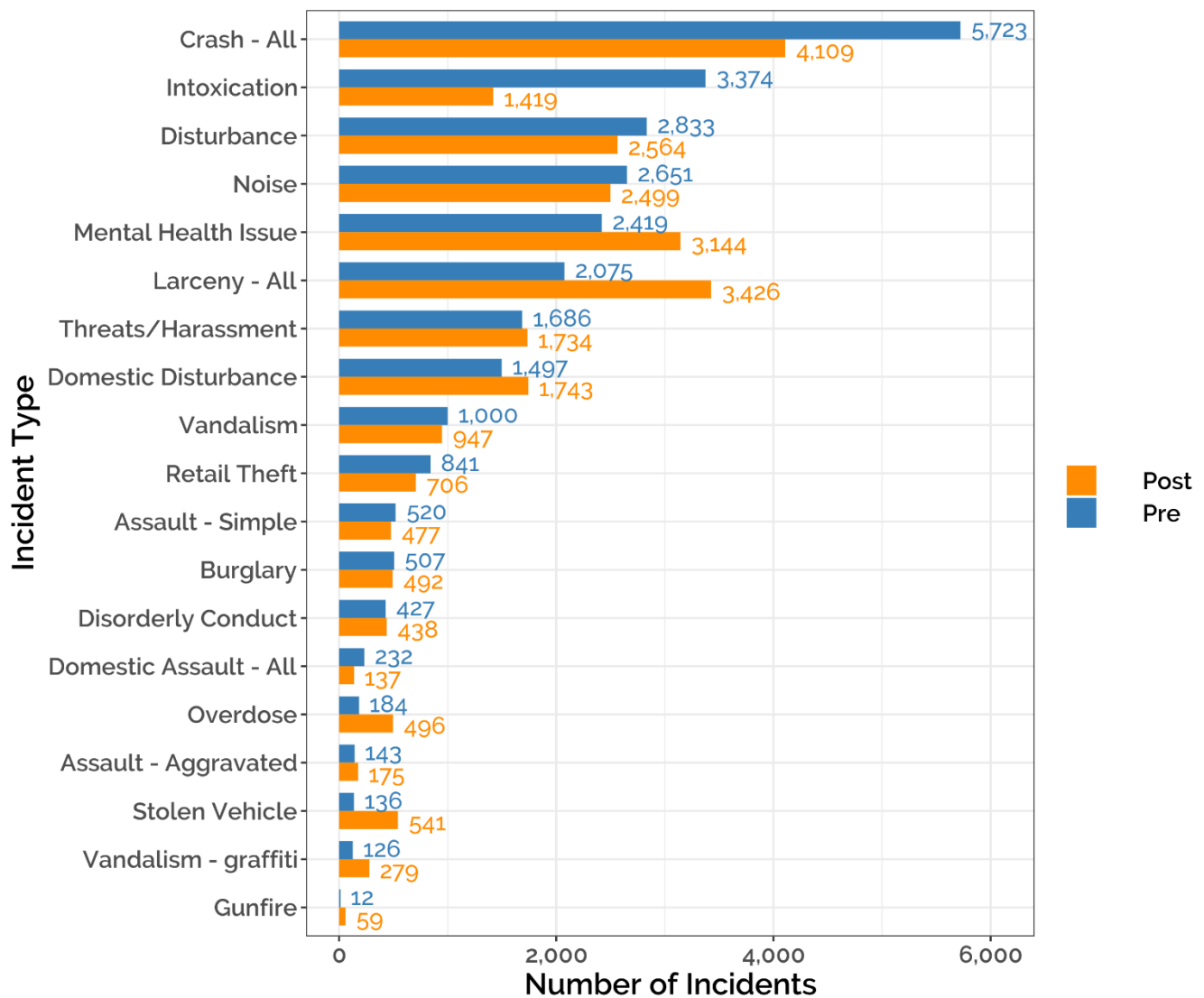
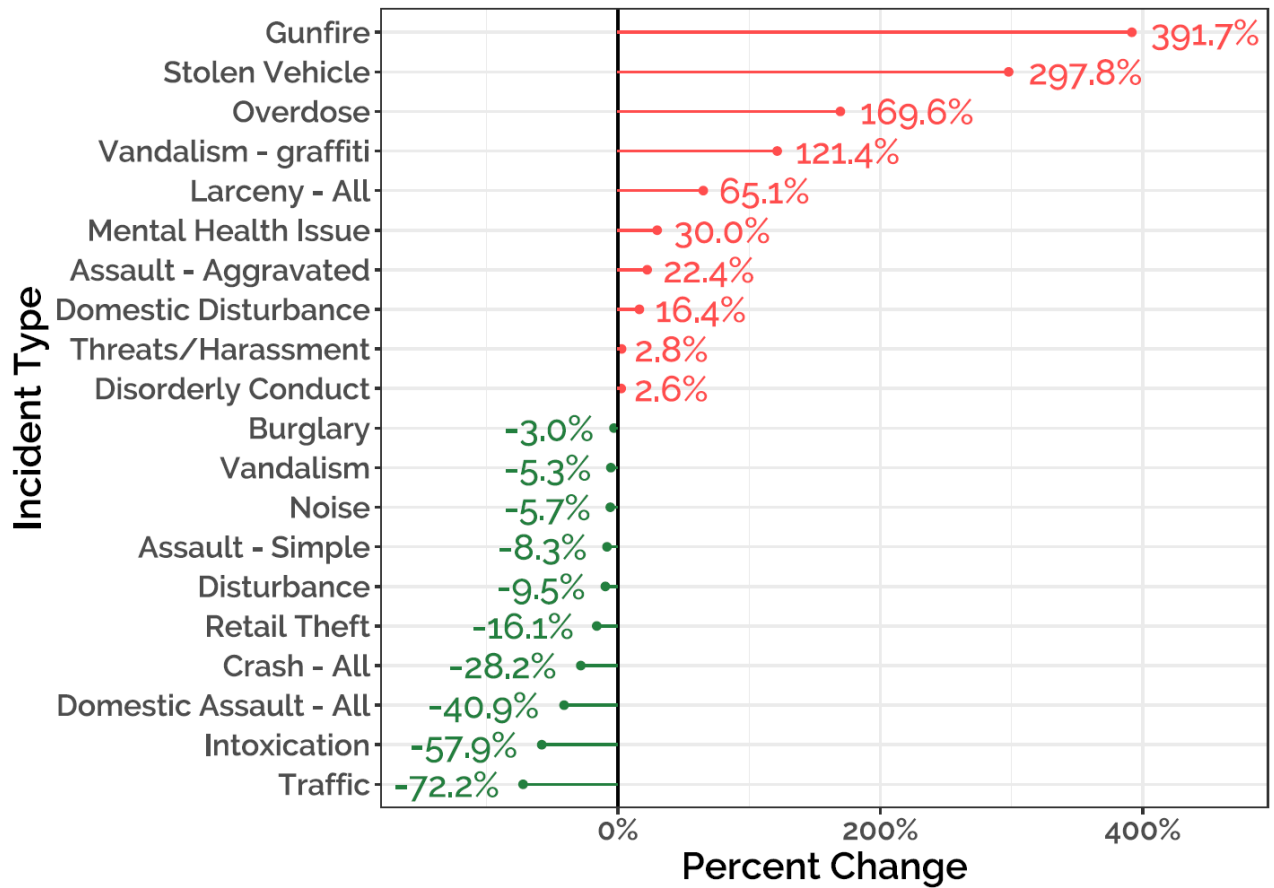




Figure 6 shows the percent change for the same call types as Figure 5. Call types that saw at least a 10% decrease in the Post period include Crash – All, Intoxication, Domestic Assault – All, Retail Theft, and Disturbance. Call types that saw at least 10% increase include Mental Health Issue, Larceny – All, Overdose, Vandalism – graffiti, and Stolen Vehicle. While there is a relatively small number of gunfire incidents compared to the other incident types shown in Figures 4 and 5, there has been a large percent increase in Gunfire between these 3-year periods of time.

**Figure 6. Percent change in selected incident types between the 3-year period before and after January 1, 2020**

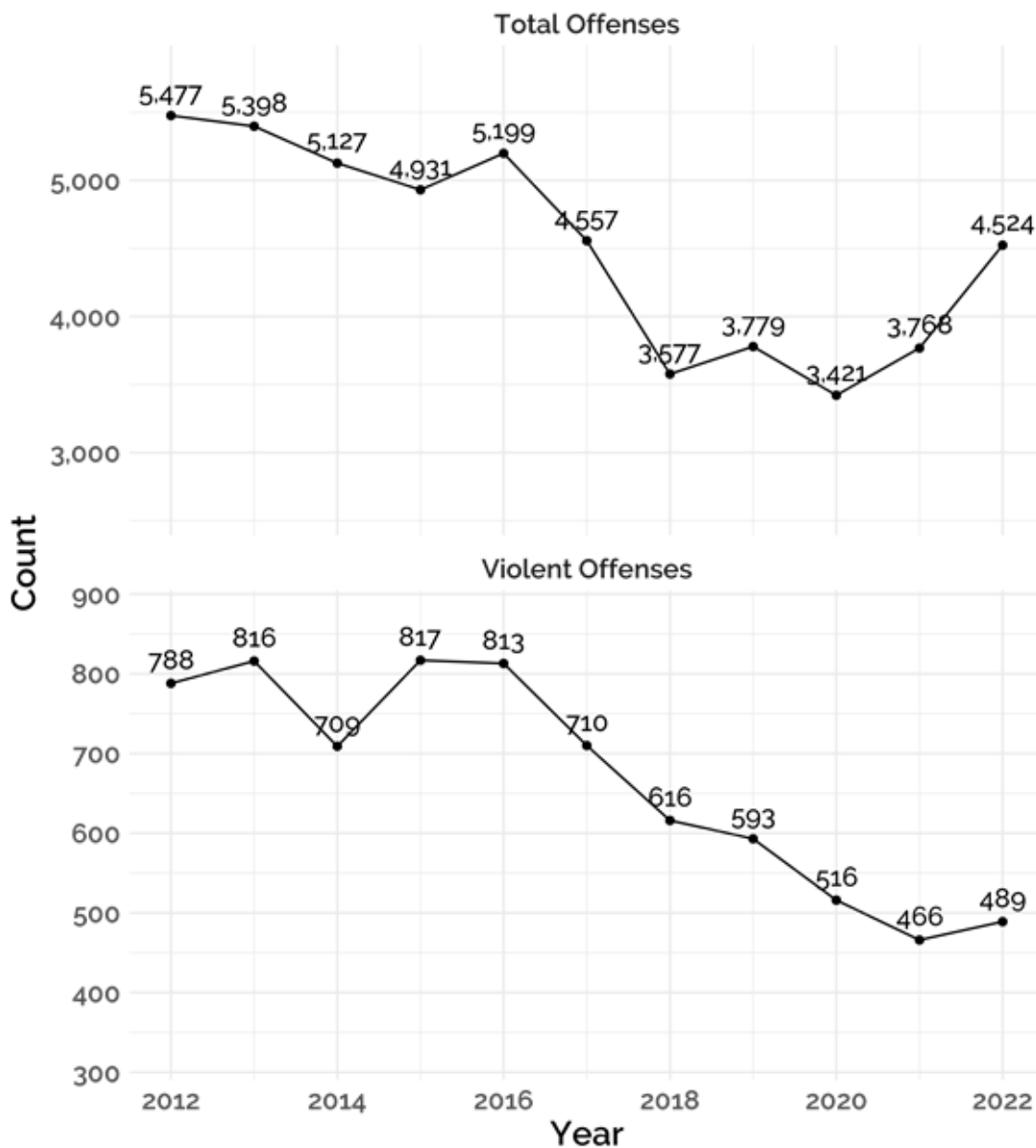


## Offenses

Incidents are units of police activity, but offenses are crimes. Not every incident has an offense, but every offense is associated with an incident. Offenses are categorized into Violent and Nonviolent Felonies and Violent and Nonviolent Misdemeanors. While Felony and Misdemeanor are legal definitions, offenses were assigned the categories Violent and Nonviolent by previous BPD analysts based on the nature of the offenses. One notable change from previous annual reports is that, based on discussions with BPD leadership, Disorderly Conduct offenses are categorized as Violent, when they were previously Non-Violent. While Disorderly Conduct charges apply to broad types of situations, the BPD most often uses these charges in incidents that involve fighting or threatening harm. In this 2022 annual report, the change applies to all years 2012 – 2022.

Figure 7 shows that in 2022, there were 4,524 offenses, 489 of which were Violent. While the number of total offenses has increased since 2020 to pre-2018 levels, Violent offenses only increased by 5% from 2021 and was the second lowest number for any year for which data is available.

**Figure 7. Number of offenses per year for total offenses and Violent offenses**



*Note that the vertical y-axes are different for each plot.*

Figure 8 shows the five offenses that had the highest counts in 2022, and how those offenses have changed each year since 2012. Both Petit Larceny from a Motor Vehicle, the most common offense in 2022, and Grand Larceny have increased dramatically since 2018. Petit Larceny is when money or value of property stolen is less than \$900 in value. Grand larceny is when stolen money or property exceed \$900 in value or when any value of property is stolen directly from a person.

