

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

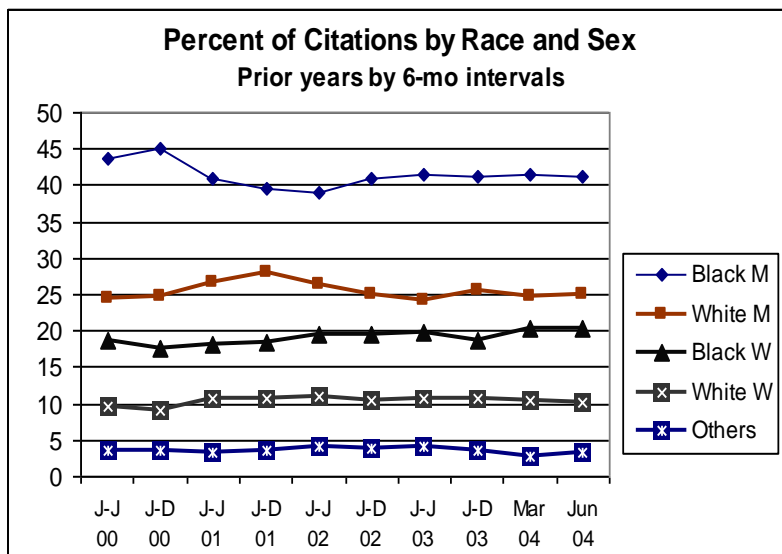
**Relating to the Enforcement of "Quality of Life" Ordinances  
For the first and second quarters of 2004**

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

**September 2004**

**Introduction**

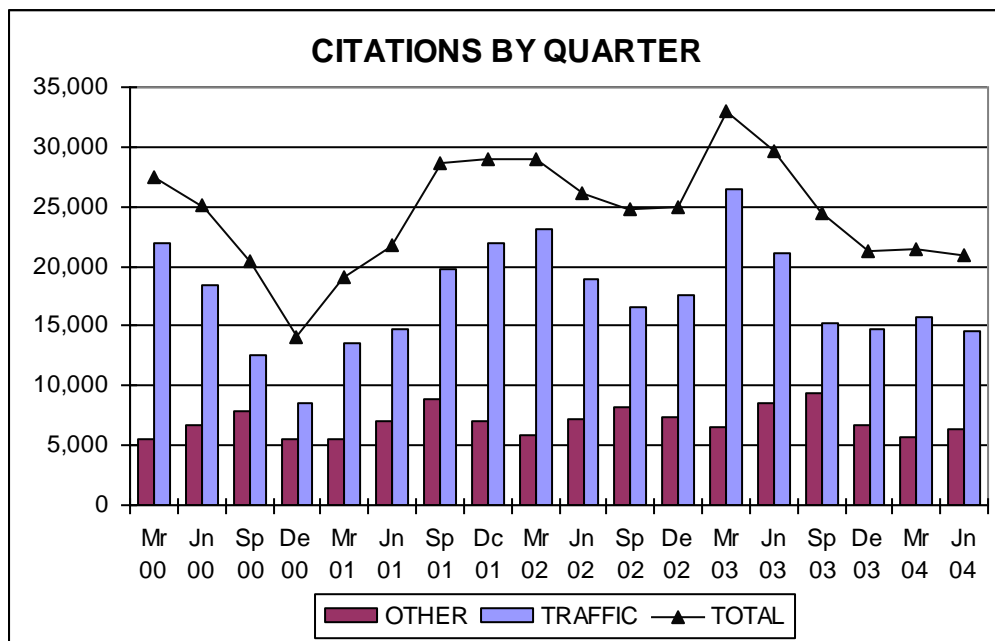
Data are provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued.



Distribution by race of persons cited is shown here. Men of all races account for most offenses (about 70%), and African-Americans of both sexes account for more than half (about 60%). The percentages of total citations by race and sex have varied only slightly over time.

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 in 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, decreased in the next three quarters, and has been about 21,000 from the last quarter of 2003 through the second quarter of 2004. Most Districts and other reporting units followed this pattern. We do not know the reason for these patterns. Traffic citations were 71% of all citations in 2003, 74% in the first quarter of 2004, and 70% in the second quarter.



