Glendale Arrests: Prevalence, Racial Disparities, and Implications

ANALYSIS OF ARRESTS FROM 2011 TO 2019 IN GLENDALE, CA

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Executive Summary:

1. Glendale's arrest rate has not changed since 2011, despite changes in state policy and local policing practices. During the same time period, the Los Angeles Police Department reduced arrests by 46%. As a result, Glendale now conducts twice as many arrests per resident as does Los Angeles.

2. While Blacks make up fewer than 2% of Glendale's residents and 4% of its workers, 8% of arrestees are Black. As a result, Black people in Glendale face 2 to 4 times the rate of arrest as do people of other races.

3. Though Glendale has maintained its rate of overall arrests, felony arrests have declined considerably. 16% of arrests resulted in felony charges in 2019, compared to 27% in 2011.

4. Differences between Glendale and Los Angeles are particularly striking for nonviolent drug offenses that were reduced to misdemeanors by California Prop. 47. Relative to 2011, Los Angeles arrests half as many people for these offenses, while Glendale arrests more than twice as many people for these offenses.

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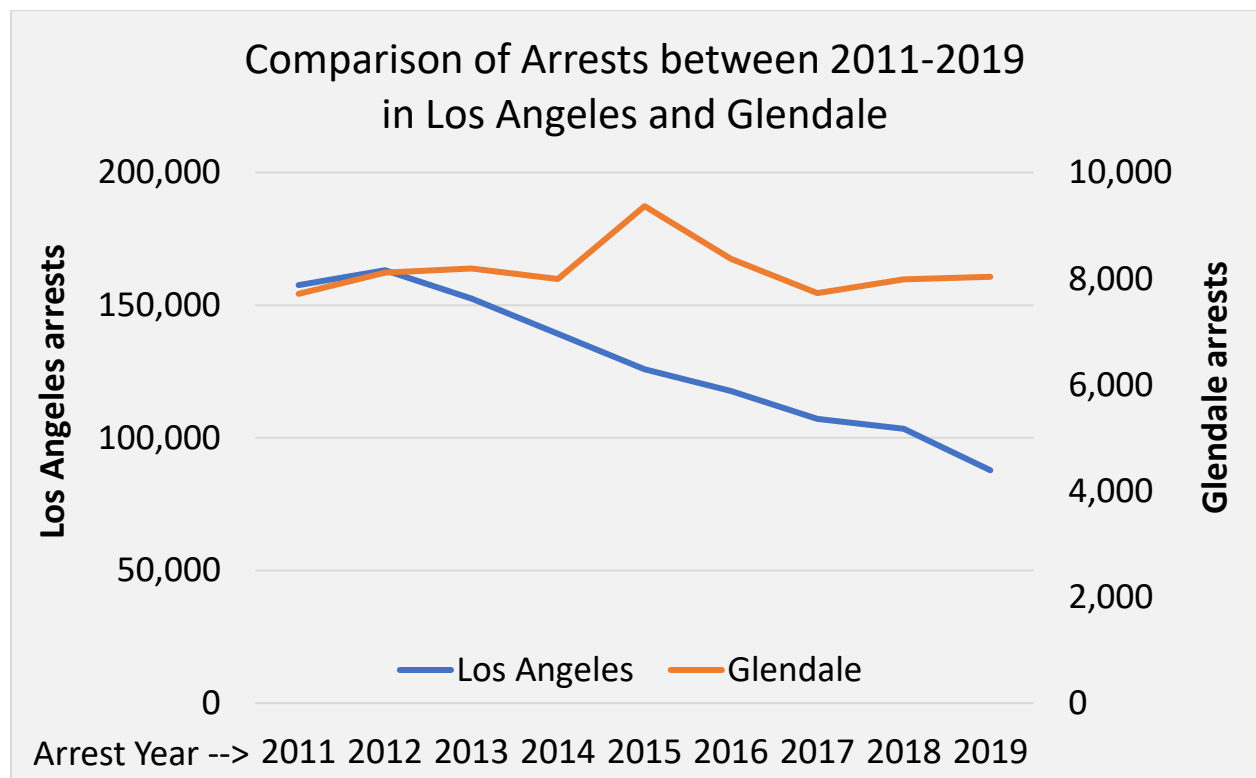
SECTION 1: ARREST TRENDS IN GLENDALE

<u>Key Takeaways</u>
- Glendale PD has made about 8,000 arrests per year from 2011 to 2019.
- Glendale's arrest trends have stayed the same, while neighboring Los Angeles' have decreased by almost half from 2011 to 2019.
- Drug crimes and traffic violations are the most common arrests in Glendale.
- Glendale's main arrest charges have not shifted much over time, while Los Angeles has reduced arrests in Drug, Property, and All Other charges.

This report documents trends in arrest data for the city of Glendale, CA and makes comparisons to publicly available arrest data from Los Angeles, CA. While Los Angeles is a much larger city, its proximity and relative data availability makes it a useful comparison point for Glendale. Other comparable cities in Los Angeles County or elsewhere do not make their arrests data public.

Glendale Police Department (GPD) makes on average 8,000 arrests per year. Figure 1 shows that this has remained stable from 2011 to 2019, the years for which full data is available. In contrast, the Los Angeles Police Department (LAPD) made about 160,000 arrests in 2011 and 2012, but by 2019 this declined to below 90,000, a 46% drop from their 2012 peak.

Figure 1. Comparison of Arrests between 2011 and 2019 in Los Angeles and Glendale
Source: Los Angeles City Open Data, Glendale Police Department public records request

This long and sustained decline was not due to differential population growth. Both Glendale's and Los Angeles' population increased by about 4% from 2011 to 2019. However, arrests per capita in Glendale remained at 42 arrests / 1000 people throughout the time period, while in Los Angeles, it decreased from 41 to 22 arrests / 1000 people.

Arrests are coded with different charges codes corresponding to federal, state, and local statutes. There are hundreds of different charge codes – this report groups them into seven broad categories, in line with previous categorization schemes: Violent Crimes against Persons, Crimes against Property, Drug and Societal Crimes, Traffic Violations, All Other Offenses, Uncommon Charges, and Municipal Code Charges.[1]

Glendale arrests most often for Drug and Societal Crimes, followed by Traffic Violations, then by Property Crimes. Los Angeles arrests most often for Drug and Societal Crimes and for All Other Charges.

Arrest category trends vary over time across both cities. Figure 2 shows that Glendale has seen a slight increase in arrests for Drug and Societal Crimes, but a slight decrease in Traffic Violation arrests from 2011 to 2019. Los Angeles has seen large decreases in Drug and Societal Crimes and All Other Charges and smaller decreases in Property Crimes and Municipal Code Charges. These declines follow the large overall arrest decline in Los Angeles noted in Figure 1.