**Figure 8. Offenses that had the highest counts in 2022 and their counts from 2012 - 2022**

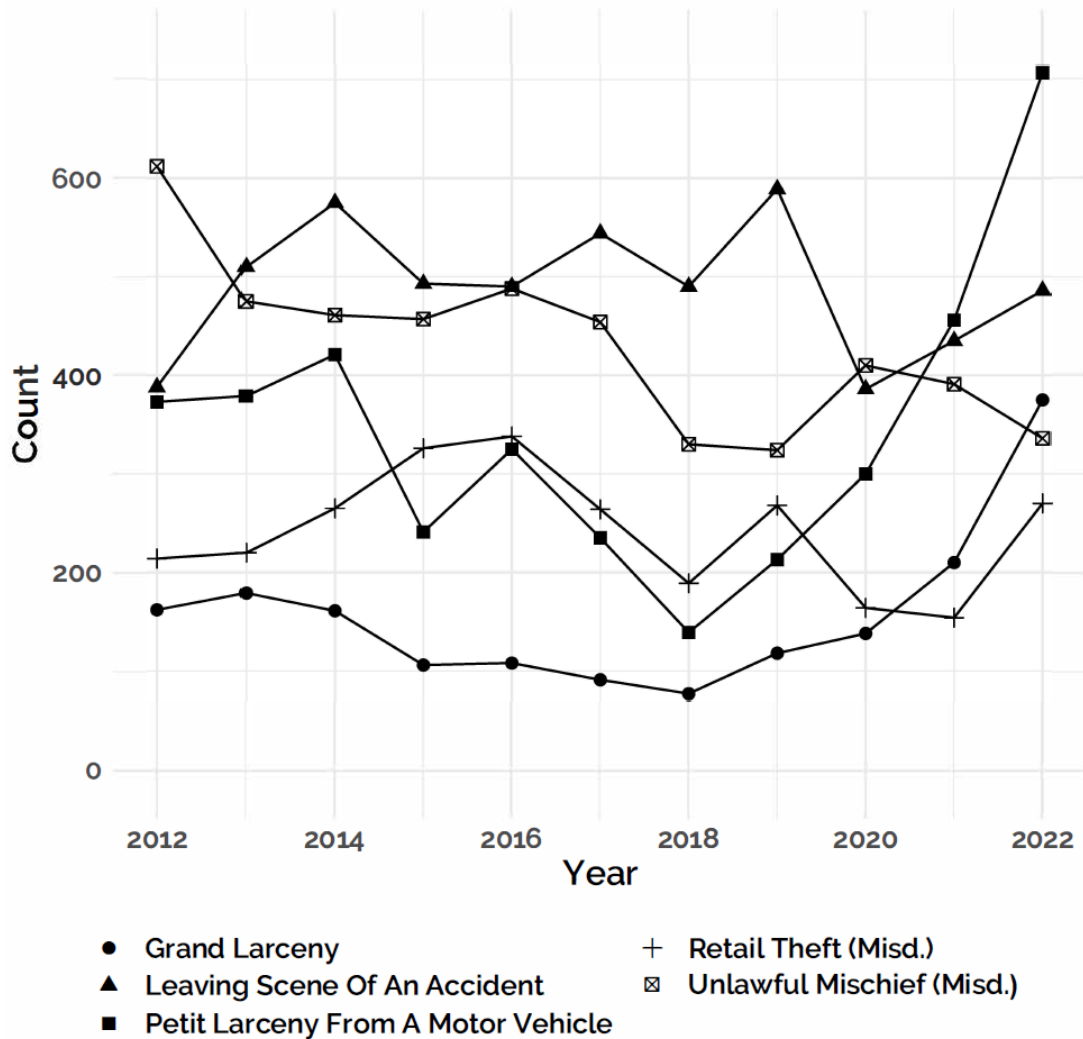


Figure 9 shows the percent of offenses that result in arrest, for offenses that occurred at least 50 times in 2022. Some offenses, such as Violation of Conditions of Release, Disorderly Conduct – All Other, and Unlawful Trespass (Misdemeanor), have arrests rates of over 80%, while other offenses such as Leaving Scene of an Accident, Grand Larceny, Petit Larceny from a Motor Vehicle, and Petit Larceny from Other Location, have arrest rates of less than 5%. Arrests here include warrants, which are requested if an officer would like to arrest someone but cannot locate them.

**Figure 9. Percent of offenses that result in arrest, for offenses that happened at least 50 times in 2022**

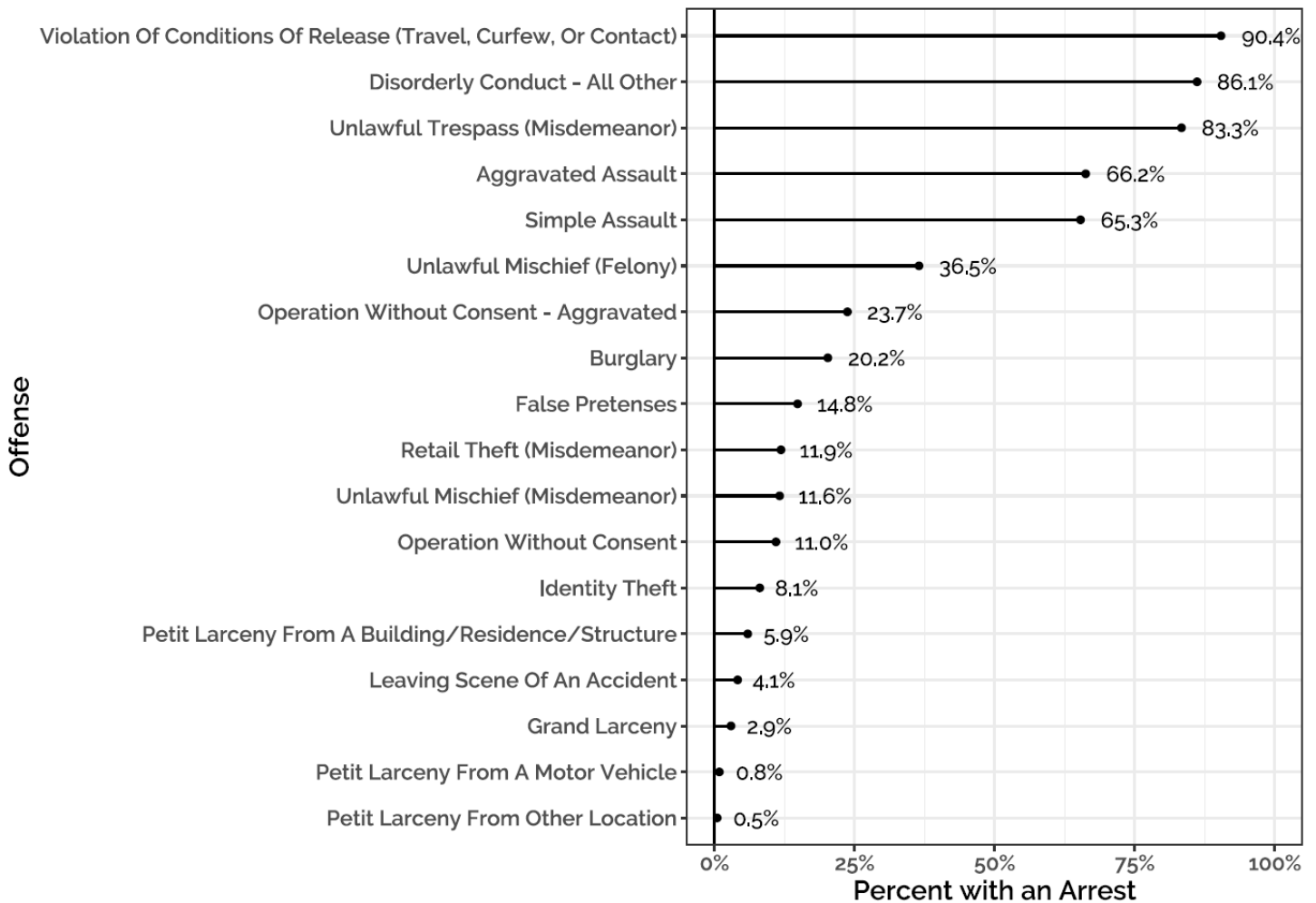
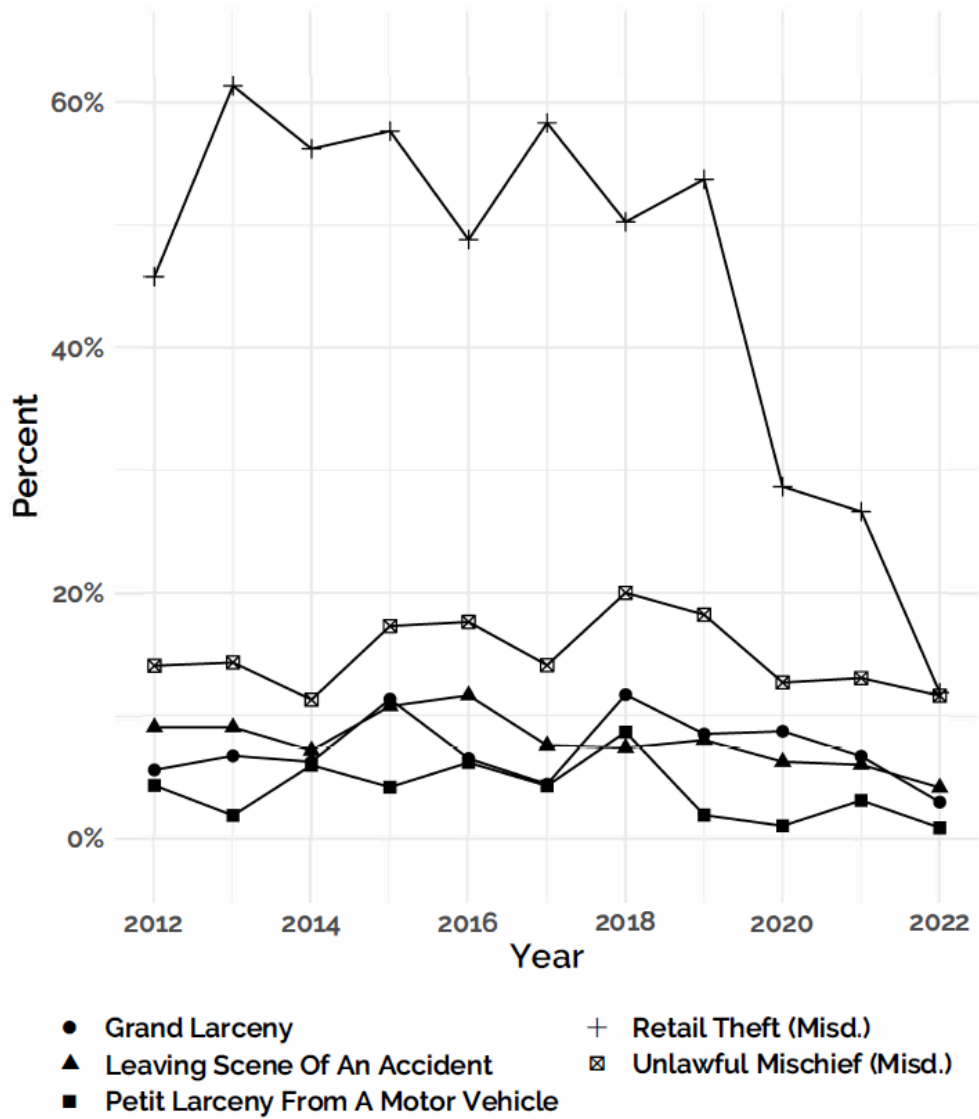


Figure 10 shows how the percent of offenses that result in arrest for the 5 most common offenses in 2022 have changed over time. While most of the arrest rates for these offenses have remained below 20% since 2012, the percentage of Retail Theft (Misdemeanor) offenses that result in an arrest has dropped significantly since 2019.

**Figure 10. Percent of offenses that result in arrest over time, for the same offenses as in Figure 8**



## Pedestrian Stops

According to the Motion, a pedestrian stop is an officer-initiated stop of a pedestrian or a person on a bicycle. There was no way to track pedestrian stops in Valcour until 2021, when a flag was added to designate incidents during which an officer stopped a pedestrian without witnessing a crime taking place. In 2021, only 1 pedestrian stop was officer-initiated, in response to the officer witnessing disorderly conduct in progress. In 2022, there were no officer-initiated pedestrian stops recorded.

## Traffic Stops

There is no single way that incidents are designated as traffic stops in Valcour, so tickets are used to determine which incidents are traffic stops. Because BPD is required to complete a ticket for each traffic stop, even if it results in a warning or no action, all traffic stops should have corresponding tickets in the Valcour system regardless of the incident call type. Because of the high volume of tickets in previous years, only tickets for 2022 were manually checked for this report. Tickets that had errors were sent to the BPD for review and correction, such as those missing the flag for motor vehicle crashes, which should not be included as traffic stops, or those missing other fields.