**Discussion**

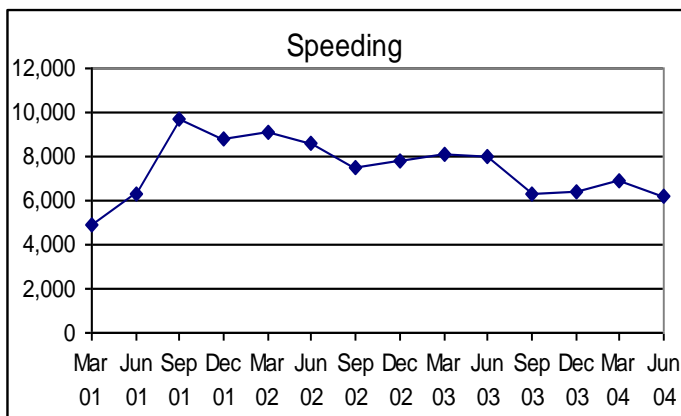
The table below shows the race breakdown for all Quality of Life offenses and for the highest volume categories during the first two quarters of 2004. Half of persons cited for Speeding or Operator License violations, and two-thirds of other categories, were African-American. Tables for Districts, Special Operations, and other units follow the discussion. Special Operations cited 21% of Quality of Life offenses in the first half of 2004, more than any District. This included 26% of all traffic citations.

CITY TOTAL	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OtherTraf
Asian	0.9%	0.4%	0.7%	1.5%	0.6%	0.5%	0.8%
Black	61.8%	69.3%	68.8%	51.3%	51.5%	70.0%	71.5%
Indian	0.4%	1.0%	0.2%	0.1%	0.3%	0.1%	0.1%
Unknown	1.7%	0.8%	0.3%	2.1%	4.6%	1.4%	2.2%
White	35.3%	28.4%	30.0%	45.0%	43.0%	27.9%	25.4%
TOTAL	42,333	6,448	2,040	13,119	2,607	11,591	3,040

**Detail of citations by category**

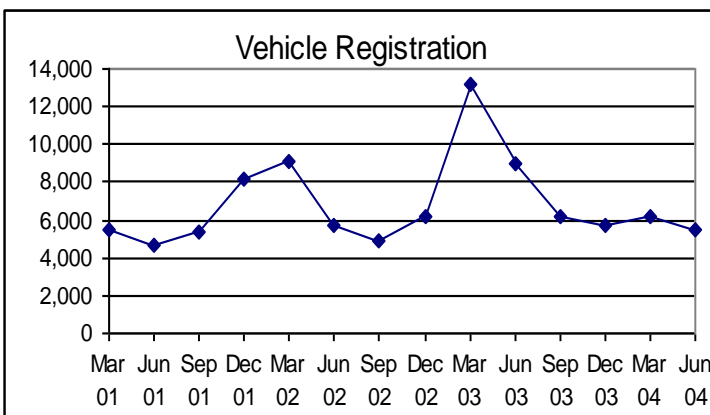
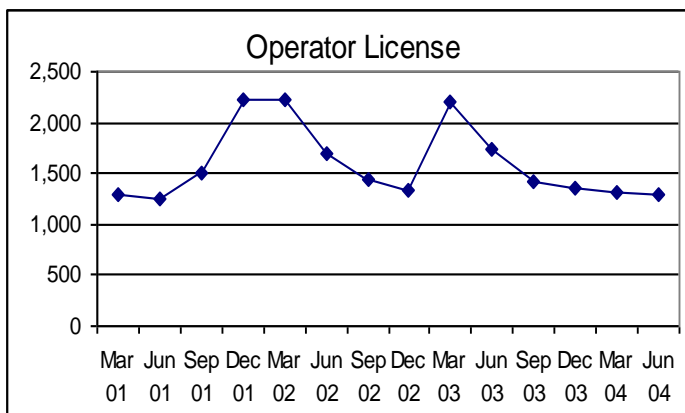
Trends by type of citation can be examined for the City as a whole. Because so many citations are issued by Special Operations personnel, we cannot at this time examine trends in citation categories by Police District.

The highest volume categories are traffic citations, which show considerable variation from report to report. To make the figures more readable, the graphs begin with 2001. Data for the last quarter of 1999, when this analysis began, and the year 2000 are available in previous reports.

