

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

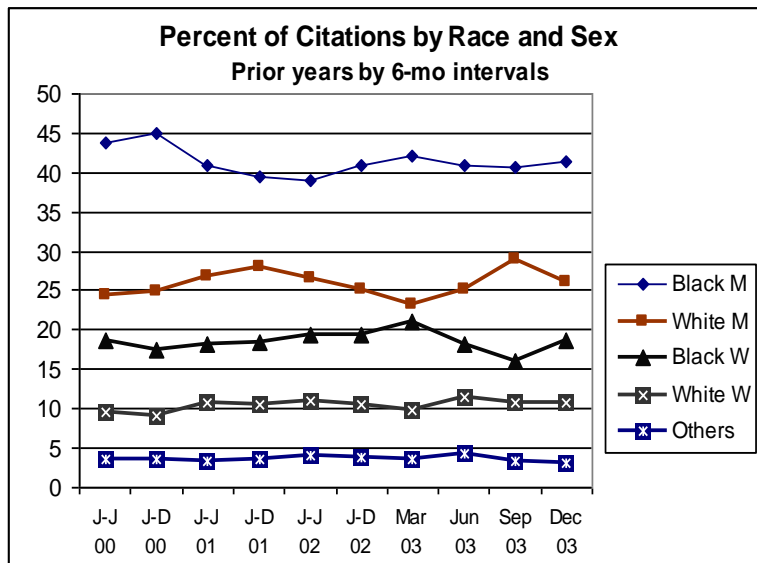
**Relating to the Enforcement of "Quality of Life" Ordinances
For the year 2003, including the fourth quarter**

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

March 2004

Introduction

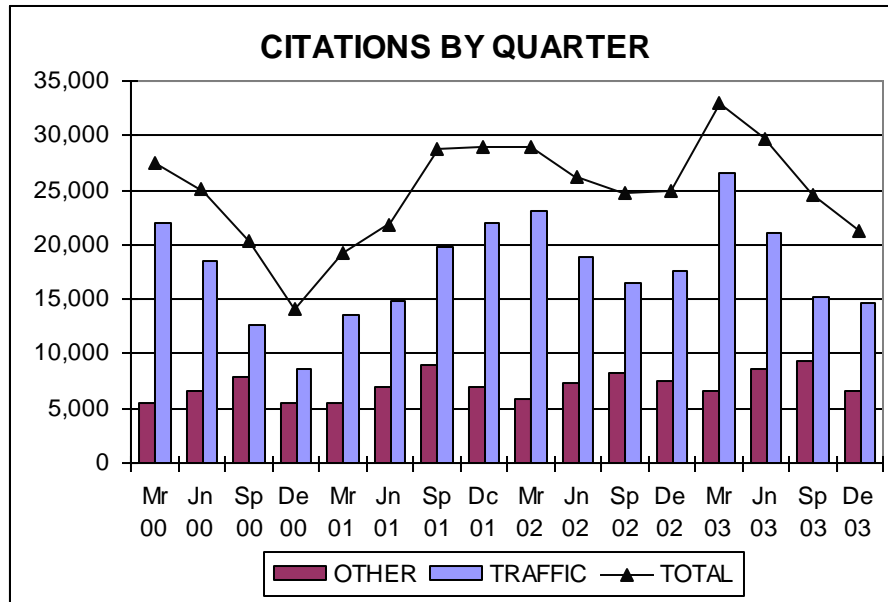
Data are provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued.



Distribution by race of persons cited is shown here. Men of all races account for most offenses (70% for the year), and African-Americans of both sexes accounted for more than half (60%). The percentage of total citations to black men has decreased slightly since this analysis began. The percentage to white men and black women has varied over time. Other groups, with fewer citations, 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 each quarter of 2000, increased in the first three quarters of 2001, and remained in the 25,000 to 30,000 range until the end of 2002. The total peaked in the first quarter of 2003, and has decreased each quarter since. Most Districts and other reporting units followed this pattern. We do not know the reason for these trends, but it is clear that traffic citations were unusually low in the last two quarters. Traffic citations were 71% of all citations in 2003.