Figure 2. Comparison of Arrests between 2011 and 2019 in Los Angeles and Glendale
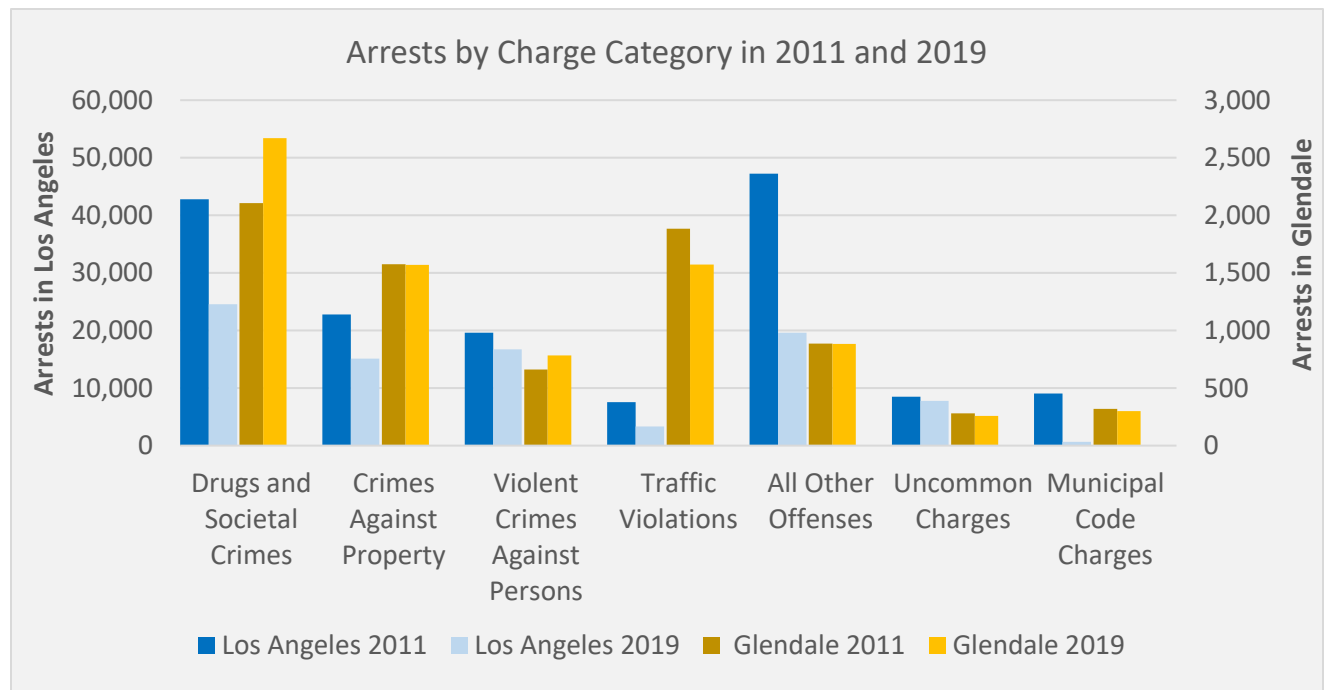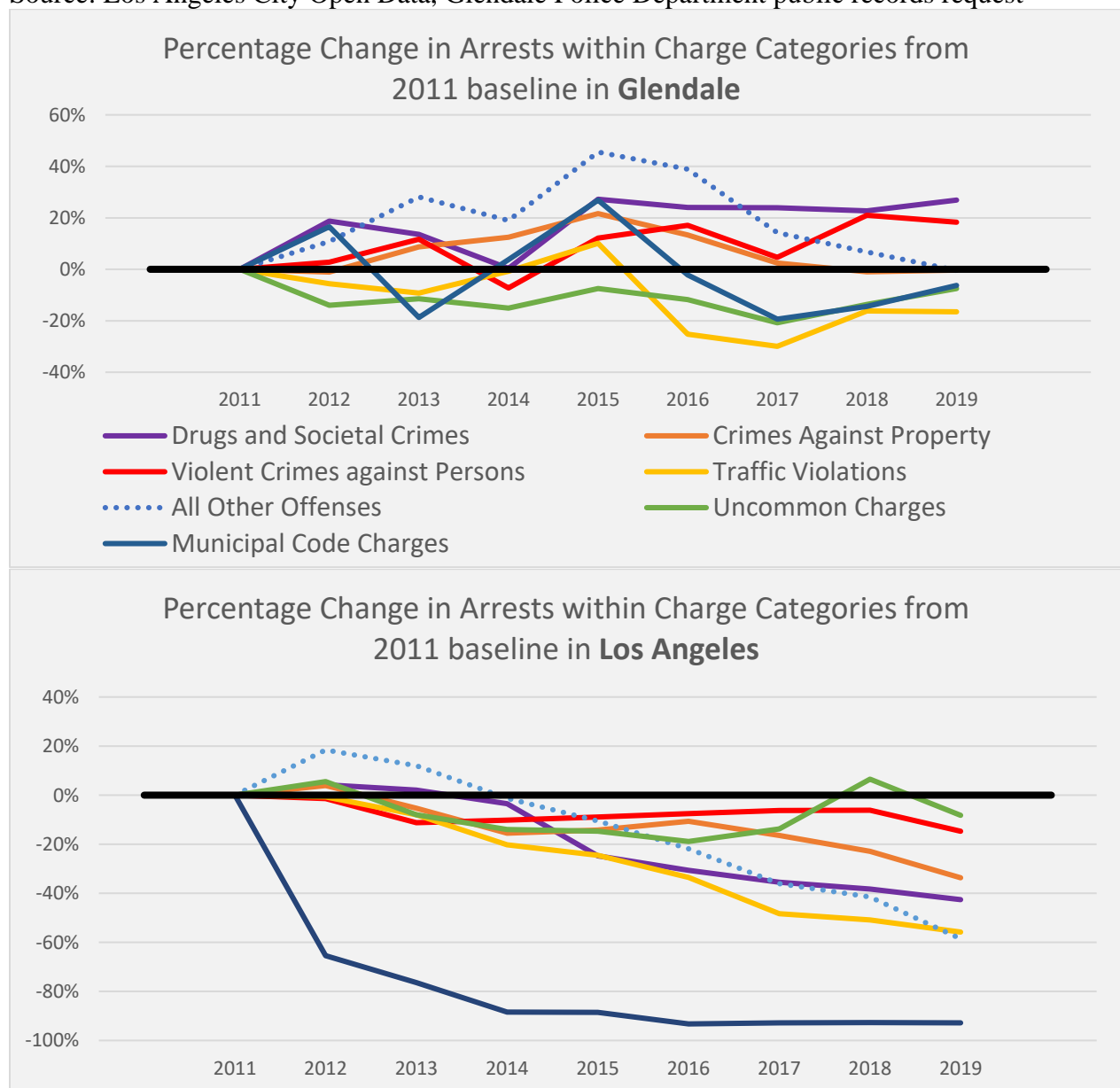Source: Los Angeles City Open Data, Glendale Police Department public records request

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[1] Uncommon Charges are those with fewer than 20 arrests in the Glendale dataset and fewer than 325 arrests in the Los Angeles dataset. Municipal Code Charges are arrests related to municipal statutes. All Other Charges are those that do not fit into any other categories. See Appendix for more information.

The variation in charge category over time may reflect shifting enforcement priorities in Los Angeles and Glendale. Figure 3 highlights arrest trends over time in both cities, showing changes in arrests by category throughout the decade relative to 2011. Glendale has steadily decreased arrests for Traffic Violations and Uncommon Charges while generally increasing Drug Charge arrests. Los Angeles' general decline in arrests has been smooth and steady in each category, with the exception of Municipal Code charges and Violent Crimes. LAPD has virtually stopped arresting for Municipal Code Charges (unlike Glendale). Violent Crime charges remain at their proportional level throughout the decade in Los Angeles.