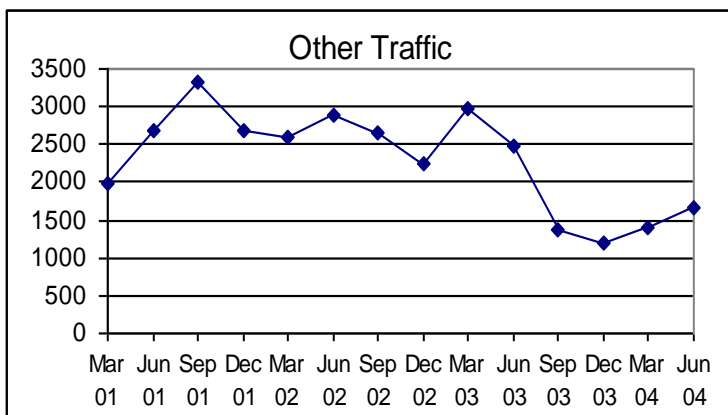


The number of Speeding citations increased from a low of fewer than 3,000 in the last quarter of 2000 to a high of almost 10,000 in the third quarter of 2001. The number has trended down since then.

Operator License citations have fluctuated between 1,000 and 2,200 for three and one-half years. Numbers prior to December 2000 were so far out of this range that we believe them to be erroneous.



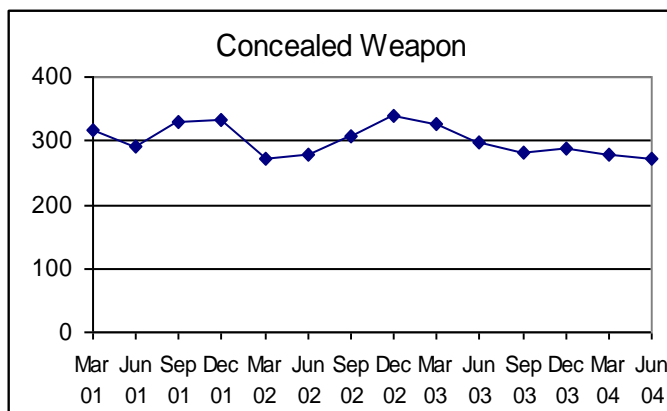
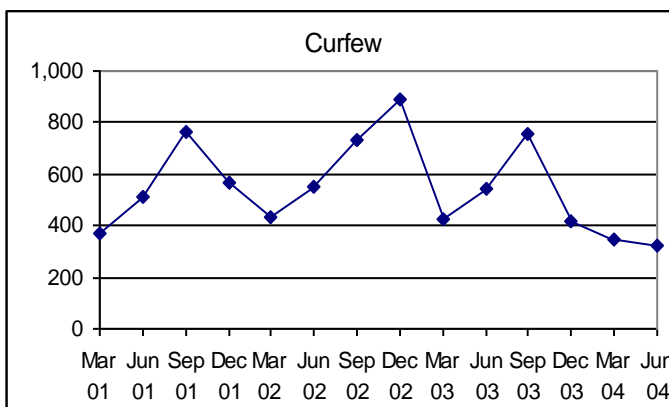
Vehicle Registration citations increased from a low of 3,600 in the last quarter of 2000 to a high of more than 13,000 in the first quarter of 2003, then decreased to about 6,000 in the last four reporting quarters.



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 generally decreasing trend. Numbers rose in the first two quarters of 2004.

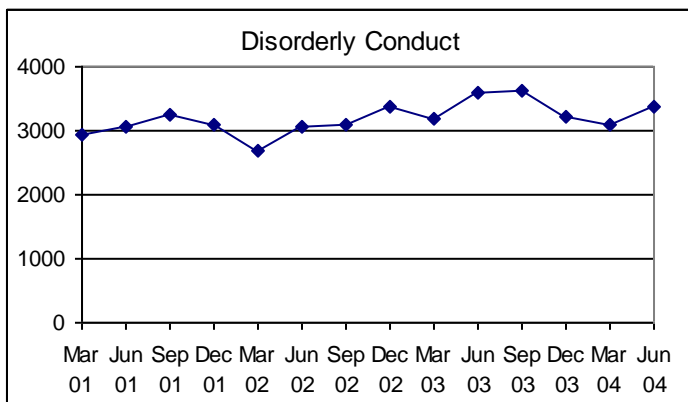
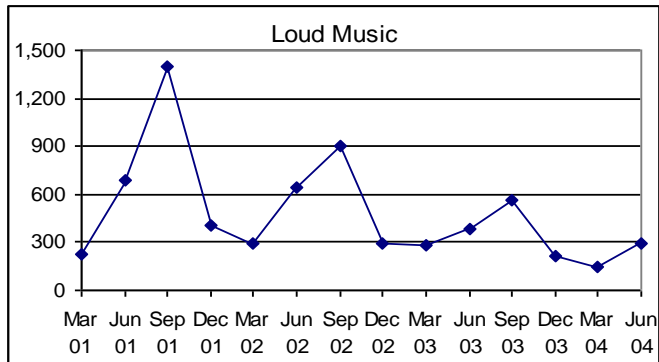
The non-traffic categories generally have fewer citations than the traffic categories. Three offenses (curfew-parent, graffiti, and loitering-prostitution) are not shown here, because each typically has fewer than 100 citations in any calendar quarter.