Discussion

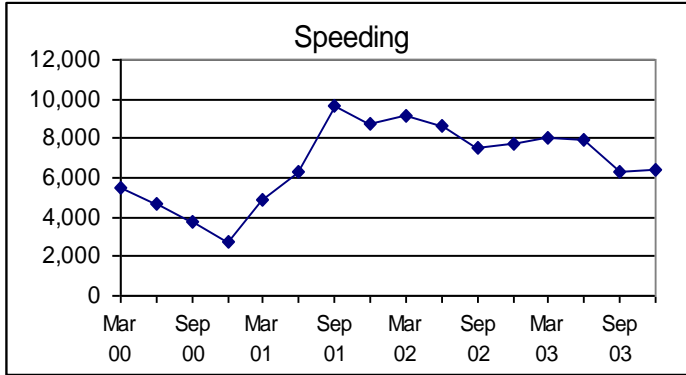
The table below shows the race breakdown for all Quality of Life offenses and for the highest volume categories for the full year. Less than half of persons cited for Speeding or Operator License violations, but two-thirds of other categories, were African-American. Tables for Districts, Special Operations, and other units follow the discussion. Special Operations cited 19% of Quality of Life offenses this year, more than any District.

CITY TOTAL	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OtherTraf
Asian	1.0%	0.6%	0.5%	1.6%	0.5%	0.8%	1.2%
Black	60.1%	67.4%	69.8%	45.8%	49.2%	68.9%	69.8%
Indian	0.4%	0.8%	0.4%	0.2%	0.1%	0.2%	0.1%
Unknown	2.3%	0.8%	0.9%	3.3%	5.7%	1.8%	3.0%
White	36.3%	30.5%	28.4%	49.1%	44.4%	28.2%	25.8%
TOTAL	108,564	13,595	6,803	28,729	6,720	34,056	8,021

Detail of citations by category

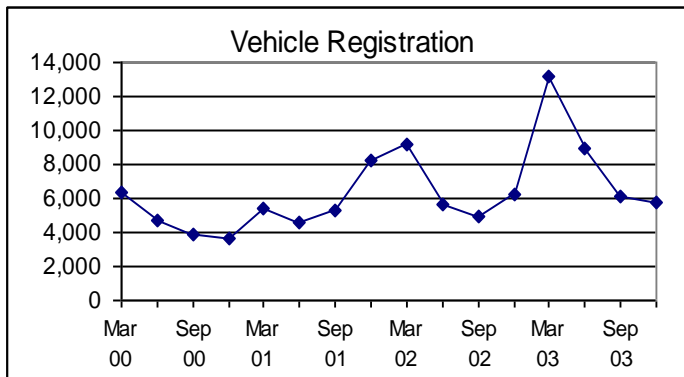
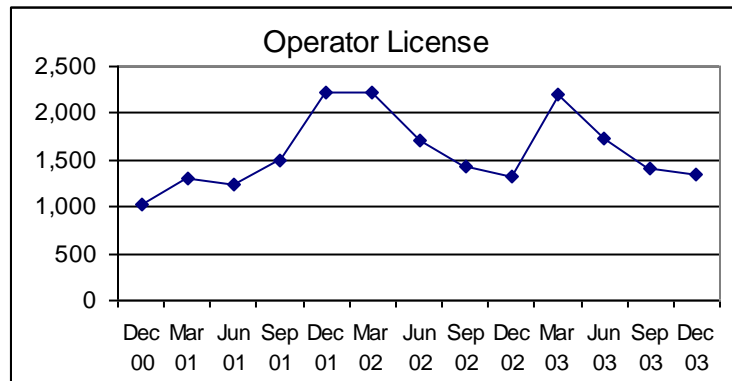
Trends by type of citation can be examined for the City as a whole. Because so many citations are issued by Special Operations personnel, we cannot at this time examine trends in citation categories by Police District.

The highest volume categories are traffic citations. These show considerable variation from report to report.



