

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

**Relating to the Enforcement of "Quality of Life" Ordinances  
For the year 2002, including the third and fourth quarters**

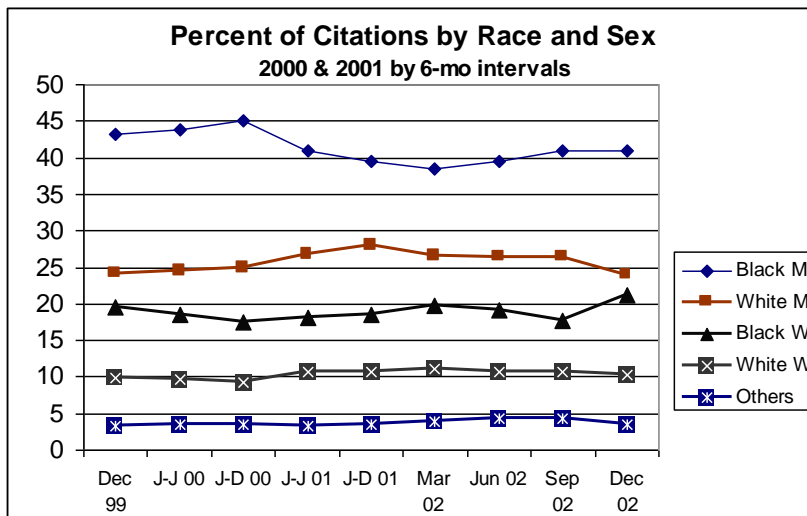
by  
**The Milwaukee Board of Fire and Police Commissioners  
Research Services Section**

**May 2003**

**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.

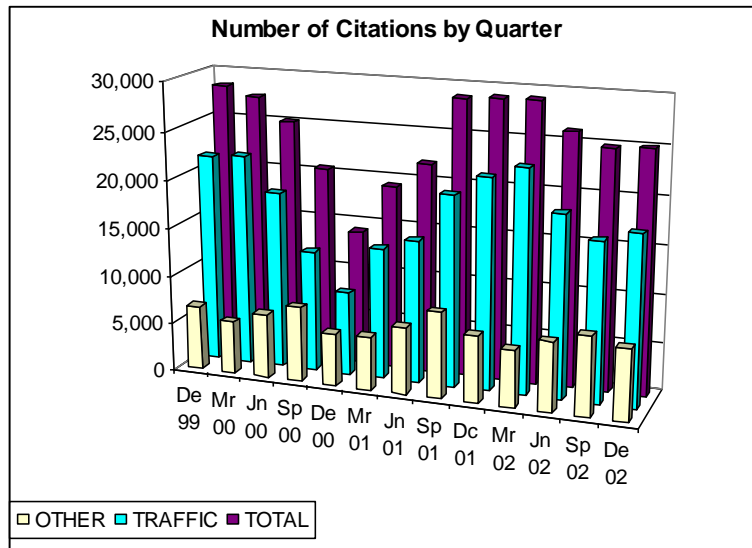
Distribution by race of persons cited is shown here. Men of all races account for most offenses (69% for the year), and African-Americans accounted for more than half (59%). The percentage of total citations to black men has decreased since this analysis began. The percentage to white men increased until the third quarter of 2001, and has since decreased. Other groups have been relatively constant, although citations to black women increased in the last quarter of 2002.



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 from December 1999 to December 2000. The total then increased each quarter until March

2002, but decreased in the second and third quarters of 2002. We do not know the reason for these trends, but it is clear that traffic citations decreased while other citations increased. In the fourth quarter, traffic citations increased while others decreased. Traffic citations were 72.5% of all citations reported in 2002.



**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 more offenses than any District, including almost one-third of all traffic offenses this year.