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.



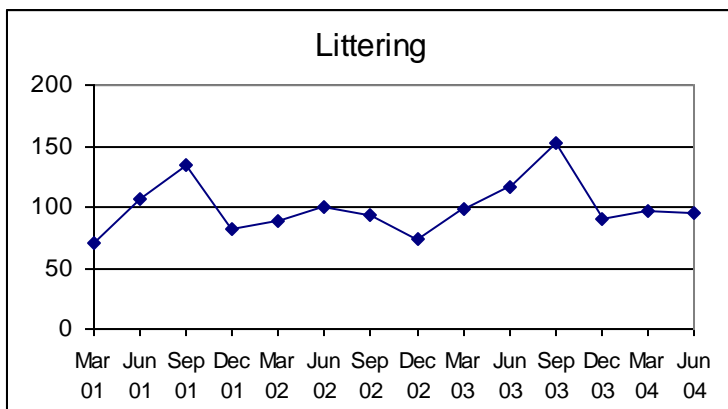
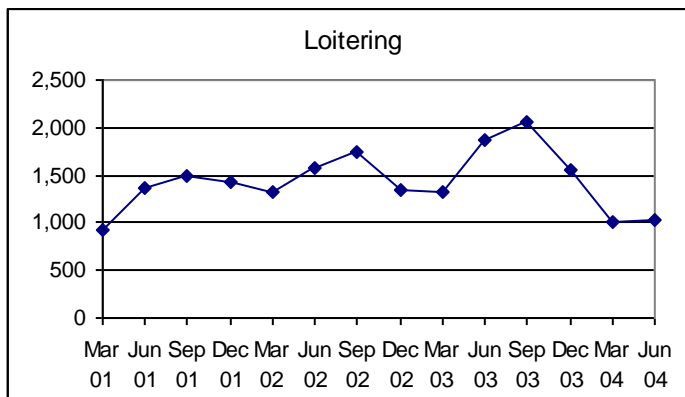
However, Carrying Concealed Weapons (left), shows very little variation, with about 300 citations in each quarter. The largest number, 344, was reported in the third quarter of 2000, and the smallest, 271, in the first quarter of 2002 and the second quarter of 2004.

Loud Music citations (right), have peaked in the third quarter each year. 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 peak of 2003 was much lower than previous years.



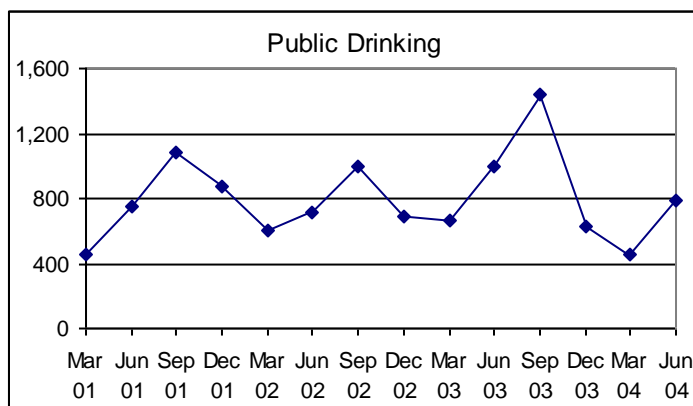
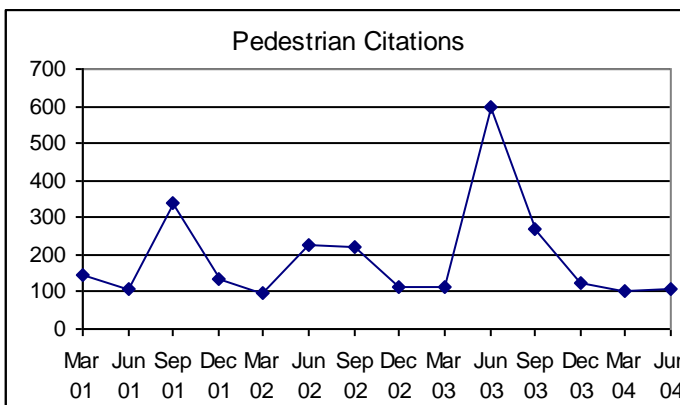
Disorderly Conduct shows less variation than most categories. The first quarter of 2002 had the fewest citations, 2,700, and the third quarter of 2003 had the most, 3,610.