The method used in this report is very similar to the algorithm used in the 2021 annual report. One notable change was made to more accurately exclude crashes and municipal tickets for violations unrelated to driving, such as open alcohol containers in public spaces. This filtering method was applied to tickets for all years in this report and while the magnitude of the change is small and does not affect the overall trend of traffic stops across years, exact numbers of traffic stops from 2012 - 2022 in this report may differ slightly from previous annual reports.

In Valcour, each person has certain information, including race, that is displayed when a person is involved in an incident. These fields associated with each individual person may be changed, and if changed, the new value will be visible in every incident associated with that person. However, tickets for traffic stops include Perceived Race, which is filled out by the officer who made the stop and is only associated with that ticket. The options for perceived race are: White, Black, Asian or Pacific Islander, Hispanic, or Native American or Alaska Native.

Because it is filled out every time a ticket for a traffic stop is made, it may be different across different tickets for the same person if different officers have a different perception of that person's race. The race field associated with people in Valcour is used for other sections of this report, however, the Perceived Race associated with traffic stop tickets is used in this section, because possible bias depends on an officer's perception, which may not necessarily be same for different officers or the same as a person's actual race.

This section of the report uses motor vehicle crash data from the Vermont Agency of Transportation (VTrans) for crashes that occurred in Burlington to estimate racial shares of drivers in Burlington. There are several reasons why crash data is used as a benchmark for racial shares of drivers instead of Census data. In the Census, respondents report their own race, whereas for both traffic stops and motor vehicle crashes reported to the Agency of Transportation, officers report the perceived race of operators. This also means that the categories for race align between tickets for traffic stops and crash data, but are different from the Census, which allows respondents to select more than one race and differentiates between race and ethnicity (Hispanic or non-Hispanic). Census data also provides demographics of people living in Burlington, however, it is possible that different groups of people drive at different rates and that people from outside of Burlington drive in Burlington and may interact with the BPD.

Unless otherwise stated this Traffic section does not include externally generated stops, which are stops that are not made due to an officer's discretion (see Terms); in 2022, there were only 14 stops not initiated by an officer. Figure 11 shows the number of officer-initiated traffic stops each year from 2012 through 2022.

**Figure 11. Number of traffic stops by year based on traffic tickets, for 2012 - 2022**

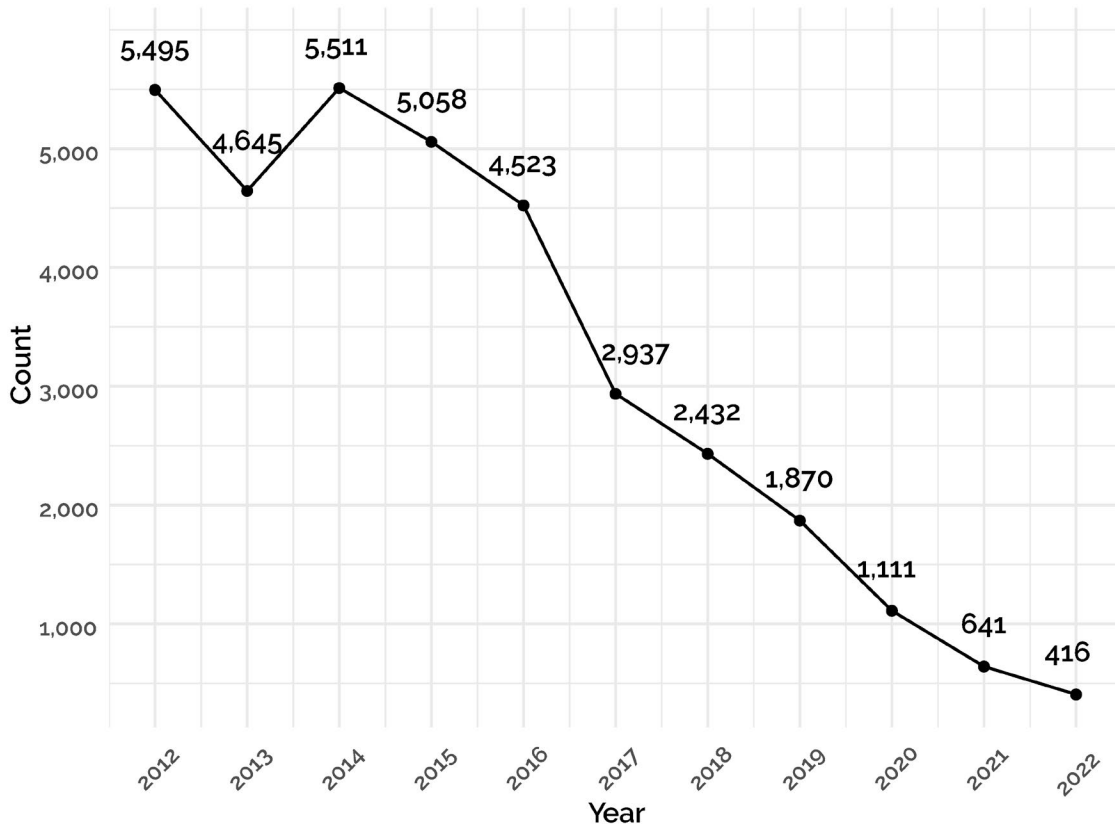


Table 4 shows the total number of traffic stops in 2022, by race. It shows the total number of stops; the number of officer-initiated stops; the median duration of all stops; and the number of vehicle plates for stops that were Vermont, out-of-state, or missing. The median duration of all stops was 7:31 (min:sec); however, the median for White drivers is 7:16 and the median for all other races is higher than the median for all stops.

**Table 4: Officer-initiated traffic stops in 2022, by race**

	Total	White	Black	Asian	Hispanic
Officer-initiated stops	416	342	50	19	5
Median duration of stop (min:sec)	7:31	7:16	9:12	10:21	16:26
Vermont vehicle	365	306	38	15	6
Out-of-state vehicle	63	44	14	4	1
Missing vehicle state	2	2	0	0	0

Table 5 shows the racial shares for traffic stops in 2022. A disparity index was calculated to compare the share of officer-initiated stops of each group with the share of drivers, as estimated from Burlington's motor vehicle crash data. This index is a ratio of the racial share of the stops divided by the racial share of the drivers in crashes, where a value of 1 indicates that the proportion of stops is exactly the same as the estimated proportion of the driving population of Burlington.

This indicates that in 2022, the percentage of drivers who were stopped who were White was similar to the estimated percentage of drivers in Burlington who were White. The percentage of drivers stopped who were Asian is lower than the estimated percentage of drivers who are Asian. The percentage of stops of both Black and Hispanic drivers was slightly higher than those groups' estimated percentages in the driving population. However, the number of stops was very low for all groups besides stops of White drivers.

**Table 5: Racial shares and disparity index of traffic stops in 2022**

	White	Black	Asian	Hispanic
Percentage of Officer Initiated Stops	82.2%	12.0%	4.6%	1.2%
Driver Percentage (VTrans Crash Data)	82.0%	10.5%	5.6%	1.1%
Disparity Index (Officer Initiated Stops)	1	1.16	0.82	1.05

Figure 12 shows the percentage of stops for drivers of each race (dotted line) and the percentage of crashes for drivers of each race (solid line) over time from 2012-2022. In 2022, the racial shares of traffic stops and racial shares of drivers involved in accidents were more similar for all races than in 2021, particularly for White and Black drivers.

**Figure 12. Percentage of traffic stops and crashes by race, for 2012 - 2022**

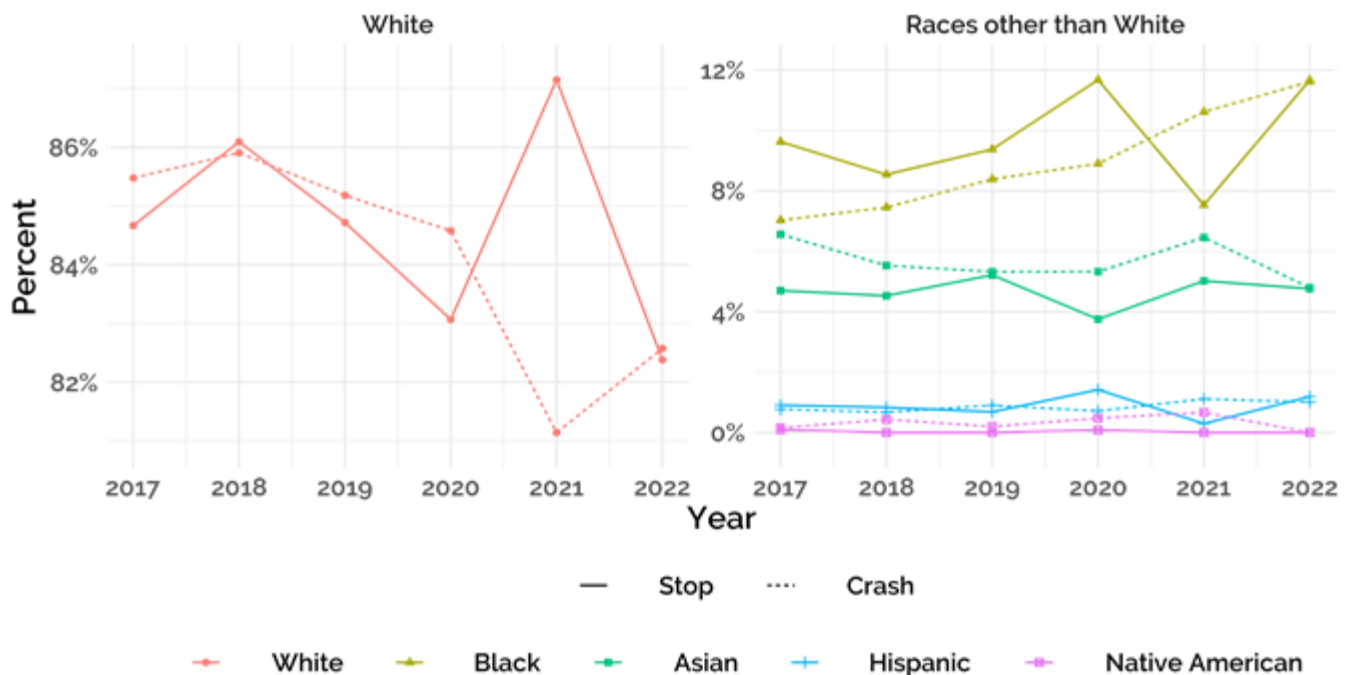




Table 6 shows the reasons for traffic stops, by race, for all stops in 2022. Note that there is a very low sample size of stops of Asian and Hispanic drivers, which means that conclusions or comparisons with stops of White and Black drivers are unreliable.

Moving violations were the most common reason for stops for each race. This was the stop reason for 73% of White drivers, while this was the stop reason for 51.9% of Black drivers. A larger percentage of stops of Black drivers were for the reason of vehicle equipment. 30.8% of stops of Black drivers were because of vehicle equipment and only 16.5% of stops of White drivers were for the same reason. This compares to 2020 and 2021 when the shares of White and Black drivers stopped for vehicle equipment were much more similar. In 2020, this was the stop type for 38.5% of White drivers and 36.5% of Black drivers, and in 2021 this was the stop type for 13.1% of White drivers and 14.3% of Black drivers. In 2022, the most common violations in Vehicle Equipment stops of Black drivers were Lights (6 stops) and Illuminations Required (3 stops).

**Table 6: The count and percentage of reasons for stops in 2022, by race**

	White		Black		Asian		Hispanic	
	N	%	N	%	N	%	N	%
<b>Total</b>	352	100%	52	100%	19	100%	7	100%
<b>Moving violation</b>	257	73.0%	27	51.9%	16	84.2%	4	57.1%
<b>Investigatory</b>	5	1.4%	3	5.8%	0	0%	0	0%
<b>Vehicle Equipment</b>	58	16.5%	16	30.8%	2	10.5%	1	14.3%
<b>Externally Generated</b>	10	2.8%	2	3.8%	0	0%	2	28.6%
<b>Other</b>	21	6.0%	4	7.7%	1	5.3%	0	0%

*Percentage is calculated as the percentage of stops for each race. Includes Externally Generated stops.*

Table 7 shows the outcomes for officer-initiated traffic stops, by race. The most common outcome of traffic stops for drivers of all races was a Warning, with over 80% of stops for each group in 2022.