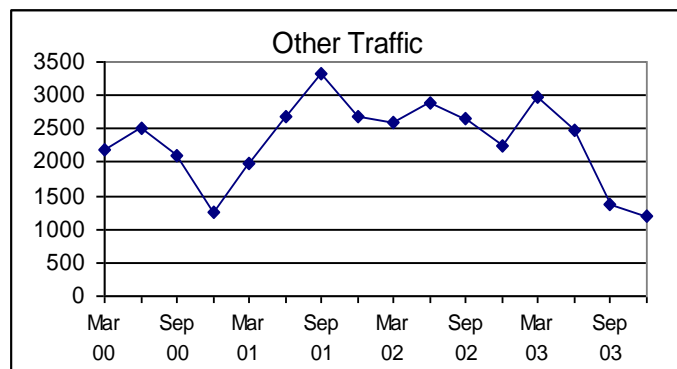
The number of Speeding citations increased from a low of fewer than 3,000 in the last quarter of 2000 to a high of almost 10,000 in the third quarter of 2001. The number has trended down since then.

Operator License citations have fluctuated between 1,000 and 2,200 for three years. Numbers prior to December 2000 are not shown; they are so far out of this range that we believe them to be erroneous.



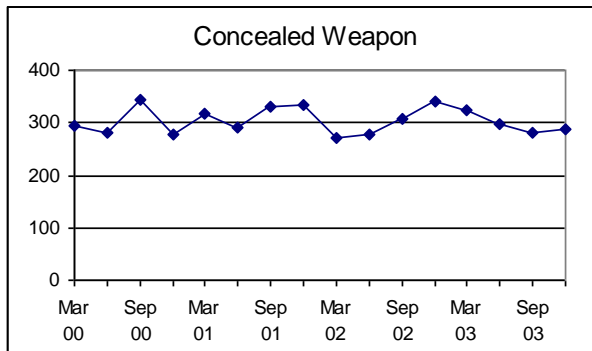
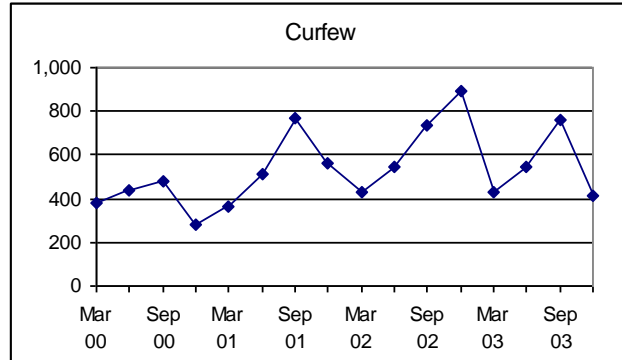
Vehicle Registration citations increased from a low of 3,600 in the last quarter of 2000 to a high of more than 13,000 in the first quarter of 2003. Citations in this category decreased in the last three quarters.

The “Other Traffic” category includes a variety of offenses, and the number of citations is generally smaller than the categories above. There was a low of 1,250 in the last quarter of 2000 and a high of 3,300 in the third quarter of 2001, followed by a decreasing trend.



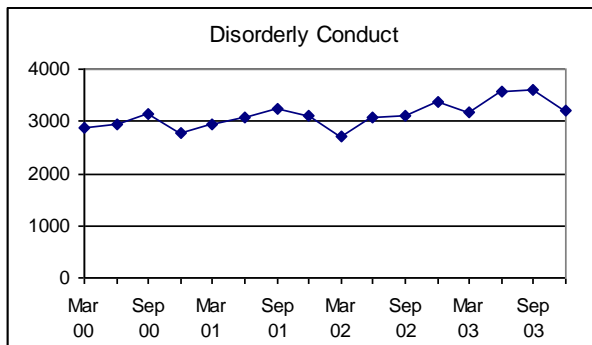
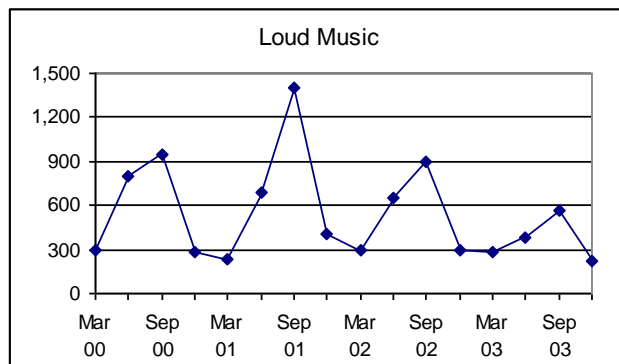
The non-traffic categories generally have fewer citations than the traffic categories. Three offenses (curfew-parent, graffiti, and loitering-prostitution) are not shown here, because each typically has fewer than 100 citations in any calendar quarter.