Figure 3. Percent Change in Arrests within Charge Categories from a 2011 baseline in Glendale and Los Angeles
Source: Los Angeles City Open Data, Glendale Police Department public records request

SECTION 2: DEMOGRAPHICS OF GLENDALE ARRESTS

Key Takeaways
- Blacks account for 8% of arrests but 2% of Glendale's population. There are 4 times as many Black arrestees as Black residents.
- Hispanics account for 42% of arrests but 18% of Glendale's population. There are 2.3 times as many Hispanic arrestees as Hispanic residents.
- In Los Angeles, there are 3.2 times as many Black arrestees as Black residents, despite a larger Black population proportion.
- Blacks are overrepresented in Glendale's Property crime arrests.
- In Traffic Violations, Hispanics are overrepresented, Whites underrepresented.
- The share of young (18-24 years old) arrestees has generally decreased in Glendale and nationwide; though, Glendale's share of 18-24 year old Black arrestees has stayed constant since 2011.
- About 20% of Glendale's arrestees are female. This figure has remained stable in Glendale, while nationally the share of female arrestees has trended up.

Glendale is a large, inner-ring suburb of Los Angeles, with a population of about 200,000. Glendale's population has increased by about 4% over the past decade, in line with the City of Los Angeles. The median household income in 2019 was $66,130, approximately equal to that of Los Angeles County and slightly above the city of Los Angeles. 13.5% of the population lives under the federal poverty line, the same as for Los Angeles County, but below Los Angeles city. Glendale has slightly more people over age 65 than either Los Angeles City or County, but slightly fewer people below age 18. Glendale's demographics have been stable over the course of the past decade.

Glendale's residential population is about 60% White, 18% Hispanic, 16% Asian / Pacific Islander (API), and 2% Black (Figure 4). This breakdown has stayed relatively constant across the 2010s decade. Glendale's population demographics are similar to those of neighboring suburbs of Burbank and Pasadena, though Pasadena has a higher proportion of Hispanic and Black residents.

Glendale is also an employment hub, meaning that a large number of people present in Glendale on a regular basis are not residents. However, the racial demographics of Glendale's workforce are similar to that of its residents (Figure 4). Glendale's daytime working population is 57% White, 21% Hispanic, 14% Asian and 4% Black. Burbank and Pasadena, also employment hubs, show similar patterns.
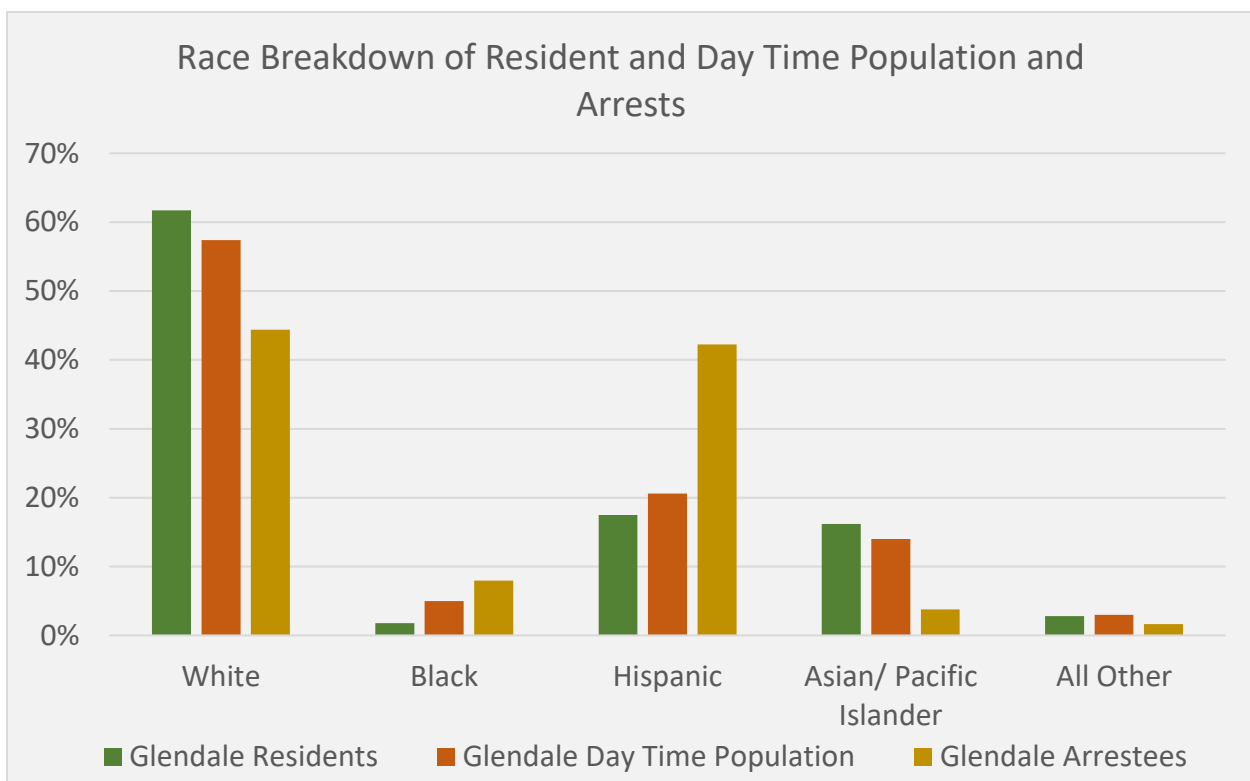
The racial breakdown of Glendale's arrestees differs substantially from that of its resident and working population (Figure 4). While Blacks represent less than 2% of the resident population and less than 5% of the workplace population, they make up almost 8% of the arrestees. In other words, Black arrestees are overrepresented by a factor of 4 relative to the resident population,

and by a factor of 2 relative to the workplace populace. In comparison, Los Angeles city as a whole has a slightly larger Black resident population at 9%, with Blacks representing 29% of arrestees, or 3.2 times the resident population. This is slightly lower, but comparable, to the overrepresentation of Blacks among arrestees in Glendale.

A similar disparity is visible among Hispanics (Figure 4). Hispanics represent less than 18% of the resident population, and 28% of the daytime population, but 42% of arrestees. Thus, Hispanics arrestees overrepresented by a factor of 2.3 relative to the resident population, and 1.5 relative to the workplace population.

Figure 4. Demographics Comparison for Resident and Daytime Population and Arrests by Race in Glendale (average of 2010-2019 data)
Source: American Community Survey, Longitudinal Employee Household Database, Glendale Police Department public records request

One unique feature of Glendale is its large and well-established Armenian community. Based on estimates of self-reported ancestry in the American Community Survey, about 30% of Glendale residents describe themselves as Armenian-born or of Armenian descent. Because most Armenians describe themselves as "White" or "Other" in the census, this suggests that approximately half of Glendale's White residents are of Armenian descent.[2] Analysis of last names from GPD's arrest data reveals that approximately 18% of arrestees have traditionally Armenian last names.[3] This translates to an average of about 0.6 arrests per capita for

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[2] American Community Survey 1-year average estimates for Glendale, CA from 2010 – 2018
[3] This is likely a lower bound, since last name analysis would not categorize Armenians who changed last names to non-Armenian spelling last names for reasons of marriage, for example.

Armenians, compared to 4.0 for Blacks, 2.3 for Hispanics, and 1.0 for non-Armenian Whites. While analysis of last names may underestimate the number of arrestees of Armenian descent, this suggests that Armenians do not face disproportionate rates of arrest in Glendale.

Further categorization by race and charge category reveals a few notable patterns. Figure 5 shows arrests categorized by charge type and race, with the bottom row representing each race's proportion of all arrests over the whole time period. The table highlights three cells with large deviations by race relative to their overall arrest proportion. First, while Blacks are overrepresented in all arrest categories, they are particularly overrepresented for property crime, making up 13% of all Property crime arrests. Additionally, Hispanics are relatively overrepresented in Traffic Violations: 56% versus 42% of all arrests. Whites are underrepresented in Traffic Violations: 18% versus 27% of all arrests.