**Table 7: The count and percentage of outcomes for officer-initiated stops in 2022, by race**

	White		Black		Asian		Hispanic	
	N	%	N	%	N	%	N	%
<b>Total</b>	342	100%	52	100%	19	100%	5	100%
<b>Ticket</b>	51	14.9%	5	9.6%	1	5.3%	1	20.0%
<b>Warning</b>	288	84.2%	43	82.7%	18	94.7%	4	80.0%
<b>No action taken</b>	2	0.6%	2	3.8%	0	0%	0	0%
<b>Arrest for Violation</b>	1	0.3%	2	3.8%	0	0%	0	0%

The following tables, Tables 8-11, show the same information as Tables 4-7, but for officer-initiated stops for 2020 through 2022. This 3-year period is included because the number of traffic stops made by the BPD has been decreasing since 2014, resulting in low numbers of stops in 2022. A 3-year average allows for a larger sample size, which is especially important for stops of drivers who are not White. Note that there was one stop in this 3-year period that included a Native American driver and the driver was not involved in an officer-initiated stop; due to this very small sample size, this stop is not included in this section.

Table 8 shows that the median duration of stops for stops of White, Black, and Hispanic drivers were closer to the median duration for the total stops for this time period than in 2022. The median duration of stops of Asian drivers was nearly a minute shorter than the median duration for all stops.

**Table 8: Officer-initiated traffic stops for the 3-year period 2020-2022, by race**

	Total	White	Black	Asian	Hispanic
Officer-initiated stops	2,177	1,846	213	94	24
Median duration of stop (min:sec)	7:30	7:32	7:44	6:43	7:13
Vermont vehicle	1,893	1,605	185	81	21
Out-of-state vehicle	345	280	45	15	5
Missing vehicle state	7	6	1	0	0

Table 9 shows the disparity indices for this 3-year period show that the percentage of stops that were of White and Black drivers are very close to their percentages of the driving population as estimated by crash data. A lower percentage of stops are of Asian drivers than their percentage in the driving population. A higher percentage of stops were for Hispanic drivers than their percentage in the driving population, however even with 3-year data, the number of stops of Hispanic drivers was low in Burlington.

**Table 9: Racial shares and disparity index of officer-initiated traffic stops in for the 3-year period 2020-2022**

	White	Black	Asian	Hispanic
Percentage of Officer Initiated Stops	84.8%	9.7%	4.3%	1.1%
Driver Percentage (VTrans Crash data)	82.5%	10.0%	5.8%	1.0%
Disparity Index (Officer Initiated Stops)	1.03	0.97	0.74	1.10

Table 10 shows the count and percentage of reasons for stops for the 3-year period, by race. As in 2022, Black drivers were more likely to be stopped for vehicle equipment than White drivers, although the difference in proportion was smaller than in stops from only 2022. White drivers were more likely than Black drivers to be stopped for Moving Violations.

**Table 10: The count and percentage of reasons for stops in 2020 – 2022, by race**

	White		Black		Asian		Hispanic	
	N	%	N	%	N	%	N	%
<b>Total</b>	1,891	100%	231	100%	96	100%	26	100%
<b>Moving violation</b>	1,238	65.5%	120	51.9%	69	71.9%	16	61.5%
<b>Investigatory</b>	10	0.5%	5	2.2%	1	1.0%	0	0%
<b>Vehicle Equipment</b>	514	27.2%	74	32.0%	20	20.8%	7	26.9%
<b>Externally Generated</b>	44	2.3%	18	7.8%	2	2.1%	2	7.7%
<b>Other</b>	82	4.3%	14	6.1%	4	4.2%	1	3.8%

Percentage is calculated as the percentage of stops for each race.

Table 11 shows the outcomes for officer-initiated stops for the 3-year period. Warnings were the most common outcome of stops for all races of drivers. A similar proportion of stops of Black drivers resulted in tickets as stops of White drivers, but Black drivers were more likely than White drivers to be arrested for a violation.

**Table 11: The count and percentage of outcomes for officer-initiated stops (excluding externally-generated) in 2020 – 2022, by race**

	White		Black		Asian		Hispanic	
	N	%	N	%	N	%	N	%
<b>Total</b>	1,891	100%	231	100%	96	100%	26	100%
<b>Ticket</b>	263	13.9%	34	14.5%	10	10.1%	3	12.5%
<b>Warning</b>	1,566	82.8%	180	78.1%	80	83.8%	23	87.5%
<b>No action taken</b>	16	0.8%	4	1.7%	1	1.0%	0	0%
<b>Arrest for Violation</b>	44	2.3%	13	5.8%	5	5.1%	0	0%
<b>Arrest for Warrant</b>	2	0.2%	0	0%	0	0%	0	0%

Table 12 shows the information about traffic stops where searches were conducted in 2022. Only 1 traffic stop in 2022 resulted in a search based on reasonable suspicion. The operator of the vehicle was white and the reason for the stop was a suspected DUI. No contraband was found in the search and the stop resulted in a ticket for the violation.

**Table 12: Searches during traffic stops, 2022**

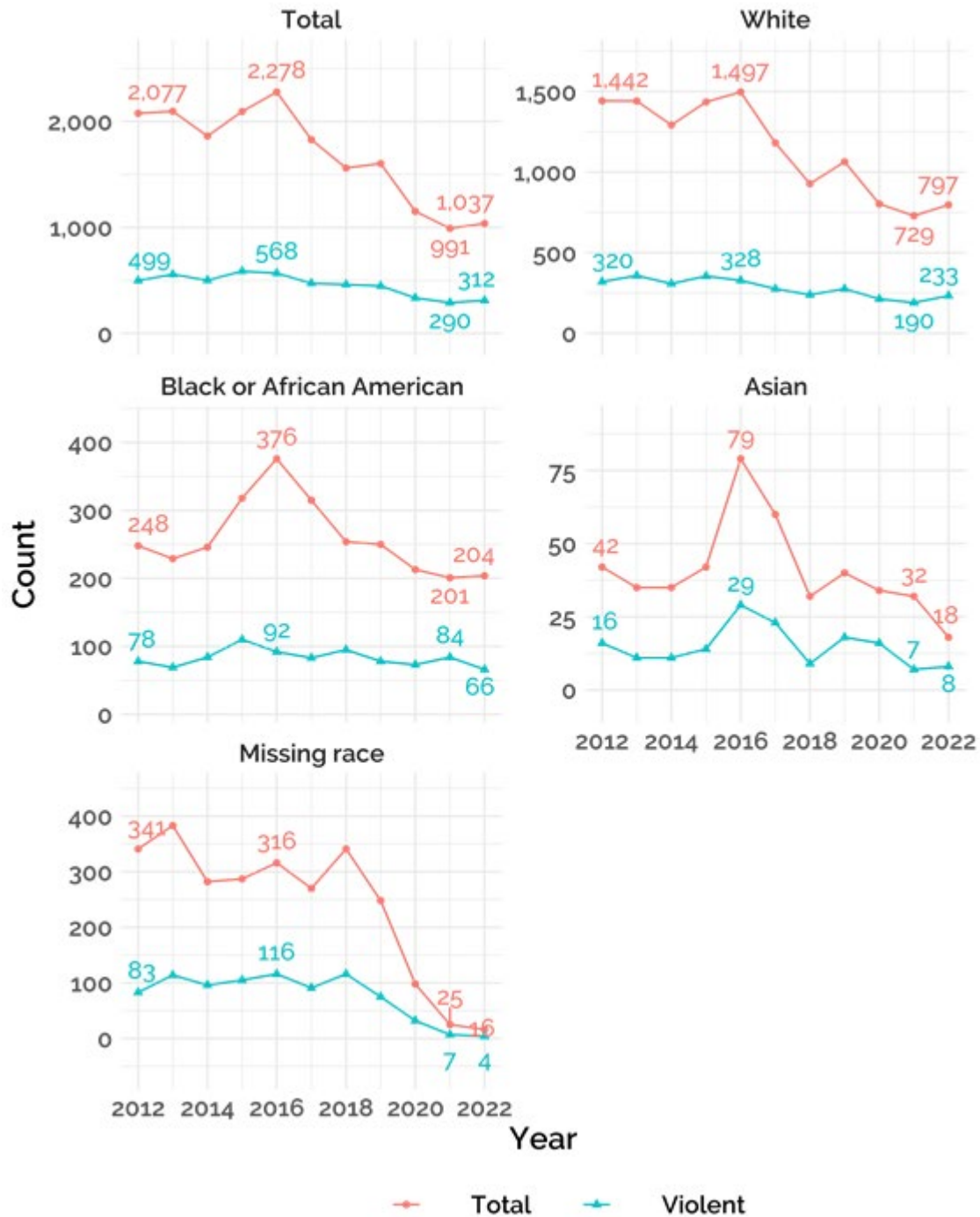
Stop 1	
<b>Reason for Stop</b>	Suspected DUI
<b>Race</b>	White
<b>Type of Search</b>	Reasonable Suspicion
<b>Contraband</b>	None
<b>Outcome</b>	Ticket

## Arrests

This section only includes information on the most serious charge in an arrest, as chosen by the arresting officer. Some arrests have either zero or more than one most serious charge; where there was more than one charge in any of the following categories that was marked as the most serious, one was chosen at random. The following ranking, from most to least serious, was used: Violent felony, Non-Violent felony, Violent misdemeanor, Non-Violent misdemeanor. As noted in the Offenses section, one notable change from previous annual reports is that Disorderly Conduct offenses are here categorized as Violent, when they were previously Non-Violent, based on discussions with BPD leadership. . There were no arrests for people listed as Native Hawaiian and Other Pacific Islander or American Indian and Alaska Native, and very few for people who are some other race. Therefore, where data is disaggregated by race, only arrests of White, Black and Asian arrestees are included unless otherwise noted.

Figure 13 shows the total number of arrests over time, as well as arrests for White, Black, and Asian people, and arrests missing race. Thee 1,037 arrests in 2022 is a 4.6% increase from the 991 arrests in 2021, but remains relatively stable after decreasing for several years from the peak of 2,278 in 2016. Missing race in arrest data most likely stems from expungement, because race data is one of the types of potentially identifying pieces of information that are removed from Valcour when a charge is expunged. The more years that pass since an arrest, the more time there is for the arrest to be expunged, so more recent years are less likely to have expunged arrests with race data removed.

**Figure 13. Change over time in the number of arrests, from 2012-2022, for total arrests and violent arrests, by race**



Note that the vertical y-axis is different for each plot. Labels are included for the years 2012, 2016, 2021, and 2022.

Table 13 shows the racial shares for all arrests including Arrests on Warrants (AOW) and for arrests excluding Arrests on Warrants. Arrests missing race are not included in calculated percentages. There is not a significant difference in the percentage of any race between arrests including AOW and arrests excluding AOW.

In 2021, 75.8% of arrestees including AOW were White, 20.5% were Black, and 3.3% were Asian. In 2022, the percentage of arrestees who were White was slightly higher than in 2021, while the percentage of arrestees who were Black or Asian were slightly lower than in 2021.

**Table 13: Race of arrests in 2022, including Arrests on Warrants (AOW) and for arrests excluding Arrests on Warrants (AOW)**

	Including AOW		Excluding AOW	
	N	%	N	%
Total (including missing values)	1,037	-	894	-
Total (excluding missing values)	1,024	100%	884	100%
White	800	78.1%	678	76.7%
Black or African American	204	19.9%	187	21.2%
Asian	18	1.8%	17	1.9%
Some other race	2	0.2%	2	0.2%
Missing race	13	-	10	-

Figure 14 shows the percentage of all arrests and arrests for violent offenses by race. It also includes data for how many people identified as either each race alone or each race and maybe another according to the 2020 Decennial Census and the American Community Survey (ACS) for all years 2012 – 2019 and 2021. White and Asian arrestees are underrepresented in the arrests compared to their population in Burlington and Black arrestees are overrepresented.