Many of the non-traffic offenses (such as Curfew citations, right) show seasonal peaks in the third quarter of each year, possibly because people are more likely to be outdoors in the summer months, and their activities are therefore more likely to be observed by police officers. Curfew citations ranged from fewer than 300 in the last quarter of 2000 to almost 900 in the last quarter of 2002.

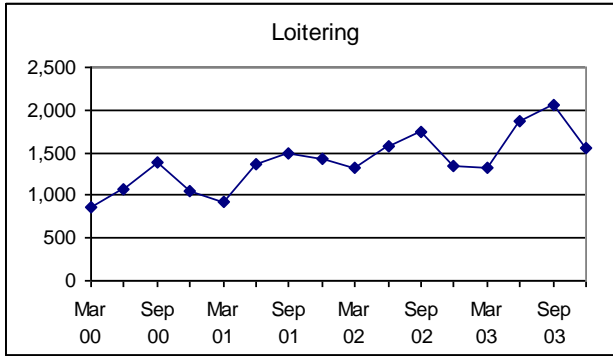


However, Carrying Concealed Weapons (left), shows only minimal variation, with about 300 citations in each quarter. The largest number, 344, was reported in the third quarter of 2000, and the smallest, 271, in the first quarter of 2002.

Loud Music citations (right), had dramatic third-quarter peaks in 2000, 2001, and 2002. The 2001 third-quarter peak represents 1,403 citations, while the first quarter of that year had a low of 231 citations. The third quarter of 2003 was much lower than the same quarter in previous years.

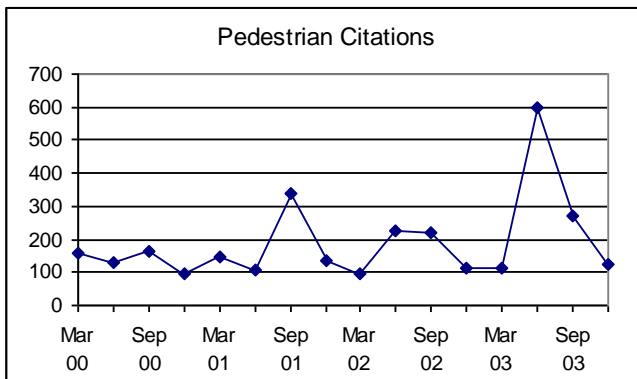
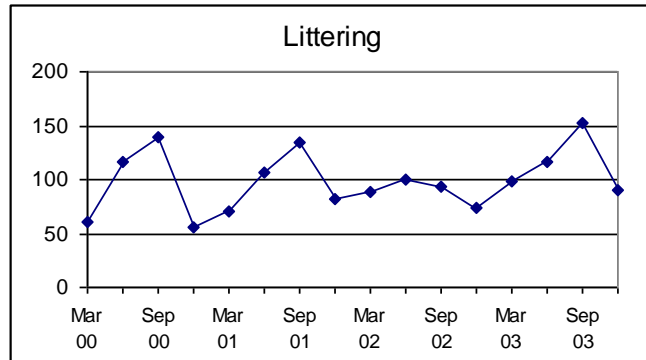


Disorderly Conduct shows less variation than some categories, and a slowly increasing trend. The first quarter of 2002 had the fewest citations, 2,700, and the third quarter of 2003 had the most, 3,610.



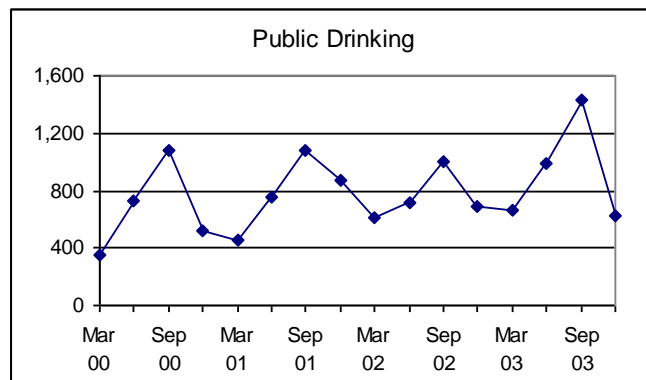
Loitering shows a distinct increase in the number of citations over time. The fewest, 871, were given in the first quarter of 2000. The greatest number, 2,062, were given in the third quarter of 2003.