While these deviations do not on their own signify racial bias, they form a basis for further exploration of charge codes by race, disposition (felony versus misdemeanor), and status (book versus cite) in the next section.

Figure 5. Glendale Arrests by Charge Category[4] by Race (2011-2019 data)
Source: Glendale Police Department public records request

Race Proportions by Charge Category	Hispanic	White (Non-Armenian)	Armenian	Black	AAPI	Other	All Races
Drugs and Societal Crimes	36%	32%	21%	5%	5%	1%	100%
Crimes Against Property	39%	23%	19%	13%	5%	1%	100%
Violent Crimes against Persons	38%	28%	19%	9%	5%	2%	100%
Traffic Violations	56%	18%	15%	7%	3%	3%	100%
All Other Offenses	45%	32%	12%	8%	2%	1%	100%
Uncommon Charges	38%	26%	21%	9%	4%	1%	100%
Municipal Code Charges	40%	33%	15%	8%	4%	1%	100%
Arrests for All Charges	**42%**	**27%**	**18%**	**8%**	**4%**	**1%**	**100%**

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[4] This report categorizes arrests into seven charge categories. These categories were developed in accordance with the National Incident-Based Reporting System, NIBRS. (See City and County of Denver. "NIBRS Crime Types." https://www.denvergov.org/media/gis/DataCatalog/crime/pdf/NIBRS_Crime_Types.pdf.)
Additional information was obtained from the official California Legislative Information website (https://leginfo.legislature.ca.gov/faces/home.xhtml), a charge code list utilized by law enforcement in Los Angeles County (http://jaireports.co.la.ca.us/jairpts/jaichrg.html), and descriptions provided in Los Angeles City's Open Portal Arrests Data (https://data.lacity.org/Public-Safety/Arrest-Data-from-2010-to-2019/yru6-6re4).
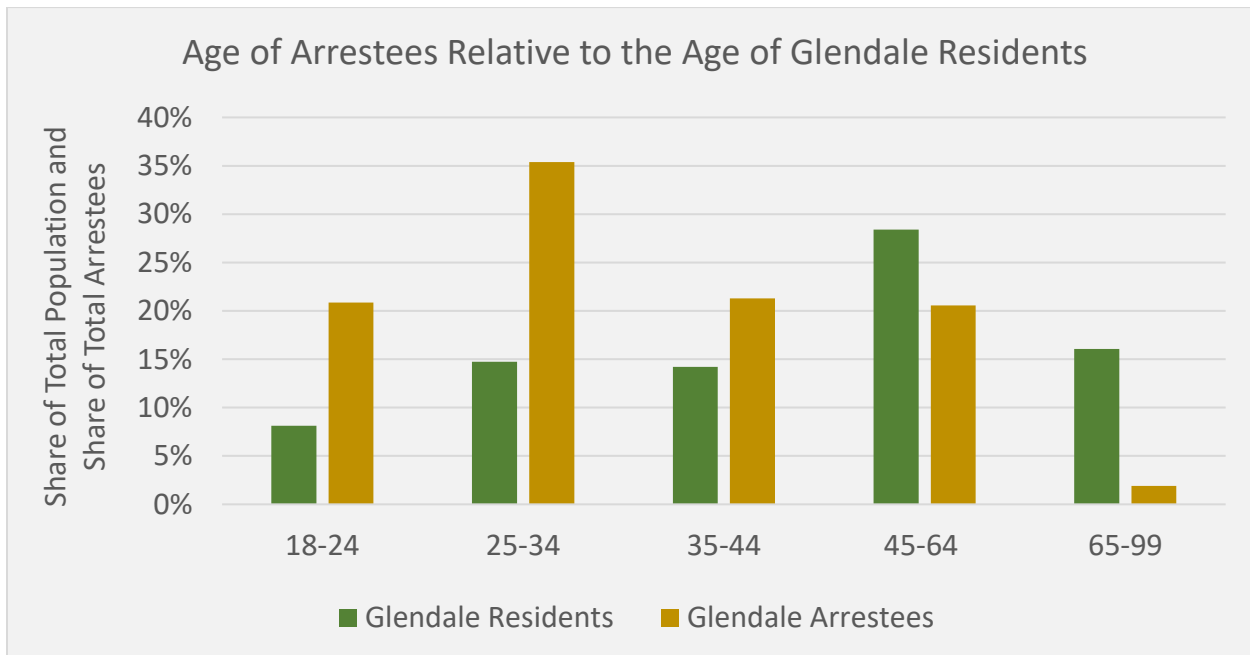
Age and Gender of Glendale's Arrestees

Most arrestees in Glendale are young: more than 50% of arrestees are under the age of 35 (Figure 6). However, in keeping with Glendale's relatively older population, 25-34 year-olds make up a larger share of arrests than do 18-24 year-olds. 25-34 year-olds make up 35% of all arrestees while 18-24 year-olds make up 21% of all arrestees (Figure 6). Over the past decade, the proportion of arrestees aged 18-24 has fallen steadily from 27% in 2011 to 15% in 2019. This follows a national trend of falling arrest rates for this age group.[5] However, for Glendale's Black arrestees, the proportion aged 18-24 has not fallen at the same rate as other race groups.

By charge category, those aged 18-24, are more likely to be arrested for property crimes (27% vs. 21% for any charge), while those aged 45-64 are more likely to be arrested for municipal code charges (36% vs. 21% for any charge) or all other offenses (32% vs. 21% for any charge). Hispanics aged 18-24 are more likely to be arrested for violent crimes (27% vs. 20% of any race).

Figure 6. Age Comparison for Glendale Residents and Arrestees (average of 2010-2019)
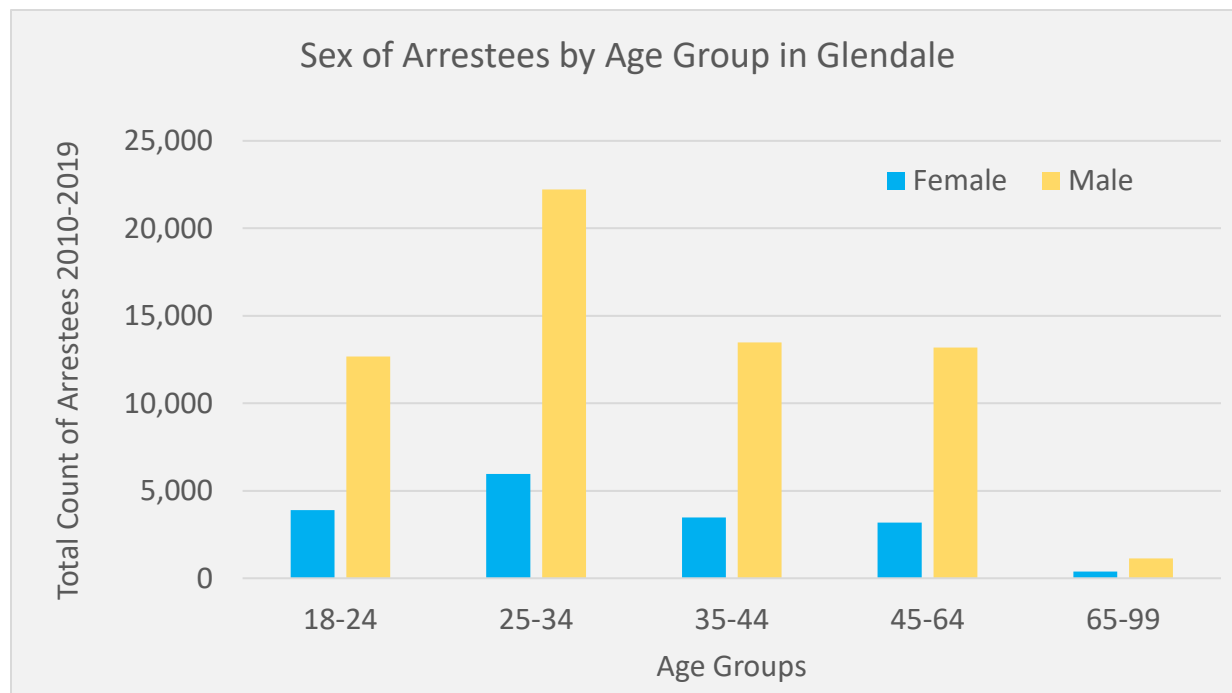Source: American Community Survey, Glendale Police Department public records request