A general increase in citations for loitering, from 2000 through the third quarter of 2003, was followed by a decrease into 2004. The fewest citations, 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 were peaks in the third (summer) quarters of 2000, 2001, and 2003, but not in 2002.

Pedestrian violations have fluctuated widely 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. There were about 100 citations in each of the last three report periods.



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.

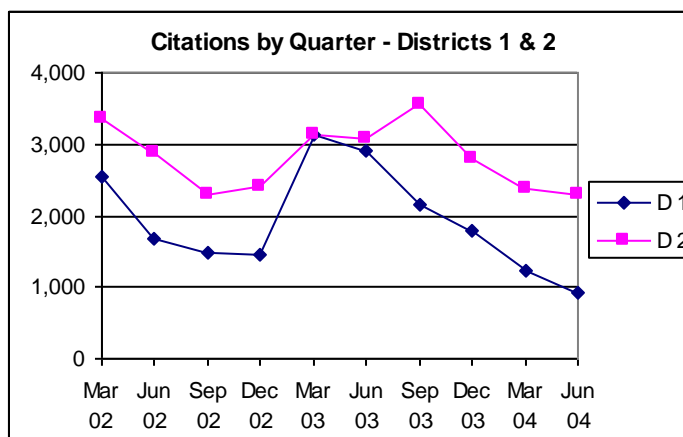
Tables and graphs for Police Districts and other reporting units follow. Tables show six-month data for each unit; graphs show quarter by quarter data.

Dist. One	All QL	DisCond	Loiter	Speeding	OpLic	Veh Lic	OthTraf
Asian	1.4%	0.0%	0.0%	2.5%	0.0%	0.8%	0.0%
Black	39.2%	62.2%	57.7%	24.2%	55.7%	55.0%	63.0%
Indian	0.8%	0.5%	0.0%	0.3%	0.0%	0.8%	0.0%
Unknown	4.4%	2.7%	0.0%	5.8%	10.2%	2.4%	0.0%
White	54.2%	34.7%	42.3%	67.3%	34.1%	41.0%	37.0%
TOTAL	2,166	222	97	1,084	88	502	27

Police District One had the fewest Quality of Life citations issued by District personnel; more than three-quarters were traffic citations. More than a third of all citations, and more than half for Disorderly Conduct, Loitering, Operator License, Vehicle License, and Other Traffic went to African- Americans. There were as many citations for Public Drinking as for Loitering, with half of Public Drinking citations going to white persons. This District includes the downtown shopping areas and government buildings, where many non-residents are present during business hours. The number of citations peaked in the first quarter of 2003, and has declined since then.

Dist Two	All QL	DisCond	Loiter	Speeding	OpLic	Veh Lic	Oth Traf
Asian	0.4%	0.2%	0.6%	1.0%	0.2%	0.1%	0.0%
Black	19.1%	30.9%	33.9%	8.0%	6.7%	19.0%	15.3%
Indian	0.8%	1.5%	0.0%	0.0%	0.7%	0.6%	0.0%
Unknown	0.4%	0.9%	0.0%	0.1%	0.2%	0.4%	0.0%
White	79.3%	66.4%	65.5%	90.9%	92.2%	79.9%	84.7%
TOTAL	4,659	983	310	1,076	461	1,029	196

Police District Two had the lowest proportion of citations to African-Americans, followed by District Six, as would be expected based on population patterns. No more than one-third of the citations in any category in District Two were issued to African-Americans. There were more citations for Public Drinking and almost as many for Curfew violations as for Other Traffic. Unlike most reporting units, the number of citations peaked in the third quarter of 2003.