**Figure 14. Percentage of all arrests and violent arrests, by race, with racial shares of the population according to the American Community Survey (ACS) and the 2020 Census**

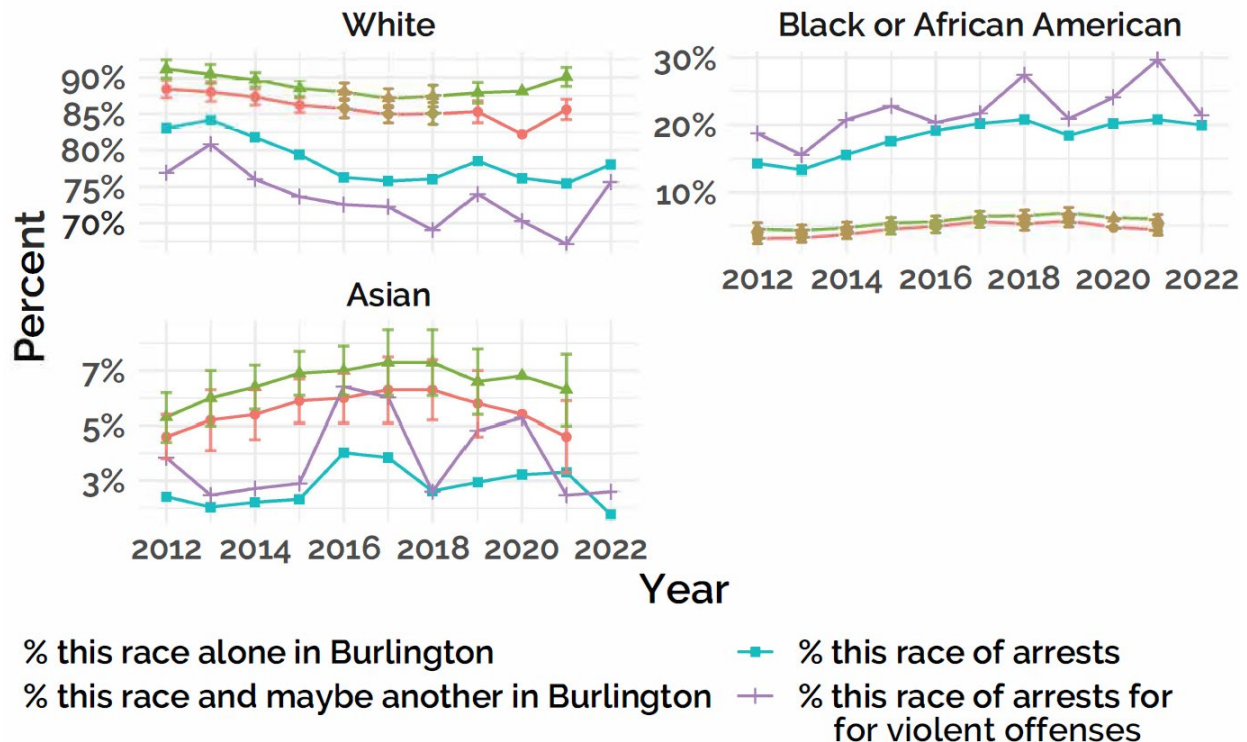


Table 14 shows the types of arrests (see Terms for definitions) in 2022, by race. Arrestees may be cited, lodged (with judicial review and approval), arrested on a warrant, or referred to the Community Justice Center (CJC). This table also includes warrant requests. Black arrests are more likely to be lodged than White arrestees, (26% vs. 17.1%, respectively). Black arrestees are less likely than White arrestees to be cited (38.2% vs. 42.5%, respectively) or arrested on warrant (8.3% vs. 15.2%), but warrant requests and referrals to the CJC are similar for Black and White arrestees.

**Table 14: Type of arrest by race in 2022, by race**

	Total		Cited		Lodged		Arrest on Warrant		Warrant Request		CJC Referral	
	N	%	N	%	N	%	N	%	N	%	N	%
White	800	100%	340	42.5%	137	17.1%	122	15.2%	55	6.9%	146	18.2%
Black or African American	204	100%	78	38.2%	53	26.0%	17	8.3%	16	7.8%	40	19.6%
Asian	18	100%	11	61.1%	5	27.8%	1	5.6%	0	0%	1	5.6%
Some other race	2	100%	1	50.0%	1	50.0%	0	0%	0	0%	0	0%
Missing race	13	100%	8	61.5%	0	0%	3	23.1%	1	7.7%	1	7.7%

Percentages are calculated based on the total arrests for each race, not based on types of arrests.

Table 15 shows arrests by race for violent and non-violent felonies and misdemeanors. Black arrestees are more likely to be arrested for Violent Felonies (VF) than White arrestees (14.7% vs. 9.9%, respectively) and for Non-Violent Misdemeanors (NVM) than White arrestees (41.7% vs. 35%). Percentages for Non-Violent Felonies (NVF) and Violent Misdemeanors (VM) are approximately the same for Black and White arrestees. In 2022, there were 249 arrests for uncategorized offenses. Of those, 86% were Arrest on an In-State Warrant or Violation of an Abuse Prevention Order.

**Table 15. Type of charge by race in 2022, by race**

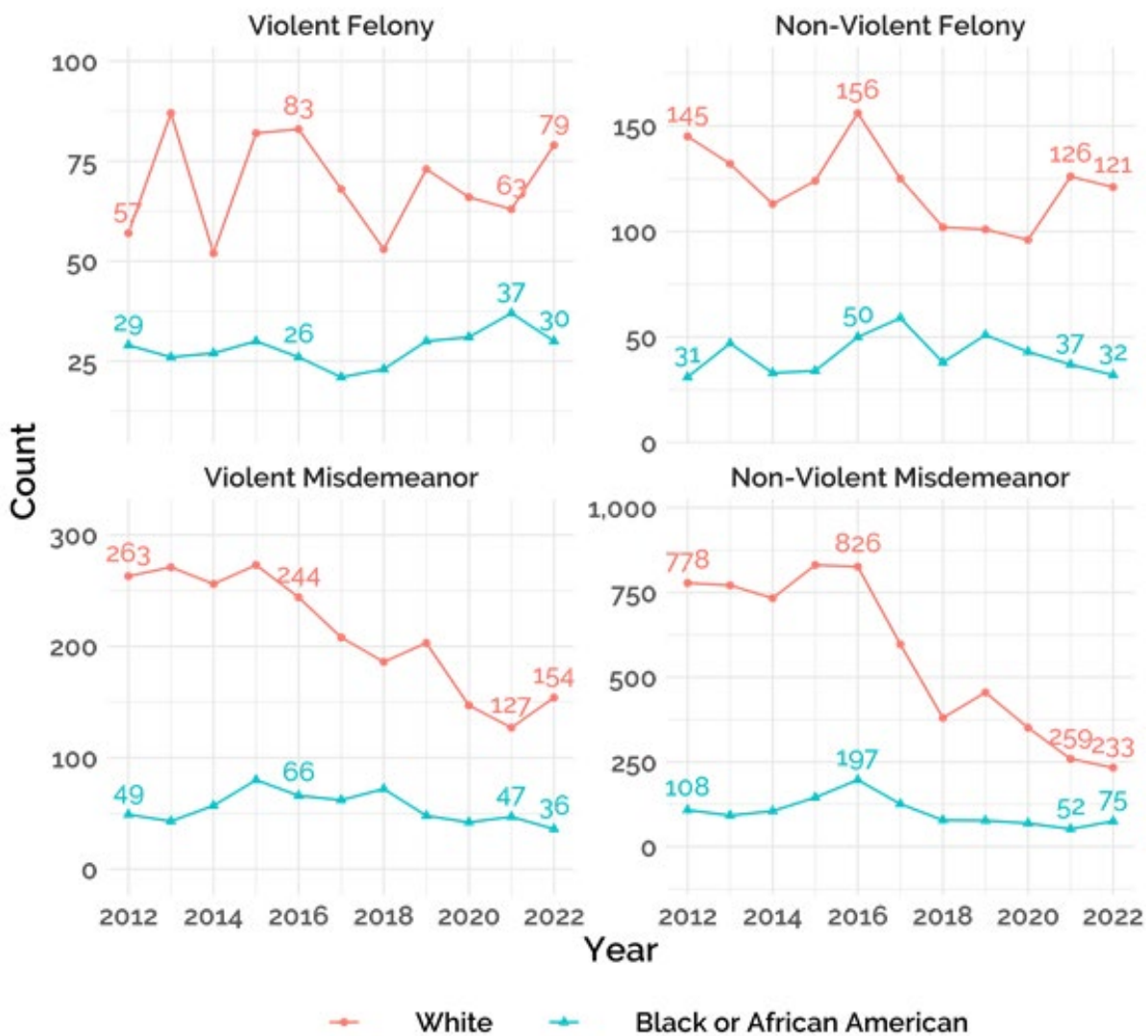
	Total		Violent Felony		Non-Violent Felony		Violent Misdemeanor		Non-Violent Misdemeanor		Uncategorized	
	N	%	N	%	N	%	N	%	N	%	N	%
White	800	100%	79	9.9%	121	15.1%	154	19.3%	233	29.1%	210	26.6%
Black or African American	204	100%	30	14.7%	32	15.7%	36	17.6%	75	36.3%	31	15.2%
Asian	18	100%	3	16.7%	0	0%	4	22.2%	8	44.4%	3	16.7%
Some other race	2	100%	1	50.0%	0	0%	0	0%	1	50.0%	0	0%
Missing race	13	100%	1	7.7%	0	0%	3	23.1%	4	30.8%	5	38.5%

Percentages are calculated based on the total arrests for each race, not based on types of charge.

Figure 15 shows arrests over time by severity for Black and White arrestees. From 2021 to 2022, there was a 25% increase in Violent Felony arrests, a 4% decrease in Non-Violent Felony arrests, a 21% increase in Violent Misdemeanor arrests, and an 11% decrease in Non-Violent Misdemeanor arrests for White arrestees. From 2021 to 2022, there was a 23% decrease in Violent Felony arrests, a 16% decrease in Non-Violent Felony arrests, a 31% increase in Violent Misdemeanor arrests, and a 44% decrease in Non-Violent Misdemeanor arrests for Black arrestees.

While the number of Violent and Non-Violent Felony arrests for both White and Black arrestees have remained fairly consistent during the time period of 2012 – 2022, both Violent and Non-Violent Misdemeanor arrests have decreased since 2015 or 2016 for White and Black arrestees. In 2022, the number of Violent Misdemeanor arrests was 56% of the peak in 2015 for White arrestees and 45% of the peak in 2015 for Black arrestees. The number of Non-Violent Misdemeanor arrests was 28% of the peak in 2015 for White arrestees and 38% of the peak in 2016 for Black arrestees.

Figure 15. Number of arrests by severity, for years 2012-2022, for Black and White arrestees



Note that vertical y-axes have different scales.



Table 16 shows the 10 most common charges in 2022, by race. Because of small sample sizes across races due to the large number of charges possible, comparisons made between races are unreliable. Table 17 shows the arrest types for these 10 charges. Because there were only 4 arrests where the race was Other or Missing for these charges in 2022, these groups are excluded from the table below.

**Table 16. 10 most common charges in 2022, by race**

	Total		White		Black		Asian	
	N	%	N	%	N	%	N	%
Simple Assault	91	100%	72	79.1%	17	18.7%	1	1.1%
Unlawful Trespass (Misd)	57	100%	41	71.9%	15	26.3%	1	1.8%
Aggravated Assault	46	100%	33	71.7%	11	23.9%	2	4.3%
Disorderly Conduct - All Other	43	100%	35	81.4%	8	18.6%	0	0%
Burglary	40	100%	31	77.5%	9	22.5%	0	0%
Driving Under the Influence - First Offense	34	100%	22	64.7%	10	29.4%	0	0%
Retail Theft (Misd)	33	100%	30	90.9%	3	9.1%	0	0%
Domestic Assault	28	100%	20	71.4%	4	14.3%	3	10.7%
Violation of an Abuse Prevention Order	28	100%	26	92.9%	2	7.1%	0	0%
Violation of Conditions of Release (Travel, Curfew, or Contact)	28	100%	15	53.6%	12	42.9%	1	3.6%

*Percentages are calculated as percent of charges, not percentage of race.*

Table 17 shows the 10 most common charges in 2022, by type of arrest. Some charges are more likely to be referred to the Community Justice Center, such as Simple Assault (53.8% of Simple Arrest arrests), Unlawful Trespass Misd. (64.9%), Disorderly Conduct - All Other (58.1%), and Retail Theft Misd. (54.5%). Other charges are more likely to be lodged, such as Aggravated Assault (50%).

**Table 17. 10 most common charges in 2022, by arrest type**

	Total		Cited		Lodged		Warrant		Request		CJC	
	N	%	N	%	N	%	N	%	N	%	N	%
Simple Assault	91	100%	33	36.3%	6	6.6%	0	0%	3	3.3%	49	53.8%
Unlawful Trespass (Misd.)	57	100%	12	21.1%	5	8.8%	0	0%	3	5.3%	37	64.9%
Aggravated Assault	46	100%	14	30.4%	23	50.0%	0	0%	8	17.4%	1	2.2%
Disorderly Conduct - All Other	43	100%	12	27.9%	4	9.3%	0	0%	2	4.7%	25	58.1%
Burglary	40	100%	22	55.0%	12	30.0%	0	0%	6	15.0%	0	0%
Driving Under the Influence - First Offense	34	100%	34	100%	0	0%	0	0%	0	0%	0	0%
Retail Theft (Misd.)	33	100%	12	36.4%	0	0%	0	0%	3	9.1%	18	54.5%
Domestic Assault	28	100%	18	64.3%	8	28.6%	0	0%	2	7.1%	0	0%
Violation of an Abuse Prevention Order	28	100%	19	67.9%	6	21.4%	0	0%	3	10.7%	0	0%
Violation of Conditions of Release (Travel, Curfew, or Contact)	28	100%	23	82.1%	4	14.3%	0	0%	1	3.6%	0	0%

*Percentages are calculated as percent of charges, not percentage of arrest type.*

Table 18 shows arrests with drug involvement by race. The majority of arrests do not involve drug possession or sale, and in 2022 there were no drug-related arrests for arrestees that were Asian or some other race, nor for arrests where the race was missing. In 2022, Black arrests were slightly more likely to involve drug possession than White arrests (3.9% vs. 2.4%, respectively). Black arrests were also more likely to involve drug sale than White arrests (5.9% vs. 1.1%).