CITY TOTAL	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OtherTraf
Asian	0.9%	0.4%	0.3%	1.6%	0.5%	0.6%	1.3%
Black	59.4%	67.9%	72.2%	48.4%	46.3%	67.4%	69.3%
Indian	0.3%	0.5%	0.6%	0.2%	0.1%	0.2%	0.1%
Unknown	2.8%	1.2%	0.7%	3.2%	8.4%	2.1%	3.6%
White	36.6%	29.9%	26.3%	46.6%	44.8%	29.7%	25.7%
TOTAL	104,929	12,242	6,000	33,022	6,687	26,013	10,366

**Conclusion**

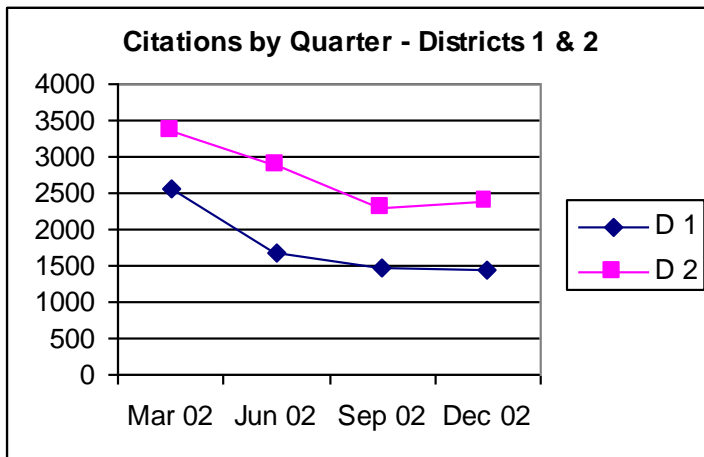
When the new Police Department computer system is operational, it should be possible to sort citations by where they are issued rather than officer assignment. That will allow a more realistic analysis of possible racial profiling.

District One	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	0.9%	0.6%	1.0%	1.3%	0.3%	0.6%	0.0%
Black	49.9%	50.0%	68.4%	45.4%	47.1%	57.3%	50.0%
Indian	0.3%	0.6%	0.5%	0.2%	0.3%	0.2%	0.0%
Unknown	2.2%	1.9%	0.0%	2.8%	7.7%	1.0%	4.7%
White	46.7%	46.9%	30.1%	50.2%	44.4%	40.9%	45.3%
TOTAL	7,164	484	206	3,429	297	2,183	86

Police District One had the fewest Quality of Life citations issued by District personnel; more than 80% were for traffic citations. The number of citations decreased each quarter. Almost half of all citations went to African- Americans. There were more citations for Public Drinking and Pedestrian violations than for Other Traffic. This District includes the downtown shopping areas and government buildings, where many non-residents are present during business hours.

District Two	All QL	DisCond	Loiter	Speeding	OpLic	Veh Lic	Other Traf
Asian	0.4%	0.2%	0.9%	0.8%	0.2%	0.2%	0.8%
Black	17.7%	31.1%	27.4%	9.9%	7.5%	16.9%	18.2%
Indian	0.7%	1.0%	1.3%	0.4%	0.1%	0.3%	0.4%
Unknown	1.4%	1.2%	0.9%	1.4%	2.3%	1.4%	1.5%
White	79.8%	66.4%	69.5%	87.4%	89.9%	81.1%	79.1%
TOTAL	10,926	1,724	903	2,997	1,090	1,924	521

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 Public Drinking,

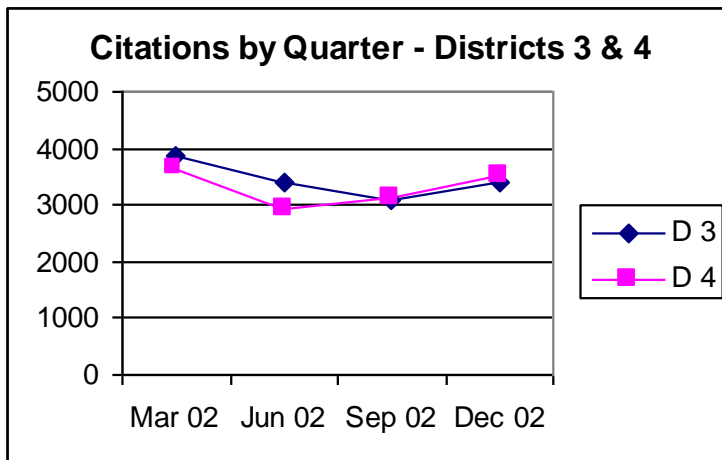


and almost as many for Curfew violations, as for Other Traffic. The number of citations decreased in the second and third quarters, and increased slightly in the fourth quarter.