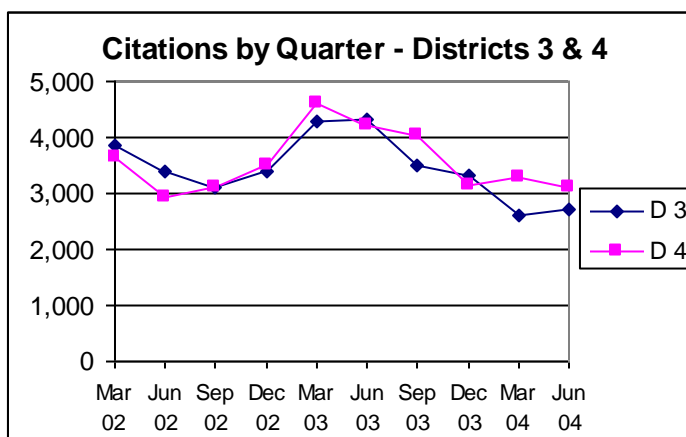


<b>Dist Three</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.5%	0.2%	1.2%	3.4%	0.9%	1.0%	3.3%
Black	76.2%	86.2%	82.5%	45.2%	88.2%	84.7%	81.0%
Indian	0.4%	1.4%	0.0%	0.2%	0.0%	0.0%	0.0%
Unknown	1.0%	0.3%	0.0%	2.8%	0.9%	0.8%	1.8%
White	20.9%	12.0%	16.3%	48.3%	10.0%	13.5%	13.9%
<b>TOTAL</b>	<b>5,338</b>	<b>1,259</b>	<b>576</b>	<b>1,053</b>	<b>229</b>	<b>1,377</b>	<b>273</b>

In Police District Three, less than 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 has decreased since the second quarter of 2003.

<b>Dist Four</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.7%	1.0%	1.7%	1.1%	0.4%	0.1%	0.0%
Black	85.7%	88.9%	86.7%	77.2%	85.2%	91.1%	92.4%
Indian	0.1%	0.5%	0.0%	0.1%	0.4%	0.0%	0.0%
Unknown	0.7%	0.4%	0.0%	0.7%	1.1%	0.6%	0.7%
White	12.8%	9.1%	11.6%	20.9%	12.9%	8.2%	6.8%
<b>TOTAL</b>	<b>6,405</b>	<b>966</b>	<b>173</b>	<b>1,889</b>	<b>263</b>	<b>2,350</b>	<b>409</b>

In Police District Four, more than three-quarters of tickets issued by District personnel in every high-volume category went to African-Americans. Only Special Operations gave more citations than District Four in the first six months of 2004. The number of citations peaked in the first quarter of 2003, and has generally decreased since then.



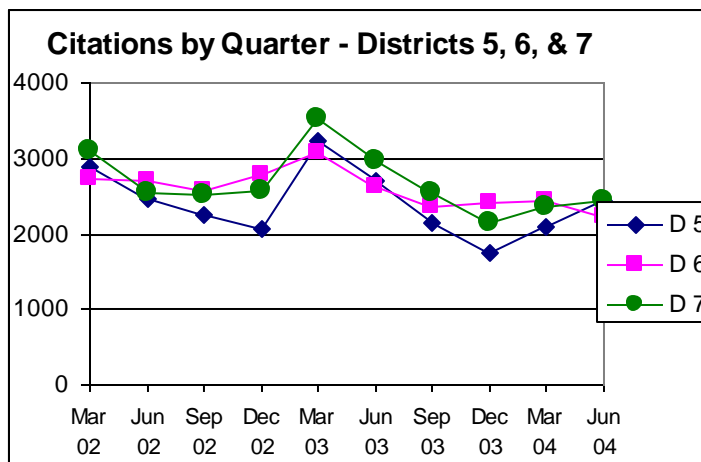


<b>Dist Five</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.3%	0.3%	0.5%	0.4%	0.0%	0.1%	1.9%
Black	70.9%	75.6%	80.8%	63.0%	84.7%	79.7%	76.5%
Indian	0.2%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%
Unknown	0.8%	0.7%	0.5%	1.0%	2.3%	0.2%	0.6%
White	27.8%	22.9%	18.3%	35.5%	13.1%	20.0%	21.0%
<b>TOTAL</b>	4,526	870	208	1,269	222	1,284	162

More than two-thirds of high-volume category citations issued by District Five personnel went to African-Americans. There were more citations for Public Drinking and almost as many for Loud Music as for Other Traffic violations. Almost three-quarters of Loud Music citation recipients, and more than 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 of 2003, decreased in the next three quarters, then rose in the first half of 2004.