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[5] Vera Institute. "Arrest Trends Demographics". https://arresttrends.vera.org/demographics

Approximately 4 in 5 arrestees in Glendale are men and this is true across age groups (Figure 7), which is similar to national levels. At the same time, the female arrestee share has trended upward over the past four decades nationally, but in Glendale, it has remained stable since 2010.[6]

There are few notable differences by gender when analyzing Glendale arrestees by race, charge category, and disposition, both on average and over time. The share of black female arrestees has increased slightly as a proportion of all black arrestees since 2015, from about 23% to about 27%. By charge category, females are more likely to be arrested for property crimes (36% vs 21% for any charge) and less likely to be arrested for All Other (13% vs 21% for any charge) and Municipal Code Charges (11% vs 21% for any charge). However, the share of female arrests in property crimes has decreased steadily over the 2010s and this is true in every race category as well. It is not clear what is driving the shift toward fewer female property crime arrests. Females are less likely than males to receive a felony charge for property crimes and traffic violations.

Figure 7. Gender Comparison by Age Group for Glendale Arrestees (average of 2010-2019)
Source: Glendale Police Department public records request

SECTION 3: COMMON GLENDALE ARREST CHARGES

Key Takeaways:
- The top 25 charges make up 2/3 of all Glendale arrests from 2010-19.
- The most common reasons for arrest in Glendale are DUIs, drug possession, driving without a valid or with a suspended license, and drunkenness.
- Overrepresentation of Black arrestees varies dramatically by charge. 4% of drug possession and public drunkenness arrestees are Black, compared to 20% of credit card fraud and 16% of shoplifting and burglary arrestees.
- Arrests for noncompliance with the justice system disproportionately target Black arrestees. 12% of resisting an officer arrests and 17% of failure to appear in court arrests target Black arrestees.

This section reports the five most common charges in each arrest category over the period with available data (2010-2019). The tables below show the total number of arrestees by charge, the proportion of that charge by category, and the percentage of Black arrestees with this charge. Together, these 25 charge categories account for two thirds of all arrests in Glendale.

The tables also show the percentage of Black arrestees for each of the 25 charges. While Black arrestees are overrepresented relative to their population for all charge categories, the degree of Black overrepresentation varies considerably by charge. *For reference, under 2% of Glendale residents are Black, and nearly 8% of Glendale arrestees are Black.*

Half of arrests for drug and societal crimes are for possession of drugs and drug paraphernalia. A quarter of arrests are for driving under the influence of drugs and alcohol. Notably, while Black arrestees are overrepresented in these arrests relative to their share of Glendale residents, the Black share of arrests is well below average for all top drug possession charges.

Low level crimes make up half of all property crime arrests: theft (32%), identity theft and credit card fraud (11%), and shoplifting (6%). Shoplifting and use of stolen credit cards target Black arrestees at very high rates: one fifth of credit card arrests target Black arrestees, as do one sixth of shoplifting arrests. An additional 14% of property crime arrests target burglary. Burglary arrestees are also disproportionately Black: one sixth of arrestees for burglary were Black.

Approximately one third of violent crime arrests target intimate partner violence. 8% of arrestees for these charges are Black—in line with the average for all arrests. The next most common violent crime arrest targets resisting police officers. 12% of those arrested for resisting an officer are Black: 50% higher than the Black share of total arrests and six times higher than the Black share of Glendale's population. Assault with a deadly weapon rounds out the top five, and Blacks are slightly underrepresented relative to their overall arrest rate.

Approximately three in four arrests for traffic violations target driving with no license or with a suspended license. Black arrestees are highly overrepresented among those arrested for driving with a suspended license, making up 11% of arrests.

Half of arrests for other offenses target drunk and disorderly conduct. An additional 30% of arrests target violations of court orders, with failure to appear in court after a written promise being the most common charge. A large share of charges for failing to appear in court target Black arrestees: Black arrestees make up 17% of those arrested for failing to appear in court, 10% of those arrested for failing to post bail, and 15% of those arrested for failing to appear in court after a moving traffic violation.

Figures 8a-e. Most Frequency Charges for Glendale Arrestees by Charge Category from 2010 to 2019
Source: Glendale Police Department public records request

DRUG AND SOCIETAL CRIMES Category

Top 5 Charges	Charge Description	Arrestee Count	Share of Category	% who are Black w/ this Charge
23152(A)VC/23152(B)VC	Driving Under Influence of Alcohol	6337	26%	8%
11377(A)HS	Attempt Felony Possession of a Controlled Substance	5075	21%	4%
11364HS/11364.1AHS	Possession of Controlled Substance Paraphernalia	3345	14%	6%
11350(A)HS	Possession of Narcotic Controlled Substance	3142	13%	3%
11351HS	Possession or Purchase for Sale of Narcotics or Controlled Substances	1393	6%	5%

PROPERTY CRIMES Category

Top 5 Charges	Charge Description	Arrestee Count	Share of Category	% who are Black w/ this Charge
484(A)PC	Theft of Personal Property/Over/Under $400/Larceny	3853	24%	10%
459PC	Burglary	2203	14%	16%
530.5(A)PC	Identity Theft: Get Credit/Etc. Other's Id/Fraud/Embezzlement	1737	11%	20%
484(A)/488PC	Petty Theft	1223	8%	8%
459.5PC	Shoplifting	929	6%	16%

VIOLENT CRIMES AGAINST PERSONS Category

Top 5 Charges	Charge Description	Arrestee Count	Share of Category	% who are Black w/ this Charge
243(E)(1)PC	Battery Ex-Spouse/Fiancé/Person W/Dating (Other Assaults)	1327	19%	7%
273.5(A)PC	Inflict Corporal Injury on Spouse/Cohabitant (Aggravated Assault)	1095	15%	8%
148(A)(1)PC	Resisting Officer (Other Assaults)	914	13%	12%
242PC	Battery (Other Assaults)	646	9%	9%
245(A)(1)PC	Assault with a Deadly Weapon/Great Bodily Injury (Aggravated Assault)	615	9%	7%

TRAFFIC VIOLATIONS Category

Top 5 Charges	Charge Description	Arrestee Count	Share of Category	% who are Black w/ this Charge
12500(A)VC	Drive Without License (Moving Traffic Violations)	7146	43%	4%
14601.1AVC	Drive While License Suspended (Moving Traffic Violations)	5347	32%	11%
4462.5VC	Avoid Registration Compliance	465	3%	7%
23103(A)VC	Reckless Driving (Moving Traffic Violations)	424	3%	3%
40508(A)VC	Moving Traffic Violations/Failure to Appear	404	2%	15%