**Table 18. Drug involvement of total arrests, by race**

	Total		Possession		Sale	
	N	%	N	%	N	%
White	800	100%	19	2.4%	9	1.1%
Black or African American	204	100%	8	3.9%	12	5.9%

Table 19 shows the number of arrests by race in different neighborhoods and the percentage of total arrests for each race in those neighborhoods. In 2022, the most common neighborhood for arrests for both White and Black arrestees was Downtown.

**Table 19. Location of arrests, by race, in 2022**

	Downtown		Old North End		University/Hill Section		South End		New North End		Outside Burlington	
	N	%	N	%	N	%	N	%	N	%	N	%
White	297	37.1%	184	23.0%	122	15.2%	128	16.0%	40	5.0%	11	1.4%
Black	84	41.2%	54	26.5%	18	8.8%	22	10.8%	10	4.9%	9	4.4%
Asian	6	33.3%	6	33.3%	0	0%	2	11.1%	4	22.2%	0	0%
Some other race	0	0%	1	50.0%	0	0%	0	0%	0	0%	1	50.0%
Missing race	2	15.4%	3	23.1%	4	30.8%	2	15.4%	1	7.7%	0	0%

*Percentages of total arrests (see Total Column of Table 16 above for total counts). Excludes arrests missing a neighborhood.*

## Use of Force

In April 2022, the BPD switched between using Valcour for tracking use of force to the Benchmark database. While much of the information recorded in Benchmark is the same as in Valcour and can be directly connected to the Valcour incidents data, some information is not available at the same level of detail as it was previously tracked, such as different types of weaponless force (e.g., handcuff control techniques, empty hand controls, etc.), or the difference between displaying and pointing a firearm. Further information can be found in the publicly released use of force reports.<sup>9</sup>

Unless otherwise noted, this section refers to person-incidents to count uses of force. If two people are involved in an incident and both are subjects of uses of force, it would be counted as two person-incidents and two uses of force. If the same person is a subject of a use of force in two different incidents, this would also count as two separate person-incidents and two uses of force. In this section, uses of force for subjects who were Asian, Hispanic/Latino, or Other/Not Reported races are included, but due to low numbers for these groups, most comparisons are between uses of force on White and Black subjects.

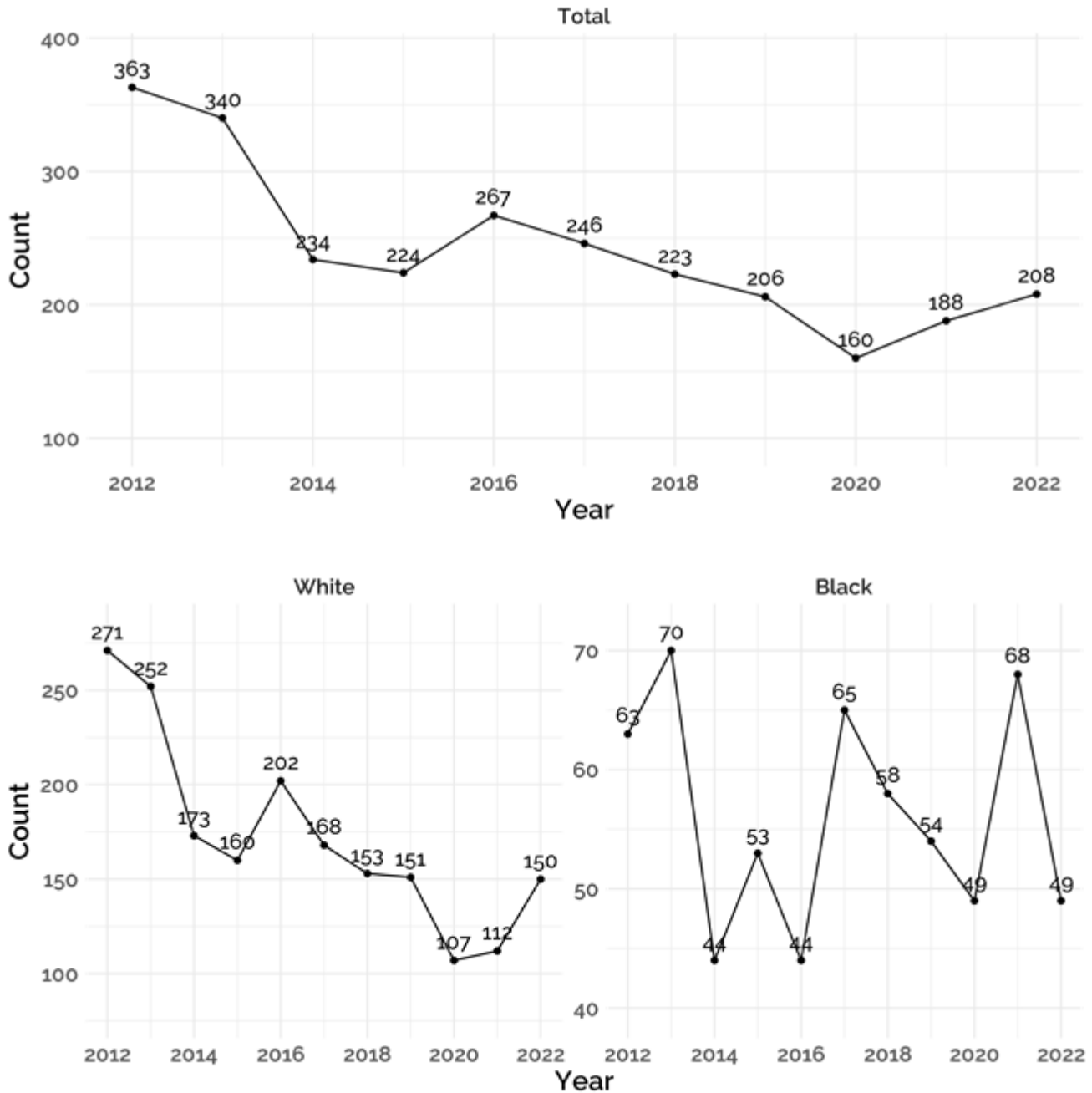
There were 208 person-incidents that involved force in 2022, representing just 0.6% of total person-incidents in 2022. 190 individuals were the subject of use of force; 174 had one incident in which use of force was used, 14 were subject to two incidents in which force was used, and 2 were subject to three incidents in which force was used. 71% of uses of force were on male subjects and 25% were on female subjects. 72% of uses of force were on White subjects and 24% were on Black subjects.

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<sup>9</sup> [https://www.burlingtonvt.gov/police/use\\_of\\_force\\_reports](https://www.burlingtonvt.gov/police/use_of_force_reports)

Figures 14 and 15 show the change over time of use of force incidents. In figure 14, the total number of uses of force are shown, as well as the numbers by race of the subject of force. The total number in 2022 rose back to the level in 2019, when there were 206 uses of force recorded. Most of this change can be attributed to a higher number of uses of force on White subjects in 2022, which rose from 112 uses in 2021 to 150 in 2022. Meanwhile, uses of force on Black subjects dropped from 68 in 2021 to 49 in 2022 and uses of force on Asian subjects dropped from 6 in 2021 to 1 in 2022. There were also two incidents of force against Hispanic subjects and six where the subject's race was Other/Not Recorded.

**Figure 16. Numbers of uses of force from 2012 – 2022 and uses of force disaggregated by White and Black subjects.**

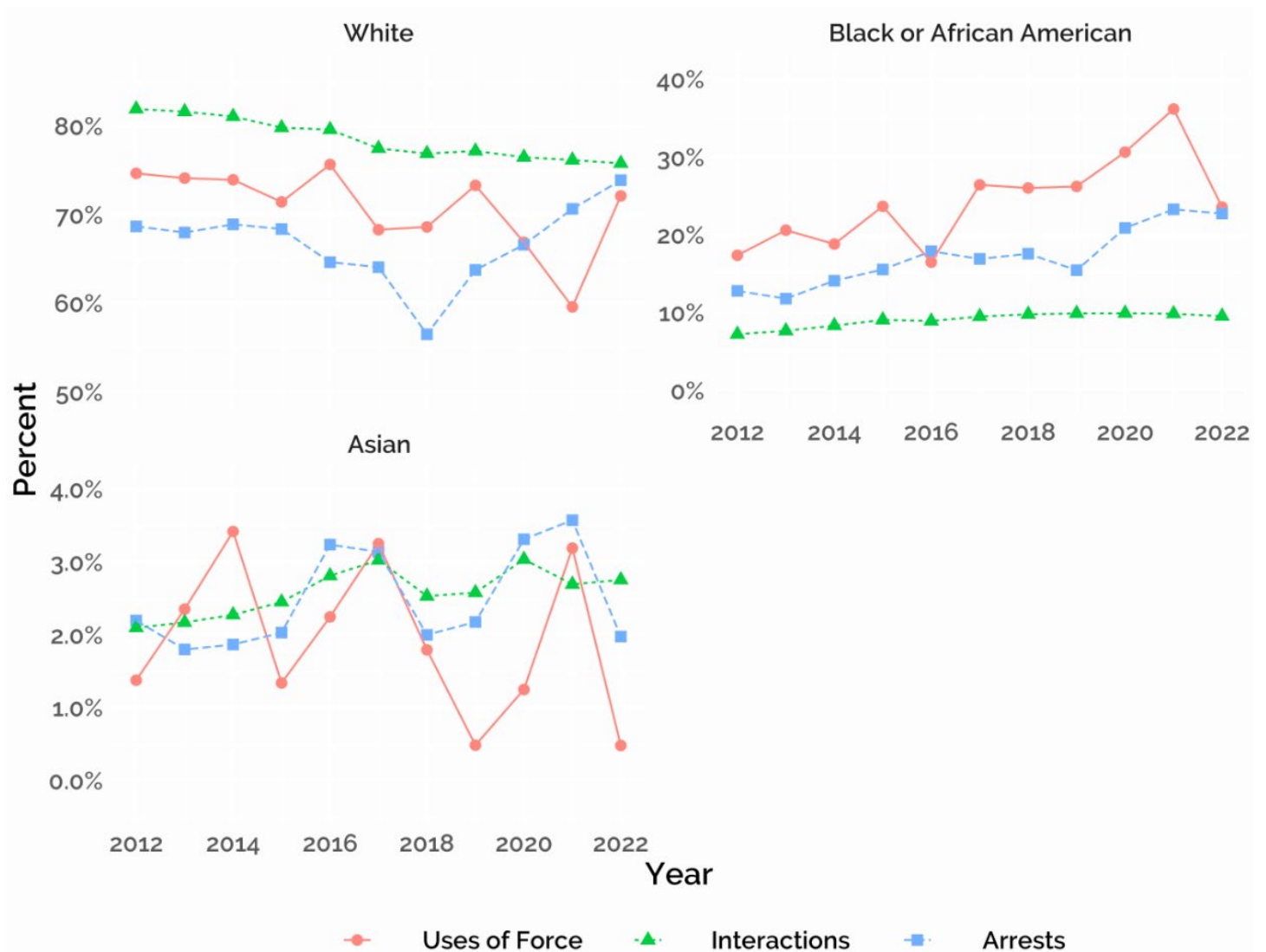


Note that the vertical axis is different for each graph.

Figure 17 shows the percent of uses of force compared to the percent of arrests and interactions with the police by race from 2012 – 2022. Because the proportion of people who interact with and are arrested by the BPD is not the same as the demographics of Burlington, comparing uses of force with arrests and interactions is more useful.

Before 2022, uses of force on White subjects were disproportionately low compared to White people interacting with the police and disproportionately high compared to White arrestees. Before 2022, uses of force on Black subjects were disproportionately high compared to both Black people interacting with the police and Black arrestees in most years. In 2022, the proportion of subjects of uses of force who were White was similar to both the proportions of arrestees and people who interacted with the police who were White. In 2022, the proportion of subjects of uses of force who were Black was similar to the proportion of arrestees who were Black. However, both the proportion of arrestees and subjects of uses of force who were Black were higher than the proportion of people interacting with the police. This is the first year where the proportion of uses of force was very close to the proportion of arrests since 2016 for Black subjects and since 2020 for White subjects.