Littering is the lowest-volume category presented graphically. The number of citations ranges from 55 in the fourth quarter of 2000 to 152 in the third quarter of 2003. There are notable peaks in the third (summer) quarters of 2000, 2001, and 2003, but not in 2002.



Pedestrian violations have generally increased over time. The fewest citations, 95, were given in the fourth quarter of 2000. There was a peak of 337 in the third quarter of 2001, but this was exceeded in the second quarter of 2003, when 600 citations were issued. The number dropped to 123 in the current report period.

Citations for Public Drinking increased from a low of 350 in the first quarter of 2000 to a high of 1,437 in the third quarter of 2003. There are peaks in the third quarter of each year, probably reflecting the increased number of people outdoors during the summer months.



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.

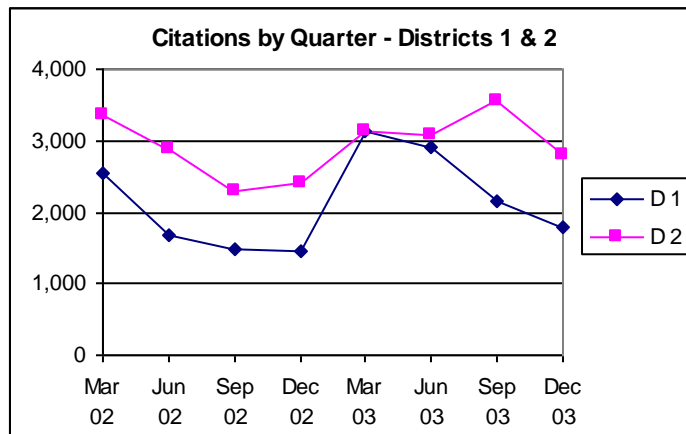
Tables and graphs for Police Districts and other reporting units follow. Tables show full-year data for each unit; graphs show quarter by quarter data.

Dist. One	All QL	Dis.Cond	Loiter	Speed	Op Lic	Veh Lic	OthTraf
Asian	0.9%	0.2%	0.2%	1.9%	0.3%	0.5%	1.0%
Black	47.0%	48.8%	60.9%	29.5%	55.1%	58.8%	70.1%
Indian	0.5%	1.0%	1.0%	0.3%	0.3%	0.3%	0.0%
Unknown	3.0%	1.8%	3.0%	6.0%	7.8%	1.0%	0.8%
White	48.5%	48.3%	34.9%	62.3%	36.6%	39.4%	28.1%
TOTAL	9,996	625	496	3,188	361	3,876	381

Police Districts One and Five had the fewest Quality of Life citations issued by District personnel; more than three-quarters were traffic citations. The number was highest in the first quarter, then decreased each quarter. Almost half of all citations went to African- Americans. There were more citations for Public Drinking and Pedestrian violations than for Operator License or Other Traffic violations. Half of Public Drinking citations but only one in six Pedestrian citations went to African Americans. This District includes the downtown shopping areas and government buildings, where many non-residents are present during business hours.

Dist Two	All QL	DisCond	Loiter	Speeding	OpLic	Veh Lic	Oth Traf
Asian	0.4%	0.2%	0.3%	0.5%	0.1%	0.3%	0.0%
Black	16.9%	31.1%	25.2%	8.7%	7.6%	16.2%	16.1%
Indian	1.0%	1.2%	1.5%	0.2%	0.2%	0.6%	0.6%
Unknown	0.7%	0.9%	0.7%	0.4%	1.8%	0.8%	0.2%
White	81.0%	66.5%	72.3%	90.2%	90.3%	82.1%	83.1%
TOTAL	12,539	2,107	906	2,959	1,232	2,921	473

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. There were more citations for Curfew violations and for Public Drinking than for Other Traffic. The number of citations was highest in the third quarter.