ALL OTHER OFFENSES Category

Top 5 Charges	Charge Description	Arrestee Count	Share of Category	% who are Black w/ this Charge
647(F)PC	Disorderly Conduct: Drunk/Drunkenness	5148	51%	4%
853.7PC	Fail to Appear After Written Promise	1743	17%	17%
273.6(A)PC	Violate Court Order Prevent Domestic Violence/Against Family/Child	386	4%	5%
853.8PC	Fail to Appear/Post Bail/Pay Fine	372	4%	10%
166(A)(4)PC	Contempt of Court - Disobey Court Order	365	4%	4%

SECTION 4: TRENDS IN ARREST DISPOSITION AND STATUS BY RACE

> Key Takeaways
> - Glendale's rate of arrest has not changed since 2011, but the severity of arrests has decreased dramatically.
> - Only 16% of Glendale arrests were for felonies in 2019, compared to 27% in 2011.
> - 42% of drug and societal crime arrests resulted in misdemeanor citations in 2019, compared to 10% in 2011.
> - Black arrestees more likely to be charged with felonies for drug/societal and property crimes, and more likely to be booked in traffic arrests.
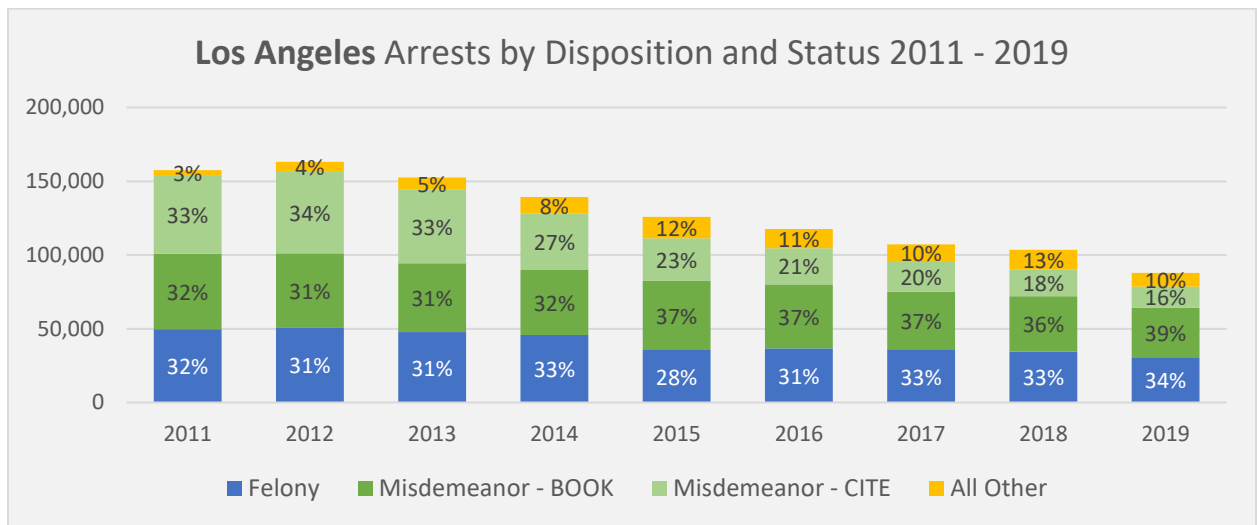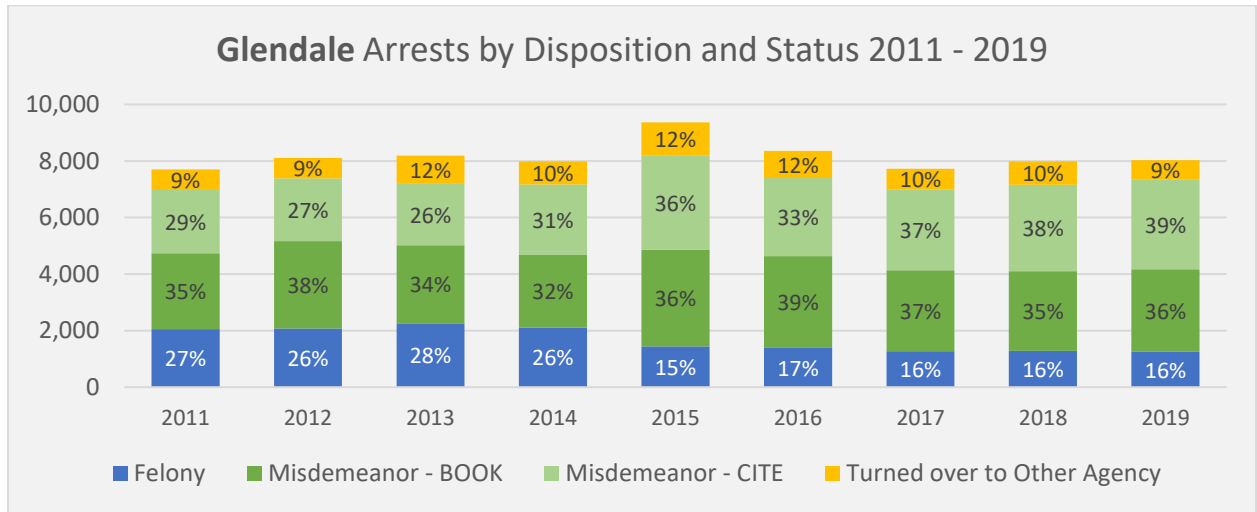
Arrests are further categorized on the basis of their disposition—whether the arrestee was charged with a felony, a misdemeanor, or another charge type—and their status—whether the arrestee was released with a citation or booked. These distinctions reflect decisions made by arresting officers, guidance by local prosecutors, and state and federal law. Arrest disposition and status affect arrestees during the time of arrest, in court, upon sentencing, during incarceration (if any), and after release. Felonies are more serious offenses than misdemeanors and tend to result in longer sentences and more significant restrictions post release. Likewise, an arrest that results in a booking is more serious than an arrest that results in a citation. Because nearly all felony arrests lead to a booking (99% of Glendale's and Los Angeles' arrests in the 2010s), arrests can be thought of in three levels of severity: felonies, misdemeanors resulting in a booking, and misdemeanors resulting in a citation.

While Glendale has kept arrest numbers consistent over the past ten years, arrest dispositions have skewed toward misdemeanor charges and away from felony charges (Figure 9). Much of the growth in misdemeanors has been in citations and not in bookings. This contrasts with Los Angeles, where overall arrests have decreased, but where felonies have increased as a proportion of all arrests (Figure 9). Moreover, misdemeanor arrests in Glendale have become more likely to result in citation, rather than booking.

Broadly speaking, GPD has either chosen to make more arrests for less serious crimes and has thus given more citations, GPD has chosen less severe charges where they have had a choice between giving a felony or a misdemeanor, and/or GPD has chosen to issue citations, rather than bookings, for less severe offenses. It is notable also that Glendale turns over about 10% of arrestees to other agencies. In contrast, LAPD made fewer than half as many misdemeanor arrests in 2019 as in 2011, while making 2/3 as many felony arrests. As a consequence, an increasing share of Los Angeles arrests result in felony charges (Figure 9).