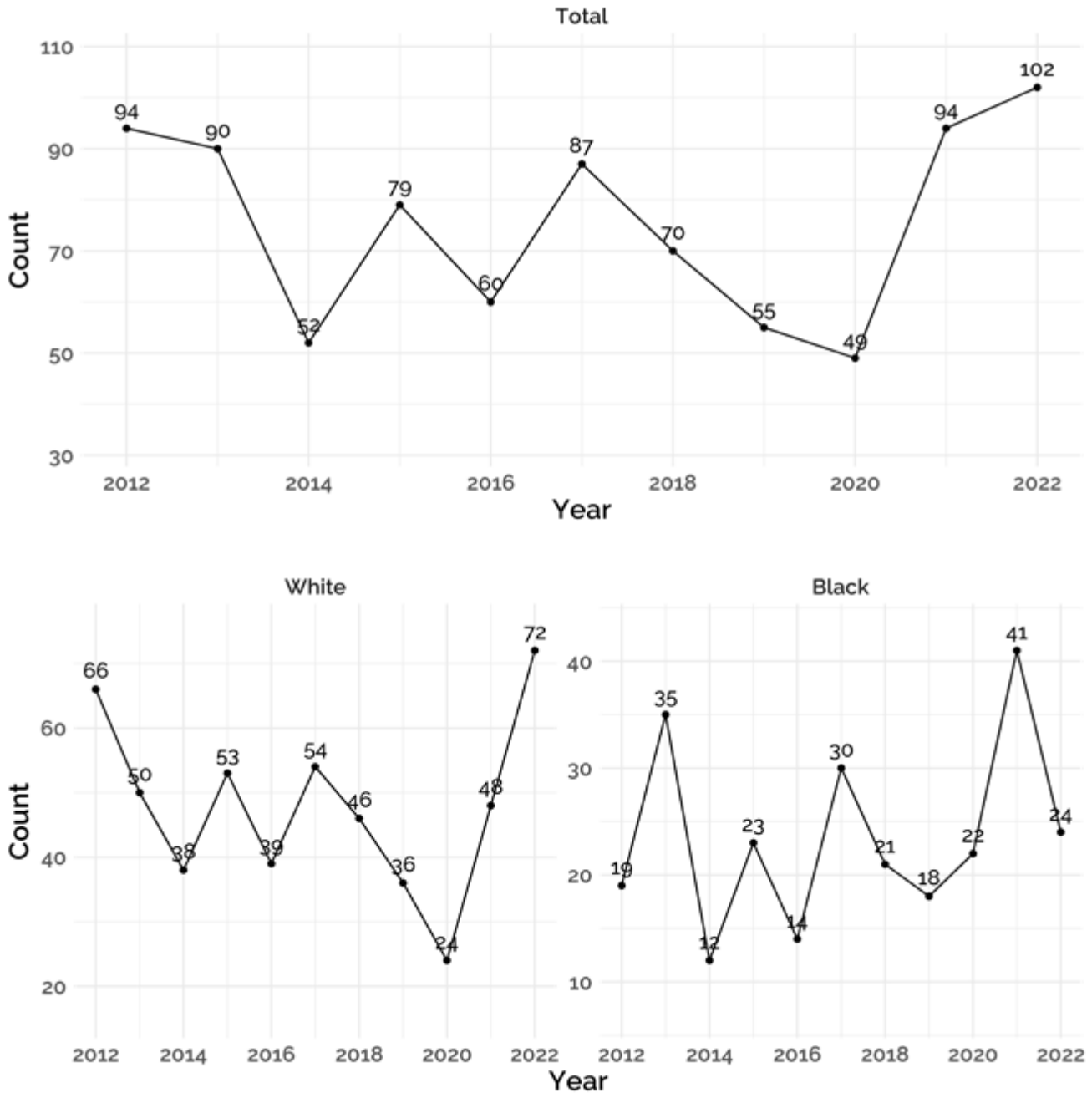
**Figure 17. Percent of uses of force by race compared with the percent of this race alone and this race and maybe another from Census and ACS data.**



Note that the vertical axis is different for each graph.

Figure 18 shows the number of times that a firearm was pointed or displayed for all uses of force, and by race, over time since 2012. A firearm was pointed or displayed in 104 uses of force in 2022, compared to 94 in 2021 and higher than any year for which data is available. A firearm was pointed or displayed in 72 uses of force on White subjects in 2022. A firearm was displayed or pointed in 24 uses of force on Black subjects in 2022. This is lower than the 41 uses of force on Black subjects in 2021 that involved displaying or pointing a firearm, but is similar to earlier years. There were no uses of force during which an officer displayed or pointed a firearm in 2022 on subjects who were Asian or Hispanic/Latino and 6 uses of force for which the subject's race was Other or Not Reported.

**Figure 18. Change over time of officers displaying or pointing a firearm as a use of force, and for White and Black subjects of force**



*Note that the vertical axis is different for each graph*

Table 20 shows the number and composition of uses of force by race, as well as the types of force used. Multiple types of force may have been used in the same incident, so percentages do not sum to 100%. In 2022, 96% of uses of force were on subjects who were either White or Black. Weaponless force, which includes empty hand controls or handcuff control techniques, was the most common type of force used for both White and Black subjects of force, with 49% of uses of force for White subjects and 55% of uses of force on Black subjects being weaponless. Firearm force, which includes both displaying and pointing a firearm, was the second most common type of force used, with 49% of uses of force on White subjects and 49% of uses of force on Black subjects involving a firearm. A firearm was fired during one use of force in 2022, which had a White subject of force. Other types of force, which in 2022 included the threat of Kg deployment and the use of a shield, were far less common.

**Table 20. Types of force used in 2022, by race**

	White		Black		Other/Not Reported		Hispanic/Latino		Asian	
	N	%	N	%	N	%	N	%	N	%
<b>Total Uses of Force</b>	150	-	49	-	6	-	2	-	1	-
<b>Weaponless</b>	74	49.3%	27	55.1%	1	17.7%	2	100%	1	100%
<b>Firearm (Displayed or Pointed)</b>	72	48.0%	24	49.0%	6	100%	0	0%	0	0%
<b>OC Spray</b>	12	8.0%	3	6.1%	1	17.7%	0	0%	0	0%
<b>Taser (Displayed or Used)</b>	8	5.3%	3	6.1%	1	17.7%	0	0%	1	100%
<b>Other Force</b>	2	1.3%	0	0%	0	0%	0	0%	0	0%
<b>Firearm Fired</b>	1	0.7%	0	0%	0	0%	0	0%	0	0%

*Percentages do not sum to 100% because of person-incident of a use of force may involve more than one type of force.*



Figure 19 shows the change over time in the percent of uses of force on White and Black subjects where a firearm was displayed or pointed. 2022 was the first year in the available data in which the percentage of uses of force where a firearm was displayed or pointed for White and Black subjects was similar.

**Figure 19. Change over time in the percent of uses of force where a firearm was pointed or displayed, for White and Black subjects of force**

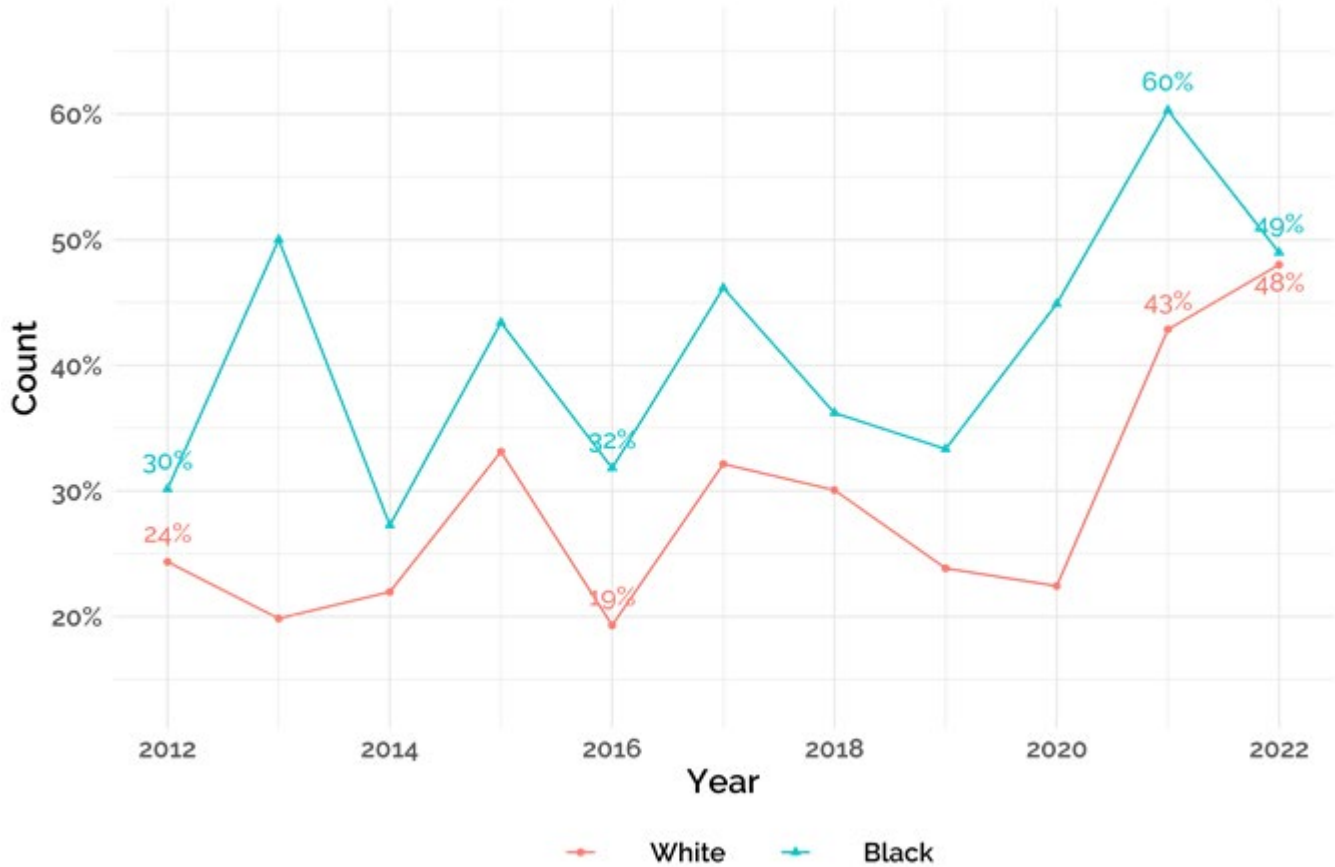


Table 21 shows the percentage of incidents in 2022 that occurred in neighborhoods of Burlington, as well as Outside Burlington, compared to the percentage of incidents where force was used that occurred in different areas. The majority of incidents outside Burlington occur at the airport, but may also be when the BPD assists another police agency. Force was used most commonly in the Downtown and Old North End neighborhoods, and a greater proportion of incidents with a use of force occurred in those neighborhoods than the proportion of total incidents in those neighborhoods. In 2022, while 29% of the total incident volume occurred in Downtown, 37% of incidents with at least one use of force occurred there. Similarly, while 23% of incidents in 2022 occurred in the Old North End, 26% of incidents with at least one use of force occurred there.

**Table 21. The number and percent of total incidents and incidents where force was used in areas of Burlington, including outside Burlington**

	Total Incidents		Uses of Force	
	Count	Percentage	Count	Percentage
Downtown	7,393	29.8%	58	37.4%
Old North End	5,845	23.6%	41	26.5%
South End	4,025	16%	24	15.5%
University Hill Section	4,499	18.1%	19	12.3%
New North End	2,014	8.1%	9	5.8%
Outside Burlington	1,029	4.1%	4	2.6%

Table 22 shows the numbers of uses of force in 2022, by neighborhood and the types of force used. In the Old North End and the University Hill Section, displaying or pointing a firearm was the most common type of force used; 63% of uses of force in the Old North End and 57% of uses of force in the University Hill Section involved displaying or pointing a firearm. However, in Downtown and the South End, weaponless force was the most common type of force used, with 64% of uses of force Downtown and 48% of uses of force in the South End involving weaponless force. In the New North End and Outside Burlington, weaponless force and displaying or pointing a firearm were used in equal numbers of uses of force within each area.

**Table 22. Types of force used in 2022, by neighborhood**

	Old North End		Downtown		South End		University Hill Section		New North End		Outside Burlington	
<b>Total Uses of Force</b>	73	-	69	-	29	-	21	-	11	-	5	-
<b>Weaponless</b>	29	39.7%	44	63.8%	14	48.3%	10	47.6%	6	54.5%	2	40.0%
<b>Firearm (Displayed or Pointed)</b>	46	63.0%	27	39.1%	9	31.0%	12	57.1%	6	54.5%	2	40.0%
<b>OC Spray</b>	2	2.7%	6	8.7%	5	17.2%	0	0%	0	0%	0	0%
<b>Taser (Displayed or Used)</b>	5	6.8%	3	4.3%	2	6.9%	0	0%	2	18.2%	1	20.0%
<b>Other Force</b>	2	2.7%	0	0%	0	0%	0	0%	0	0%	0	0%
<b>Firearm Fired</b>	1	1.4%	0	0%	0	0%	0	0%	0	0%	0	0%

*Percentages do not sum to 100% because one person-incident of a use of force may involve more than one type of force.*

Table 23 shows the injuries in person-incidents of uses of force, included self-inflicted injuries. 15% of White person-incidents involved a subject injury, and 18% of Black person-incidents involved a subject injury. No person-incidents that were Other Race/Not Reported or Hispanic/Latino involved an injury to a subject of force or an officer. While 100% of Asian uses of force had an injury to a subject or officer, this is only 1 person-incident. There was an officer injury in 7% of White person-incidents and 14% of Black person-incidents.

