

**Report to the  
Public Safety Committee  
Milwaukee Common Council**

**Relating to the Enforcement of "Quality of Life" Ordinances  
For the year 2001**

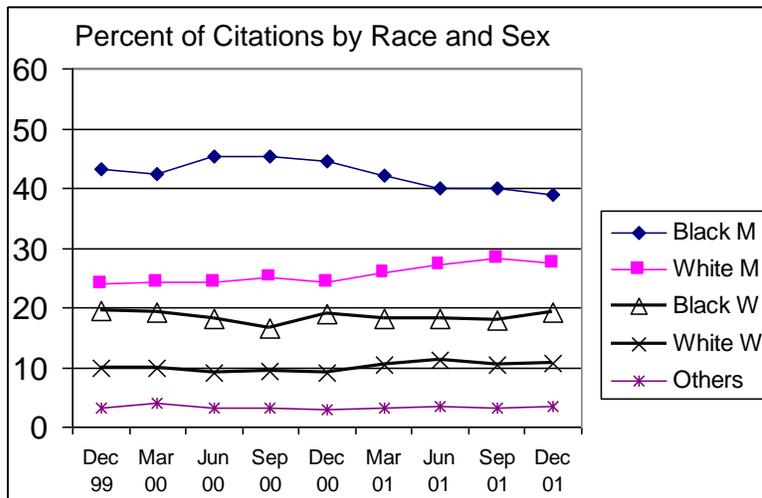
by  
**The Milwaukee Board of Fire and Police Commissioners  
Research Services Section**

**April 2002**

**Introduction**

Data were provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued. Traffic offenses were more than two-thirds of all quality of life citations in 2001.

Distribution by race of persons cited is shown here. Men of all races account for the preponderance of offenses (70% in 2001), and African-Americans accounted for more than half in 2001 (58.5%). The percentage of total citations to black men has decreased since this analysis began, and the percentage to white men has increased; other groups have been relatively constant.

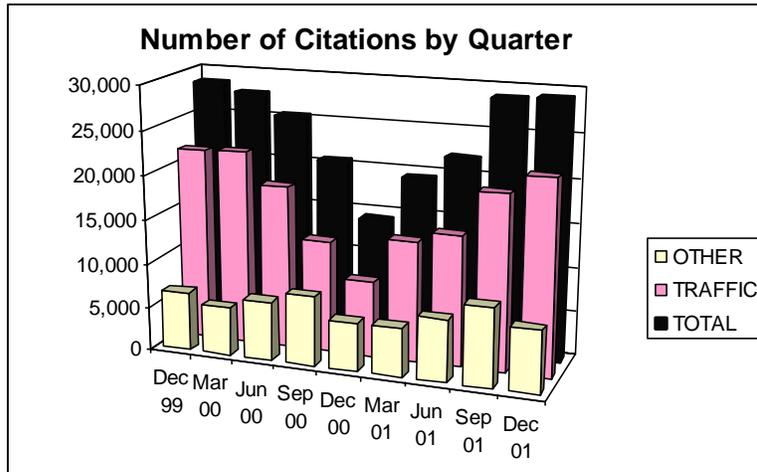


The Discussion and tables which follow compare the race distribution for all Quality of Life offenses in each District with the distribution for the highest volume offenses.

The next figure shows the number of citations issued each quarter. Total citations decreased 50%, from 28,418 in the report period ending December 1999 to 14,079 in the report period ending December 2000.

The total then increased in each of the next four quarters, reaching 28,929 in the report period ending December 2001, more than double the same quarter the previous year. We do not know the reason for these trends, but it is clear from the chart that traffic citations were the dominant factor.

The overall increase from year 2000 total to year 2001 total was 13.2%. The number of Speeding citations increased 77.6%; the number of Operator License citations *decreased* 65.9%. Vehicle license citations were up 27%, and Other Traffic citations were up 33%. Loitering citations increased 18.8% and Disorderly Conduct 5.6%.



**Discussion**

The table below shows the race breakdown for all Quality of Life offenses and for the highest volume categories in the year 2001. Less than half of persons cited for Speeding or Operator License violations, but two-thirds of other categories, were African-American. Tables for Districts, Special Operations, and other units follow the discussion. Special Operations cited more offenses than any District, including almost one-third of traffic offenses in 2001.