Figure 9. Glendale and Los Angeles Arrests by Disposition and Status 2011 – 2019
percentages represent proportion of that year's arrests
Source: Los Angeles City Open Data, Glendale Police Department public records request

Glendale Arrests by Disposition and Status 2011 - 2019

Legend: ■ Felony ■ Misdemeanor - BOOK ■ Misdemeanor - CITE ■ Turned over to Other Agency

Los Angeles Arrests by Disposition and Status 2011 - 2019

Legend: ■ Felony ■ Misdemeanor - BOOK ■ Misdemeanor - CITE ■ All Other

Glendale's trend toward lower severity charges holds true for the four most common charge categories: violent crimes, property crimes, drug crimes, and traffic violations (Figure 10). In each case, the proportion of felonies has decreased since 2011, while the proportion of misdemeanors has increased. Within misdemeanors, citations have increased for drug crimes and traffic violations. In comparison, Los Angeles has also seen a shift away from drug crime felonies and toward misdemeanor bookings and citations (Figure 10). However, Los Angeles has slightly increased its proportion of felony arrests for violent crimes, property crimes, and traffic violations due to reductions in misdemeanor arrests.

These trends again indicate that GPD has tended toward less severity in arrests across all charge categories while keeping the number of arrests constant, while LAPD has shifted toward fewer but tougher arrest dispositions. The trends in drug charges relate to state law changes and will be further discussed in the next section.

Figure 10. Glendale and Los Angeles Arrests by Charge Category, Disposition, and Status
numbers represent total arrests in that category in that year, percentages represent proportion of that category's arrests by disposition and status in that year.
Source: Los Angeles City Open Data, Glendale Police Department public records request

	Glendale			Los Angeles	
	2011	**2019**		**2011**	**2019**
Drugs and Societal Crimes	**2,105**	**2,670**		**41,970**	**24,043**
Felony	37%	10%		43%	23%
Misdemeanor - BOOK	44%	42%		47%	57%
Misdemeanor - CITE	9%	42%		10%	19%
Turned over to Other Agency	10%	6%		0%	1%
Violent Crimes against Persons	**662**	**783**		**19,603**	**16,646**
Felony	48%	34%		55%	62%
Misdemeanor - BOOK	41%	54%		33%	36%
Misdemeanor - CITE	6%	7%		0%	1%
Turned over to Other Agency	5%	9%		12%	2%
Crimes Against Property	**1,576**	**1,571**		**22,806**	**15,126**
Felony	49%	39%		58%	61%
Misdemeanor - BOOK	17%	24%		26%	30%
Misdemeanor - CITE	31%	31%		16%	7%
Turned over to Other Agency	4%	6%		0%	2%
Traffic Violations	**1,884**	**1,572**		**7,571**	**3,346**
Felony	1%	1%		6%	10%
Misdemeanor - BOOK	20%	12%		82%	81%
Misdemeanor - CITE	68%	78%		12%	9%
Turned over to Other Agency	11%	8%		0%	0%

These patterns translate into potentially differential treatment by race. Figure 11 shows the dispositions and statuses for Black arrestees versus all arrestees in 2011 and 2019 for both cities.

Blacks are disproportionately charged with felonies for Property Crimes in Glendale, though this deviation was smaller in 2019 than in 2011. Los Angeles Black arrestees faced a similar pattern in 2011, but their felony proportions were in line with averages by 2019. In 2019, Blacks were also disproportionately likely to receive a felony arrest for Drug Crimes in both Glendale and

Los Angeles. Blacks are also more likely to receive a booking rather than a citation for a Traffic Violation misdemeanor in Glendale in 2019 and in Los Angeles in 2011.

While these trends do not indicate a "smoking gun" on racial discrimination in either police department, they indicate that choices by police, prosecutors, and lawmakers affect Black residents differently than residents of other races. Because law enforcement has some discretion over the disposition (misdemeanor versus felony) and status (book versus cite) of arrests, it is possible that some of these racial differences reflect the choices of law enforcement.

Figure 11. Glendale and Los Angeles Arrests by Charge Category, Disposition, and Status
numbers represent category totals, percentages represent proportions within category.
Source: Los Angeles City Open Data, Glendale Police Department public records request

GLENDALE	2011			2019	
	All Races	Black		All Races	Black
Drugs and Societal Crimes	2,105	91		2,670	121
Felony	37%	23%		10%	16%
Misdemeanor – BOOK	44%	44%		42%	44%
Misdemeanor – CITE	9%	14%		42%	33%
Turned over to Other Agency	10%	19%		6%	7%
Violent Crimes against Persons	662	49		783	99
Felony	48%	41%		30%	29%
Misdemeanor – BOOK	41%	43%		54%	60%
Misdemeanor – CITE	6%	0%		7%	2%
Turned over to Other Agency	5%	16%		9%	9%
Crimes Against Property	1,576	110		1,571	283
Felony	49%	64%		39%	48%
Misdemeanor – BOOK	17%	12%		24%	24%
Misdemeanor – CITE	31%	19%		31%	23%
Turned over to Other Agency	4%	5%		6%	5%
Traffic Violations	1,884	113		1,572	125
Felony	1%	5%		1%	3%
Misdemeanor – BOOK	20%	28%		12%	18%
Misdemeanor – CITE	68%	45%		78%	67%
Turned over to Other Agency	11%	21%		8%	12%

LOS ANGELES	2011			2019	
	All Races	**Black**		**All Races**	**Black**
Drugs and Societal Crimes	**41,970**	**12,164**		**24,043**	**6,393**
Felony	43%	54%		23%	32%
Misdemeanor – BOOK	47%	38%		57%	48%
Misdemeanor – CITE	10%	7%		19%	18%
Turned over to Other Agency	0%	0%		1%	2%
Violent Crimes against Persons	**19,603**	**5,333**		**16,646**	**5,189**
Felony	55%	59%		62%	60%
Misdemeanor – BOOK	33%	33%		36%	37%
Misdemeanor – CITE	0%	0%		1%	1%
Turned over to Other Agency	12%	8%		2%	2%
Crimes Against Property	**22,806**	**6,808**		**15,126**	**4,561**
Felony	58%	68%		61%	64%
Misdemeanor – BOOK	26%	20%		30%	29%
Misdemeanor – CITE	16%	12%		7%	5%
Turned over to Other Agency	0%	0%		2%	2%
Traffic Violations	**7,571**	**2,137**		**3,346**	**868**
Felony	6%	6%		10%	10%
Misdemeanor – BOOK	82%	92%		81%	84%
Misdemeanor – CITE	12%	2%		9%	6%
Turned over to Other Agency	0%	0%		0%	0%

SECTION 5: POTENTIAL REASONS FOR DIFFERENCES BETWEEN GLENDALE AND LOS ANGELES PATTERNS

Key Takeaways:

- California State Law reduced penalties for drug possession and theft.
- Los Angeles reduced drug possession arrests by 50%, but Glendale *increased* drug possession arrests by 100%.
- Overall arrests for drug crimes and theft unchanged in Glendale despite state policy, though they decreased by 1/3 in Los Angeles.
- Minor arrests not explained by the unhoused population: Glendale's unhoused population has decreased while Los Angeles's has increased.

The marked divergence in arrest rates between Glendale and Los Angeles appear to be due in part to different responses to state policy attempting to reduce incarceration.