In 2020 and 2021, White subjects of force were more likely to be injured than Black subjects of force. In 2022, Black subjects were slightly more likely to be injured than White subjects. Overall, less than 20% of uses of force resulting in a subject injury is consistent with previous years. In 2022, officers were more likely to be injured during uses of force involving Black subjects.

**Table 23. Number and percent, by race, of person-incidents where force was used resulting in an injury to an officer or subject of force, in 2022**

	White		Black		Other/Not Reported		Hispanic/Latino		Asian	
<b>Total Uses of Force</b>	150	-	49	-	6	-	2	-	1	-
<b>Officer Injury</b>	11	7.3%	7	14.3%	0	0%	0	0%	1	100%
<b>Subject Injury</b>	23	15.3%	9	18.4%	0	0%	0	0%	1	100%

Table 24 shows the perceived mental status of subjects of force in 2022, by race. Note that the perceived mental status is indicated by an officer when entering data about the use of force, and is not the same as the incident type entered in Valcour. White and Black subjects of force in 2022 were perceived by officers to be experiencing a mental health crisis 34% and 37% of the time, respectively. Both groups were more likely to be perceived to be experiencing a mental health crisis than being perceived as under the influence of alcohol or other drugs.

In 2022, both the number and percentage of both White and Black subjects of force perceived to be having a mental health crisis was higher than in 2021. In 2021, 20 White subjects of force were perceived to be having a mental health crisis, which was 18% of White subjects of force. That year, 7 Black subjects of force were perceived to be having a mental health crisis, which was 10% of Black subjects of force.

**Table 24. The perceived mental status of subjects of force, by race, in 2022**

	White		Black		Other/Not Reported		Hispanic/Latino		Asian	
<b>Total Uses of Force</b>	150	-	49	-	6	-	2	-	1	-
<b>Alcohol</b>	28	18.7%	7	14.3%	0	0%	1	50.0%	0	0%
<b>Drugs</b>	20	13.3%	6	12.2%	1	16.7%	0	0%	0	0%
<b>Mental Health Crisis</b>	51	34.0%	18	36.7%	1	16.7%	1	50.0%	1	100%

Table 25 shows the types of resistance to force, by race, in 2022. In the majority of uses of force, both White and Black subjects were compliant. The most common resistance to force was Active Resistance, followed by Verbal Non-Compliance for both White and Black subjects of force. Black subjects of force were more likely to exhibit Active Resistance and Verbal Non-Compliance than White subjects of force.

The numbers of uses of force where a subject resisted was much lower in 2022 than in 2021. In 2021, 21.4% of White subjects of force and 27.9% of Black subjects of force were compliant, compared to 76% of White subjects of force and 67.3% of Black subjects of force in 2022.

**Table 25. Types of resistance to force, including compliance, by race, in 2022**

Type	White		Black		Other/Not Reported		Hispanic/Latino		Asian	
<b>Total Uses of Force</b>	150	100%	49	100%	6	100%	2	100%	1	100%
<b>Active Resistance</b>	27	18.0%	10	20.4%	0	0%	1	50%	0	0%
<b>Assaultive</b>	2	1.3%	0	0%	0	0%	0	0%	0	0%
<b>Compliant</b>	114	76.0%	33	67.3%	6	100%	1	50%	1	100%
<b>Deadly Force</b>	0	0%	0	0%	0	0%	0	0%	0	0%
<b>Passive Resistance</b>	1	0.7%	1	2.0%	0	0%	0	0%	0	0%
<b>Verbal Non-Compliance</b>	4	2.7%	3	6.1%	0	0%	0	0%	0	0%
<b>Psychological Intimidation</b>	2	1.3%	1	2.0%	0	0%	0	0%	0	0%

Figure 20 shows the percent of incident types where force was used during the years 2012 – 2022 counting all uses of force. Assault – Aggravated was the incident type where force was most often used during this time period. Only the 20 incident types with the highest rates of use of force and incident types with at least 100 occurrences during the time period are displayed.

**Figure 20. Percent of incident types where force was used for 2012-2022**

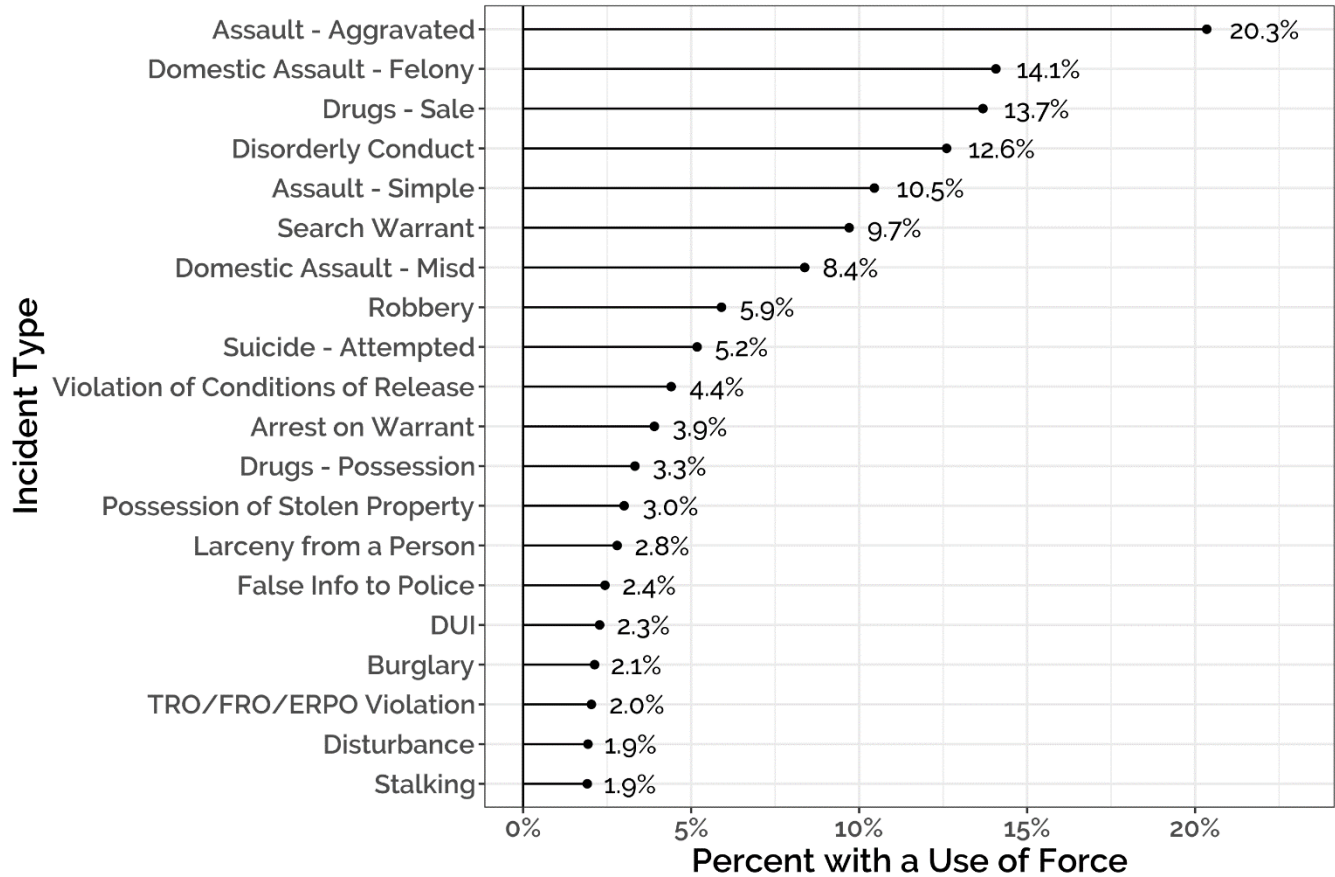


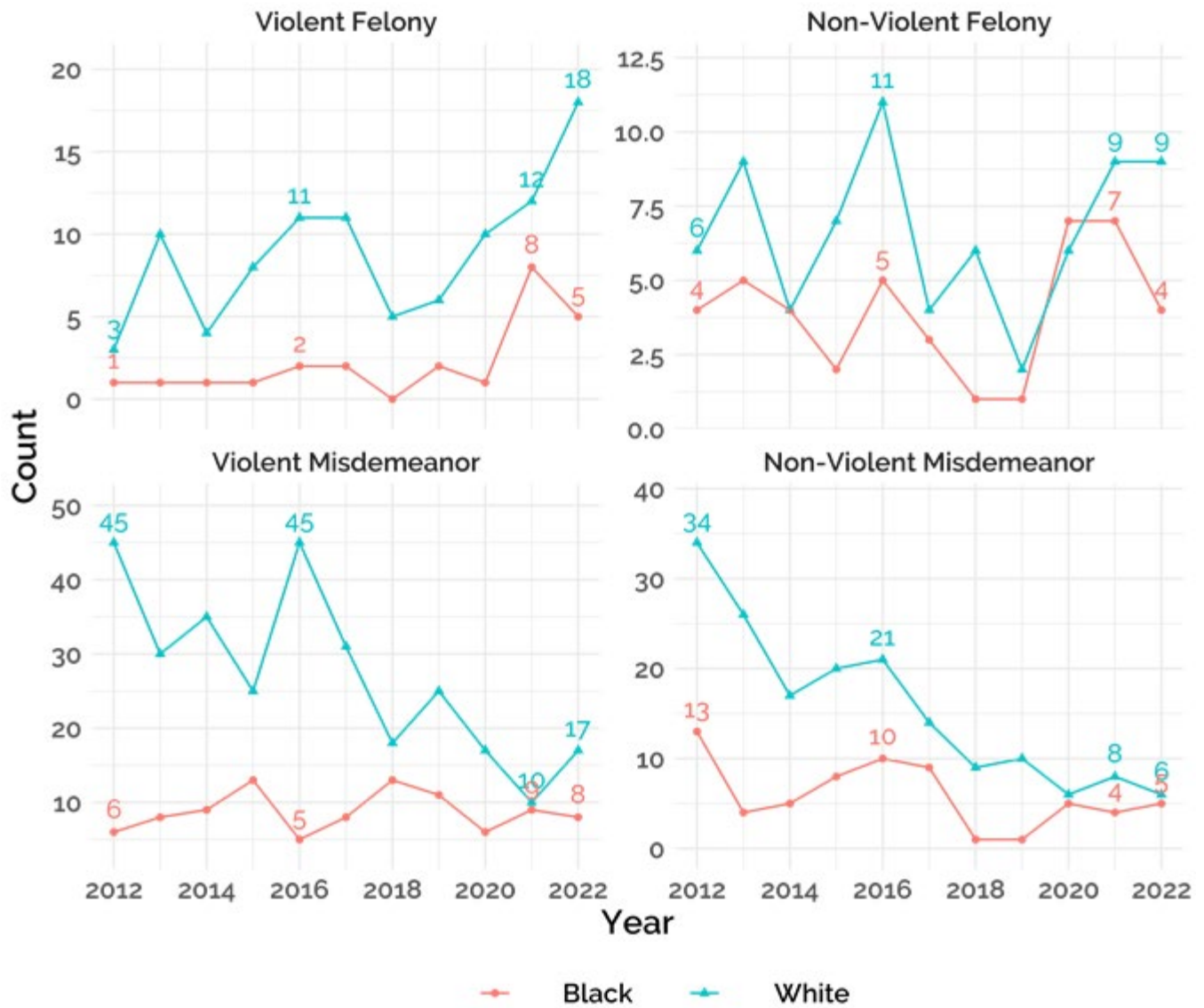
Table 26 shows the number and percent of arrests for different severities of offenses for White and Black arrestees in 2022 for all uses of force. Use of force was more often used for White arrestees being arrested for Violent Felonies (VF) compared to Black arrestees being arrested for Violent Felonies. However, use of force was more often used on Black arrestees being arrested for Non-Violent Felonies (NVF) and Violent Misdemeanors (VM) than for White arrestees being arrested for those severities of offenses. These patterns were true whether uses of force that involved a firearm being displayed or pointed was excluded or not.

**Table 26. Percent of arrests in 2022 that had a use of force, by race and severity**

	White			Black		
	Total Arrests	Use of Force		Total Arrests	Use of Force	
	N	N	%	N	N	%
<b>Violent Felony</b>	79	20	25.3%	30	6	20.0%
<b>Non-Violent Felony</b>	121	15	12.4%	32	10	31.3%
<b>Violent Misdemeanor</b>	154	11	7.1%	36	7	19.4%
<b>Non-Violent Misdemeanor</b>	233	17	7.3%	75	6	8.0%

Figure 21 shows the number of times force was used in arrests for different severities of offenses for White and Black arrestees over time from 2012 – 2022. The number of arrests for Violent Felonies where force was used has increased for both White and Black arrestees since 2019. Since 2012, the number of arrests for both Violent and Non-Violent Misdemeanors for White arrestees has decreased.

**Figure 21. The number of arrests for Violent Felonies, Non-Violent Felonies, Violent Misdemeanors, and Non-Violent Misdemeanors where force was used for White and Black arrestees over the time period of 2012 – 2022.**



Note that the vertical axis is different for each graph