CITY TOTAL	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	1.0%	0.5%	0.7%	1.7%	0.5%	0.6%	0.8%
Black	58.5%	67.6%	70.1%	46.2%	45.2%	66.4%	65.9%
Indian	0.3%	0.6%	0.4%	0.3%	0.2%	0.2%	0.1%
Unknown	2.1%	0.9%	0.8%	2.2%	6.4%	1.6%	2.7%
White	38.1%	30.4%	28.0%	49.6%	47.6%	31.2%	30.4%
TOTAL	98,588	12,369	5,207	29,629	6,272	23,562	10,661

**Conclusion**

When the new Police Department computer system is operational, it should be possible to sort citations by where they are issued rather than officer assignment. That will allow a more realistic analysis of possible racial profiling.

<b>District One</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	0.9%	0.2%	0.9%	1.4%	0.8%	0.6%	1.6%
Black	53.3%	49.9%	78.2%	45.4%	55.3%	58.5%	57.7%
Indian	0.4%	0.2%	0.9%	0.9%	0.5%	0.2%	0.5%
Unknown	1.5%	0.7%	0.9%	1.4%	5.6%	1.4%	2.2%
White	44.0%	49.0%	19.0%	50.9%	37.8%	39.3%	37.9%
<b>TOTAL</b>	6,875	575	184	2,216	378	2,892	182

Police District One had the fewest Quality of Life citations issued by District personnel. About half of all citations, and three-quarters of those for Loitering, were issued to African-Americans. There were more citations for Public Drinking than for Loitering or Other Traffic; 44% went to African-Americans. This District includes the downtown shopping areas and government buildings; many more people are present during business hours than live in the area.

<b>District Two</b>	All QL	Dis Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	0.6%	0.3%	1.8%	0.8%	0.1%	0.8%	0.5%
Black	15.2%	28.9%	25.4%	9.4%	6.6%	13.2%	15.9%
Indian	0.6%	1.3%	1.2%	0.2%	0.0%	0.4%	0.2%
Unknown	2.1%	1.7%	0.4%	2.0%	4.1%	2.0%	1.5%
White	81.6%	67.7%	71.3%	87.6%	89.2%	83.5%	81.9%
<b>TOTAL</b>	11,199	1,506	571	2,562	1,441	2,469	1,054

Police District Two had the lowest proportion of citations to African-Americans, followed by District Six, as would be expected based on population patterns. Less than one-third of the citations in any category in District Two were issued to African-Americans. Public drinking had more citations than Loitering, with 12% going to African-Americans.

<b>District Three</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	1.4%	0.8%	0.8%	2.5%	1.2%	0.6%	1.5%
Black	70.5%	82.8%	83.6%	52.4%	75.5%	81.8%	84.7%
Indian	0.2%	0.4%	0.2%	0.1%	0.0%	0.0%	0.0%
Unknown	2.3%	0.8%	0.3%	3.8%	6.7%	1.1%	0.9%
White	25.6%	15.2%	15.1%	41.3%	16.6%	16.5%	13.0%
<b>TOTAL</b>	10,739	1,914	991	3,941	489	1,548	339

In Police District Three, more than half of Speeding tickets, and three-quarters or more of other high-volume category citations issued by District personnel, went to African-Americans. Public Drinking accounted for more citations than Other Traffic, and 70% of those cited were African-American.

<b>District Four</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	0.7%	0.5%	2.0%	1.5%	0.6%	0.2%	0.3%
Black	77.0%	82.3%	77.1%	60.2%	85.9%	85.6%	84.8%
Indian	0.2%	0.4%	0.0%	0.3%	0.0%	0.0%	0.4%
Unknown	0.6%	0.3%	0.3%	0.8%	1.2%	0.5%	1.1%
White	21.5%	16.5%	20.6%	37.2%	12.4%	13.6%	13.4%
<b>TOTAL</b>	11,144	1,859	306	3,379	518	3,227	752

In Police District Four, more than half of Speeding tickets, and more than three-quarters of other high-volume category citations issued by District personnel, went to African-Americans. There were more citations for Curfew violations than for Loitering, with 83% going to African-Americans.