<b>District Three</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Other Traf
Asian	1.0%	0.4%	0.3%	2.4%	0.5%	0.4%	1.5%
Black	73.8%	85.1%	89.0%	45.4%	78.1%	84.3%	79.6%
Indian	0.2%	0.2%	0.1%	0.2%	0.0%	0.1%	0.1%
Unknown	2.5%	0.6%	0.3%	6.0%	6.3%	1.1%	2.8%
White	22.6%	13.7%	10.4%	46.1%	15.1%	14.0%	16.0%
<b>TOTAL</b>	<b>13,735</b>	<b>2,199</b>	<b>1,882</b>	<b>3,674</b>	<b>630</b>	<b>3,023</b>	<b>719</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 highest number of citations issued by District personnel. The number of citations decreased in the second and third quarters, then increased in the fourth quarter, but remained well below the level of the first quarter.

<b>District Four</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.6%	0.3%	0.3%	1.1%	0.3%	0.4%	0.3%
Black	78.8%	85.5%	81.8%	63.7%	82.7%	87.0%	89.8%
Indian	0.2%	0.2%	0.0%	0.3%	0.0%	0.2%	0.0%
Unknown	1.0%	0.5%	0.0%	1.1%	3.8%	0.9%	1.0%
White	19.4%	13.5%	17.9%	33.8%	13.2%	11.6%	8.9%
<b>TOTAL</b>	<b>13,203</b>	<b>1,795</b>	<b>329</b>	<b>4,199</b>	<b>577</b>	<b>4,281</b>	<b>1,079</b>

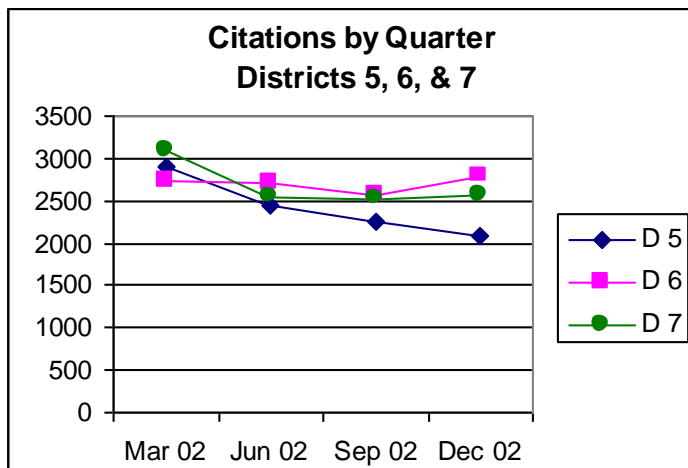


In Police District Four, almost two-thirds of Speeding tickets, and more than three-quarters of other high-volume category citations issued by District personnel, went to African-Americans. There were more citations for Curfew violations than for Loitering, with 76% going to African-Americans. This District had the second-highest number of citations. The number decreased in the second quarter, then increased in the third and fourth quarters.

District Five	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.6%	0.3%	0.0%	1.3%	0.0%	0.5%	0.3%
Black	61.4%	75.5%	81.1%	53.0%	64.8%	65.7%	72.9%
Indian	0.2%	0.8%	0.1%	0.1%	0.0%	0.2%	0.0%
Unknown	1.5%	0.8%	0.8%	2.0%	3.9%	1.2%	0.5%
White	36.3%	22.6%	18.0%	43.6%	31.3%	32.6%	26.3%
TOTAL	9,683	1,449	778	3,218	415	1,968	384

In Police District Five, more than half of high-volume category citations issued by District personnel went to African-Americans. There were more citations for Public Drinking than for Operator License or Other Traffic violations, and more than two-thirds of the recipients were white. This District includes the neighborhoods around the University of Wisconsin-Milwaukee. The number of citations decreased each quarter.