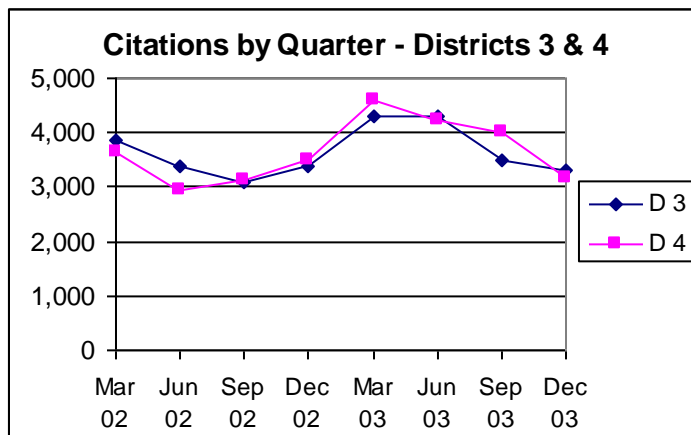


Dist Three	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.8%	0.4%	0.3%	2.3%	0.8%	0.4%	0.6%
Black	79.4%	87.0%	87.8%	49.4%	85.6%	88.1%	90.7%
Indian	0.2%	0.6%	0.1%	0.1%	0.2%	0.1%	0.1%
Unknown	1.2%	0.5%	0.4%	3.0%	2.9%	0.7%	0.6%
White	18.4%	11.5%	11.3%	45.2%	10.6%	10.6%	8.1%
TOTAL	15,399	2,484	2,381	3,164	652	4,245	707

In Police District Three, half of Speeding tickets, but more than three-quarters of other high-volume category citations issued by District personnel, went to African-Americans. This District had the second highest number of citations issued by District personnel. There were more citations for Public Drinking than for Operator License or Other Traffic violations. The number of citations decreased in the third and fourth quarters.

Dist Four	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.6%	0.8%	1.2%	1.1%	0.2%	0.2%	0.1%
Black	83.5%	87.8%	67.4%	70.8%	88.3%	89.7%	93.2%
Indian	0.1%	0.1%	0.1%	0.1%	0.3%	0.0%	0.0%
Unknown	0.9%	0.4%	1.5%	1.4%	1.7%	0.5%	0.5%
White	15.0%	10.9%	29.8%	26.5%	9.5%	9.5%	6.2%
TOTAL	15,984	2,120	687	4,141	634	6,219	1,155

In Police District Four, more than two-thirds of tickets issued by District personnel in every high-volume category went to African-Americans. This District had the highest number of citations for the year. The number of citations peaked in the first quarter of 2003.

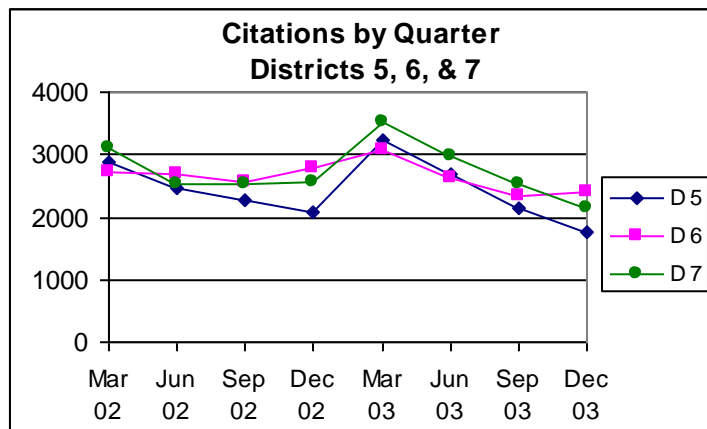


Dist Five	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.5%	0.1%	0.2%	1.2%	0.2%	0.3%	0.4%
Black	68.9%	72.3%	77.4%	56.2%	86.4%	79.6%	85.8%
Indian	0.4%	1.1%	0.2%	0.3%	0.0%	0.0%	0.0%
Unknown	1.1%	1.1%	0.3%	1.4%	2.1%	1.0%	1.6%
White	29.1%	25.4%	21.9%	40.9%	11.3%	19.1%	12.3%
TOTAL	9,835	1,612	588	2,770	477	2,955	253

Police District Five had the fewest citations this year. More than half of high-volume category citations issued by District personnel went to African-Americans. There were more citations for Loud Music and Public Drinking than for Other Traffic violations. Three-quarters of Loud Music citation recipients, and almost half of Public Drinking citation recipients, were white. This District includes the neighborhoods around the University of Wisconsin-Milwaukee. Total citations peaked in the first quarter, then decreased each quarter.