<b>District Five</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	1.0%	0.2%	0.1%	2.3%	0.0%	0.4%	0.4%
Black	60.3%	75.1%	78.9%	39.9%	78.0%	71.6%	75.6%
Indian	0.3%	0.3%	0.0%	0.4%	0.6%	0.4%	0.4%
Unknown	1.8%	0.7%	0.5%	3.1%	2.5%	1.3%	0.7%
White	36.6%	23.7%	20.5%	54.3%	19.0%	26.2%	22.9%
<b>TOTAL</b>	10,455	1,879	953	3,835	363	1,568	271

In Police District Five, more than a third of Speeding tickets, and three-quarters or more of other high-volume category citations issued by District personnel, went to African-Americans. Public Drinking accounted for more citations than Operator License or Other Traffic, with 65% of citations going to African-Americans. There were almost as many Loud Music citations as Operator License; just one-third of the citations in this category went to African-Americans. Many of these complaints occur in the neighborhoods around the University of Wisconsin-Milwaukee.

<b>District Six</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	1.6%	1.0%	0.8%	2.2%	0.7%	1.9%	2.0%
Black	25.6%	38.3%	45.1%	19.4%	9.7%	23.3%	25.6%
Indian	0.9%	1.3%	1.1%	0.5%	0.2%	0.5%	0.5%
Unknown	3.4%	2.1%	2.6%	1.6%	9.9%	3.7%	5.1%
White	68.5%	57.3%	50.5%	76.3%	79.4%	70.5%	66.8%
<b>TOTAL</b>	7,989	1,427	656	2,428	826	1,415	394

In Police District Six, more than a third of Disorderly Conduct and Loitering citations issued by District personnel went to African-Americans. This District had fewer Quality of Life counts than any other except District One. The proportion of persons cited whose race could not be determined by a District officer was highest in District Six and Special Operations, more than 3%.

<b>District Seven</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	0.8%	0.2%	0.0%	1.6%	0.6%	0.2%	0.1%
Black	78.0%	89.4%	85.2%	61.1%	86.7%	89.9%	89.4%
Indian	0.4%	0.4%	0.1%	0.5%	1.5%	0.1%	0.1%
Unknown	0.9%	0.3%	0.3%	1.3%	2.3%	0.7%	0.8%
White	20.0%	9.6%	14.4%	35.5%	8.9%	9.1%	9.6%
<b>TOTAL</b>	12,769	2,104	785	4,998	482	2,350	781

Police District Seven had more Quality of Life offenses than any other district, and with District Four had the highest overall proportion to African-Americans. Neither is unexpected given demographics and a high police presence in response to District crime rates. This District reported fewer citations in 2001 than in 2000, with decreases in Disorderly Conduct, Vehicle License violations, and Loitering, in addition to the Department-wide decrease in Operator License citations.

<b>Special Oper</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	0.9%	0.3%	0.4%	1.5%	0.7%	0.7%	0.9%
Black	66.4%	59.4%	81.4%	53.1%	54.6%	75.8%	70.4%
Indian	0.1%	0.3%	0.2%	0.1%	0.0%	0.1%	0.1%
Unknown	3.2%	0.7%	1.1%	2.8%	10.6%	2.1%	3.4%
White	29.4%	39.2%	17.0%	42.6%	34.1%	21.3%	25.3%
<b>TOTAL</b>	24,474	579	553	5,723	1,582	7,470	6,579

Special Operations personnel gave more Quality of Life citations than any District. The proportion issued to African-Americans ranged from just over half of Speeding and Operator License citations to more than 80% of Loitering citations. The number of Loud Music citations issued by Special Operations personnel was greater than the number for Disorderly Conduct or Loitering; three-quarters went to African-Americans.

<b>CIB &amp; Other</b>	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Oth Traf
Asian	1.3%	0.6%	1.0%	2.2%	0.0%	1.1%	2.6%
Black	54.7%	65.8%	67.3%	44.4%	39.9%	57.8%	63.1%
Indian	0.4%	1.0%	1.4%	0.0%	0.0%	0.2%	0.0%
Unknown	1.9%	1.0%	1.9%	1.5%	6.7%	1.8%	2.3%
White	41.8%	31.7%	28.4%	51.9%	54.4%	39.2%	32.0%
<b>TOTAL</b>	2,944	526	208	547	193	623	309

For CIB and other non-District personnel, more than half of citations in all categories except Speeding and Operator License went to African-Americans. However, the total number is much smaller than other reporting units.