<b>Dist Six</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.4%	1.1%	0.5%	1.8%	0.7%	1.5%	0.6%
Black	28.3%	42.0%	28.3%	25.6%	15.2%	27.2%	20.0%
Indian	0.6%	1.2%	0.5%	0.3%	0.0%	0.3%	1.7%
Unknown	3.6%	2.6%	2.0%	4.1%	5.7%	3.0%	6.9%
White	66.2%	53.1%	68.7%	68.2%	78.4%	68.0%	70.9%
<b>TOTAL</b>	4,655	816	198	1,455	402	1,238	175

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 next two quarters, and then flattened out.

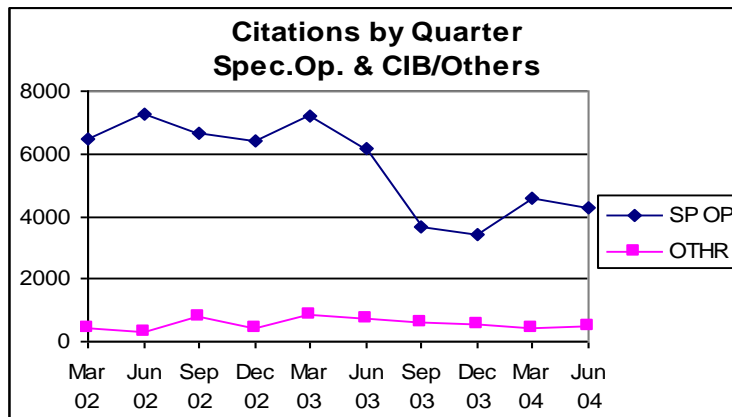


District Seven	All QL	DisCond	Loiter	Speeding	OpLic	VehLic	OthTraf
Asian	0.5%	0.1%	0.0%	1.1%	0.0%	0.2%	0.6%
Black	88.3%	91.0%	87.1%	83.4%	88.6%	92.8%	86.5%
Indian	0.1%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%
Unknown	0.8%	0.2%	0.4%	1.4%	1.6%	0.5%	0.9%
White	10.3%	8.7%	12.4%	13.9%	9.8%	6.4%	12.0%
TOTAL	4,811	946	241	1,438	254	1,202	342

Police Districts Seven and Four had the highest overall proportion of citations to African-Americans. This is compatible with area demographics. The number of citations peaked in the first quarter of 2003, decreased each of the next three quarters, and rose slightly in the first two quarters of 2004.

Special Ops	All QL	DisCond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.9%	0.5%	0.0%	1.3%	1.3%	0.6%	0.6%
Black	62.3%	53.2%	78.8%	53.5%	52.7%	72.3%	74.4%
Indian	0.3%	3.4%	1.7%	0.0%	0.6%	0.1%	0.0%
Unknown	3.0%	0.0%	0.6%	2.1%	11.6%	3.1%	2.9%
White	33.5%	42.9%	19.0%	43.1%	33.8%	23.8%	22.1%
TOTAL	8,848	205	179	3,646	621	2,368	1,371

Special Operations personnel gave more Quality of Life citations than any District, 21% of all those issued in the first six months of 2004, and 26% of traffic citations. Half to three-quarters were issued to African-Americans. Special Operations personnel gave as many tickets for Public Drinking as for Disorderly Conduct; half the Public Drinking citations went to African-Americans. The number of citations decreased during 2003, but rose in 2004.



<b>CIB &amp; Other</b>	All QL	DisCond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.8%	0.6%	0.0%	1.9%	0.0%	0.4%	0.0%
Black	61.1%	61.3%	74.1%	59.3%	52.2%	62.7%	63.5%
Indian	0.6%	2.2%	0.0%	1.0%	0.0%	0.0%	0.0%
Unknown	1.4%	1.1%	0.0%	1.4%	3.0%	0.8%	2.4%
White	36.1%	34.8%	25.9%	36.4%	44.8%	36.1%	34.1%
<b>TOTAL</b>	925	181	58	209	67	241	85

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. More than half of the citations issued by these personnel in the first half of 2004 went to African-Americans. Because totals for these units are small, there are no notable trends.