Dist Six	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.4%	0.6%	0.2%	2.4%	0.3%	1.1%	2.1%
Black	26.1%	41.2%	32.2%	22.0%	13.6%	26.4%	23.8%
Indian	0.7%	1.5%	0.8%	0.4%	0.3%	0.4%	0.8%
Unknown	5.1%	1.3%	2.0%	8.7%	8.1%	3.8%	2.1%
White	66.8%	55.4%	64.8%	66.5%	77.8%	68.4%	71.1%
TOTAL	10,456	1,647	494	3,269	1,153	2,655	374

In all high-volume categories except Disorderly Conduct, less than a third of citations issued by District Six personnel went to African-Americans. The number of citations peaked in the first quarter of 2003, decreased in the second and third, then rose slightly in the last quarter.

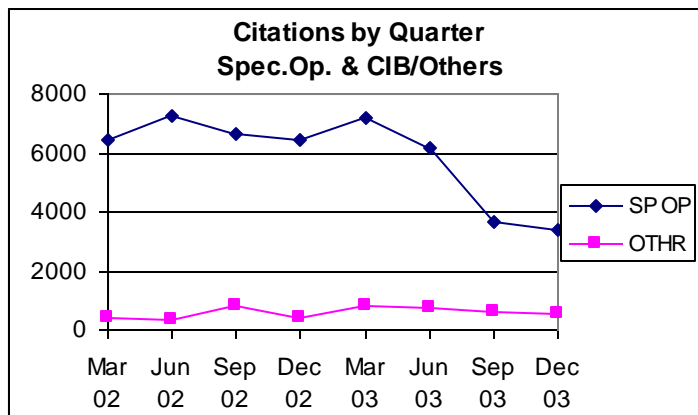


District Seven	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.6%	0.1%	0.5%	1.2%	0.4%	0.5%	0.2%
Black	88.3%	90.4%	85.7%	84.7%	89.0%	90.1%	89.6%
Indian	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%
Unknown	0.7%	0.2%	0.5%	1.1%	1.5%	0.7%	1.1%
White	10.3%	9.1%	13.3%	13.0%	9.2%	8.7%	9.1%
TOTAL	11,174	2,049	624	3,153	544	3,344	470

Police District Seven had the highest overall proportion of citations to African-Americans, followed closely by Districts Four and Three. This is compatible with area demographics. The number of citations peaked in the first quarter, then decreased each quarter for the remainder of the year.

Special Ops	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	1.3%	0.8%	0.4%	1.9%	0.4%	1.1%	1.6%
Black	59.0%	45.8%	85.2%	41.9%	52.1%	71.2%	67.5%
Indian	0.2%	1.9%	0.0%	0.2%	0.1%	0.2%	0.1%
Unknown	4.4%	1.5%	0.4%	3.5%	12.1%	4.4%	4.8%
White	35.1%	50.0%	14.0%	52.5%	35.4%	23.1%	26.0%
TOTAL	20,411	592	527	5,783	1,435	6,588	4,015

Special Operations personnel gave more Quality of Life citations than any District, 19% of all those issued in 2003. The proportion issued to African-Americans ranged from less than half of Disorderly Conduct and Speeding citations to 85% of Loitering citations. Special Operations personnel gave almost as many tickets for Public Drinking as for Loitering and Disorderly Conduct; half the Public Drinking citations went to African-Americans. The number of citations decreased in each quarter after the first.



CIB & Other	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	6.3%	6.4%	9.0%	5.6%	6.5%	6.7%	7.3%
Black	50.8%	59.1%	66.0%	36.8%	42.2%	51.9%	53.4%
Indian	0.3%	0.6%	0.0%	0.3%	0.0%	0.2%	0.0%
Unknown	4.5%	1.4%	0.0%	4.3%	6.9%	5.0%	9.8%
White	38.1%	32.6%	25.0%	53.0%	44.4%	36.2%	29.5%
TOTAL	2,770	359	100	302	232	1,253	193

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. There were more citations for Public Drinking than for Loitering; one-third of Public Drinking citations went to African-Americans. In total, half of the citations issued this year by these personnel went to African-Americans. Although these units issued fewer than 3,000 citations in the course of the year, the total was 40% higher than in 2002.