District Six	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.4%	1.0%	0.2%	2.1%	0.8%	1.1%	2.8%
Black	25.6%	39.1%	32.2%	21.7%	13.2%	26.9%	30.3%
Indian	0.8%	1.1%	3.3%	0.4%	0.2%	0.3%	0.5%
Unknown	5.1%	2.3%	1.2%	6.0%	11.2%	4.2%	4.1%
White	67.1%	56.4%	63.1%	69.8%	74.6%	67.5%	62.4%
TOTAL	10,787	1,597	488	3,515	1,254	2,435	436



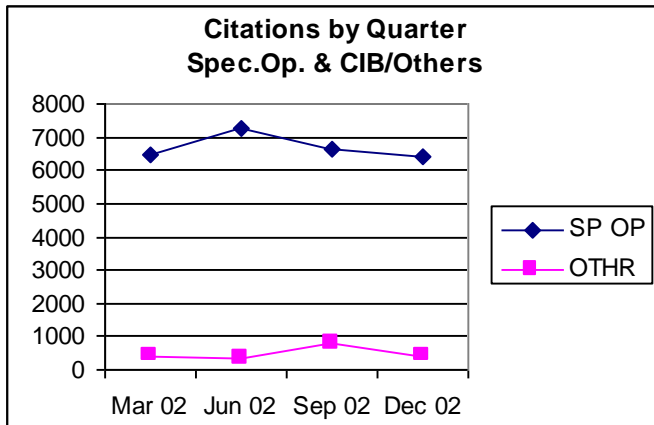
In most categories, less than a third of citations issued by District Six personnel went to African-Americans. Disorderly Conduct had the largest proportion, slightly more than one-third. The number of citations decreased in the third quarter, then rose above the level of the first two quarters.

<b>District Seven</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.5%	0.2%	0.0%	1.1%	0.4%	0.2%	0.5%
Black	86.7%	88.3%	88.0%	79.3%	90.5%	91.0%	92.4%
Indian	0.1%	0.1%	0.0%	0.2%	0.0%	0.1%	0.0%
Unknown	1.4%	1.5%	0.8%	2.1%	3.0%	0.8%	1.0%
White	11.2%	9.9%	11.2%	17.3%	6.2%	8.0%	6.0%
<b>TOTAL</b>	10,706	2,170	714	2,973	535	2,493	580

Police District Seven had the highest overall proportion of citations to African-Americans, as would be expected based on demographics. The number of citations decreased in the second quarter, then remained constant for the remainder of the year.

<b>Special Oper</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	1.3%	0.0%	0.2%	1.9%	0.7%	0.9%	1.5%
Black	64.3%	60.3%	89.2%	55.0%	52.6%	71.6%	69.7%
Indian	0.1%	0.4%	0.4%	0.1%	0.0%	0.2%	0.1%
Unknown	4.6%	2.0%	0.7%	3.6%	15.2%	3.7%	4.6%
White	29.7%	37.2%	9.5%	39.5%	31.5%	23.6%	24.1%
<b>TOTAL</b>	26,780	494	555	8,693	1,739	7,227	6,429

Special Operations personnel gave more Quality of Life citations than any District, one-quarter of all those issued in 2002. The proportion issued to African-Americans ranged from just over half of Speeding and Operator License citations to almost 90% of Loitering citations. Special Operations personnel gave more tickets for Loud Music than for Disorderly Conduct or Loitering; two-thirds went to African-Americans. The number of citations increased in the second quarter, then decreased in the third and fourth quarters.



<b>CIB &amp; Other</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.5%	0.3%	0.0%	0.6%	0.0%	0.8%	1.5%
Black	57.0%	60.0%	59.3%	54.3%	46.7%	60.3%	58.3%
Indian	0.5%	0.9%	0.0%	0.3%	0.7%	0.4%	0.0%
Unknown	2.7%	1.8%	3.4%	1.9%	8.0%	2.5%	6.1%
White	39.2%	37.0%	37.2%	42.9%	44.7%	35.9%	34.1%
<b>TOTAL</b>	1,945	330	145	324	150	479	132

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. In total, more than half went to African-Americans. However, these units issued fewer than 2,000 citations in the course of the year. The number of citations was unusually high in the third quarter.