In 2011, the United States Supreme Court ruled in Brown v. Plata that the overcrowding of California prisons represented cruel and unusual punishment.[7] This ruling required the state to issue a population reduction plan to substantially reduce the state's prison population. In response, the California state legislature passed an initiative (AB 109) designed to reduce the use of prison by reclassifying felony offenses, reducing the length of sentences, and encouraging counties to use community-based punishment and intermediate sanctions in lieu of incarceration alone.[8] State policy shifted further in 2014 with the passage of Proposition 47, which reclassified theft and drug possession offenses from felonies to misdemeanors.[9]

While these changes in state law did not prevent police officers from conducting arrests, they reduced the consequences of arrests for nonviolent crimes. In response to this state policy change, the Los Angeles Police Department (LAPD) shifted resources toward community policing and deemphasized nonviolent arrest. Most notably, the LAPD implemented the "Community Safety Partnership" in 2011 at four public housing developments,[10] which has since expanded to 10 sites. As part of this initiative, police officers have been trained to avoid arrest for drug and minor property crime, and to attempt to direct low-level offenders to rehabilitative resources. While these community policing initiatives have only been formally implemented in a few locations throughout the city of Los Angeles, arrest records reflect this change in emphasis, with substantial declines in the number of misdemeanor and citation arrests issued.

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[7] Brown v. Plata (2011) US Supreme Court ruling: https://www.supremecourt.gov/opinions/10pdf/09-1233.pdf
[8] California AB 109 (2011-2012):
https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201120120AB109
[9] California state Proposition 47 (2014): https://www.courts.ca.gov/prop47.htm
[10] Leap 2020. "Evaluation of the LAPD Community Safety Partnership"
http://www.lapdpolicecom.lacity.org/051220/CSP%20Evaluation%20Report_2020_FINAL.pdf

During this time period, there has been no equivalent response by the Glendale Police Department, which has seen no decline in the number of overall arrests or in the number of arrests targeting drug crimes, property crimes, or traffic violations.

The difference is particularly pronounced when comparing arrests in each city for offenses that were downgraded to misdemeanors by Prop 47, particularly drug possession. As shown in Figure 12 below, prior to the passage of Prop 47, both Los Angeles and Glendale charged a large majority of drug possessions under codes 11350 (misuse of prescription medication), 11357 (marijuana possession) and 11377 (methamphetamine possession) as felonies. After these charges were downgraded to misdemeanors, LAPD reduced arrests under these codes to 1/3 of their previous level. In contrast, Glendale doubled arrests under these codes, despite being required to charge all of these arrests as misdemeanor offenses. A similar pattern holds when looking at all drug arrests (excluding DUIs): Glendale has slightly increased the number of arrests made for drug possession, transportation, manufacture and sale, while Los Angeles has reduced these arrests by over 50%.

Figure 12. Glendale and Los Angeles Drug Arrests before and after Prop 47
numbers represent total arrests in that category in that year, percentages represent proportion of that category's arrests resulting in felony charges
Source: Los Angeles City Open Data, Glendale Police Department public records request

	Glendale			Los Angeles		
	2011 Tot. Arrests (% Felony)	2019 Tot. Arrests (% Felony)	%Change Total Arrests	2011 Tot. Arrests (% Felony)	2019 Tot. Arrests (% Felony)	%Change Total Arrests
11350: Possession of controlled Substance	243 (100%)	422 (0.5%)	+74%	6,365 (100%)	1,209 (5%)	-81%
11357(a): Marijuana Possession	69 (33.3%)	5 (0%)	-93%	2,178 (8.8%)	94 (1.1%)	-96%
11377: Possession of Methamphetamine	259 (95%)	741 (0.3%)	+186%	4,086 (95.3%)	3,190 (2.3%)	-22%
Total Reclassified Drug Possession	571 (89.7%)	1,168 (0.3%)	+105%	10,448 (82.7%)	4,493 (3%)	-57%
Total Drug Crime (All Types)	1,871 (42%)	2,029 (8.9%)	+8%	21,745 (72.2%)	9,250 (28.7%)	-57%

Notes: Arrests under the classifications 11350, 11357, and 11377 include all subclassifications. The row "Total Reclassified Drug Possession" includes all arrests made under codes 11350, 11357, and 11377. The row "Total Drug Crime (All Types)" includes all arrests made for the possession, cultivation/manufacture, transportation, and sale of narcotics. These include arrests made under codes 104.15, 11350, 11351, 11352, 11355, 11357, 11358, 11359, 11360, 11362, 11364, 11366, 11370, 11377, 11378, 11379, 11532, and 11550.

The same pattern holds for property crimes downgraded by Prop 47. After the passage of Prop 47, Burglaries and Robberies were only charged as felonies under special circumstances, such as repeat offense and use of weapons. In addition, the state reclassified some types of burglary and robbery under a new misdemeanor offense of Shoplifting. Likewise, penalties were greatly reduced for a variety of property crimes involving theft and possession of stolen goods valued under $950. From 2011 to 2019, arrests for all types of theft have remained constant in Glendale while falling by 1/3 in Los Angeles.

Unhoused Population:

While the Glendale Police Department has not provided the information necessary to identify arrests of unhoused individuals, it does not seem that Glendale's high rate of arrest for nonviolent drug and property crime is unlikely to be driven by an expansion of the unhoused population. As reported in the 2019 Glendale Homeless Count Report,[11] Glendale's unhoused population fell from 412 individuals in 2011 to 243 individuals in 2019, though the number of unsheltered residents increased, from 121 in 2011[12] to 147 in 2019. Over the same time period, the City of Los Angeles experienced a rise in its unhoused population from 23,539, of whom 12,977 were unsheltered, to 35,550, of whom 26,606 were unsheltered in 2019.[13] It is thus unlikely that the divergence in arrest rates between the two cities is a consequence of rising crime associated with homelessness in Glendale.

Data from the Los Angeles Police Department on arrests of unhoused individuals can provide further context. In Los Angeles, the share of arrests targeting unhoused individuals has increased from 11% in 2011 to 15% in 2019.[14] Examining the share of arrests made under charge codes that disproportionately target unhoused individuals in Los Angeles, such as open container laws, trespassing, and obstruction of the sidewalk, leads to an estimate that approximately 13% of arrests in Glendale have targeted unhoused individuals—comparable to the numbers in Los Angeles. Thus, if other arrests in Glendale had fallen by 40%, similar to the decline in Los Angeles, arrests of unhoused individuals would have had to more than triple in order for total arrests in Glendale to remain unchanged.

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[11] City of Glendale 2019 Homeless Count: https://www.glendaleca.gov/home/showdocument?id=51110
[12] 2011 Greater Los Angeles Homeless Count Report: http://documents.lahsa.org/planning/homelesscount/2011/HC11-detailed-geography-report.PDF
[13] 2019 Greater Los Angeles Homeless Count Report: https://www.lahsa.org/documents?id=4681-2019-greater-los-angeles-homeless-count-revised-city-of-los-angeles
[14] Analysis follows data obtained by the Los Angeles Times in 2018 for this story: http://www.latimes.com/local/politics/la-me-homeless-arrests-20180204-story.html; data and method: https://github.com/datadesk/homeless-arrests-analysis

CONCLUSION

Over the past ten years, the Glendale Police Department has exhibited remarkable stasis in its patterns of arrests. Throughout this time, Glendale has maintained high arrest rates for drug crimes, misdemeanor thefts, and traffic violations relative to neighboring Los Angeles, despite sustained pressure from California voters and federal and state courts to adopt less punitive approaches to nonviolent crime. As the state and broader region have reduced arrests and incarceration in response to these demands, Glendale has become increasingly out of step with the region's approach to policing.

Black and Hispanic residents are arrested at highly disproportionate rates, both in Glendale and in the surrounding region, and for both serious and minor crimes. As a result, Glendale's posture toward nonviolent crime has particularly large impacts on Glendale's Black and Hispanic residents. By providing a common base of evidence about how Glendale is approaching policing now, this report hopes to promote discussion between the city's police officers and residents about what model of policing can best serve the community today and in the future.