

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

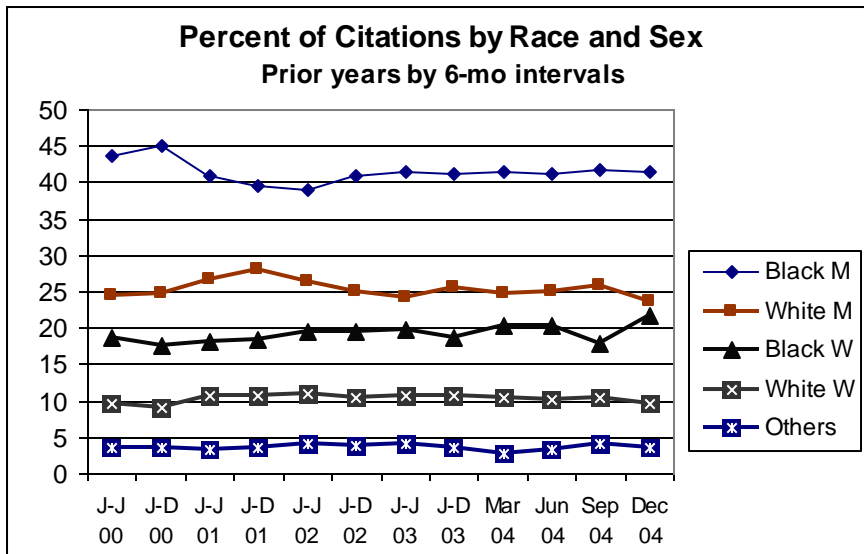
**Relating to the Enforcement of "Quality of Life" Ordinances  
For the year 2004, including the third and fourth quarters**

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

**March 2005**

**Introduction**

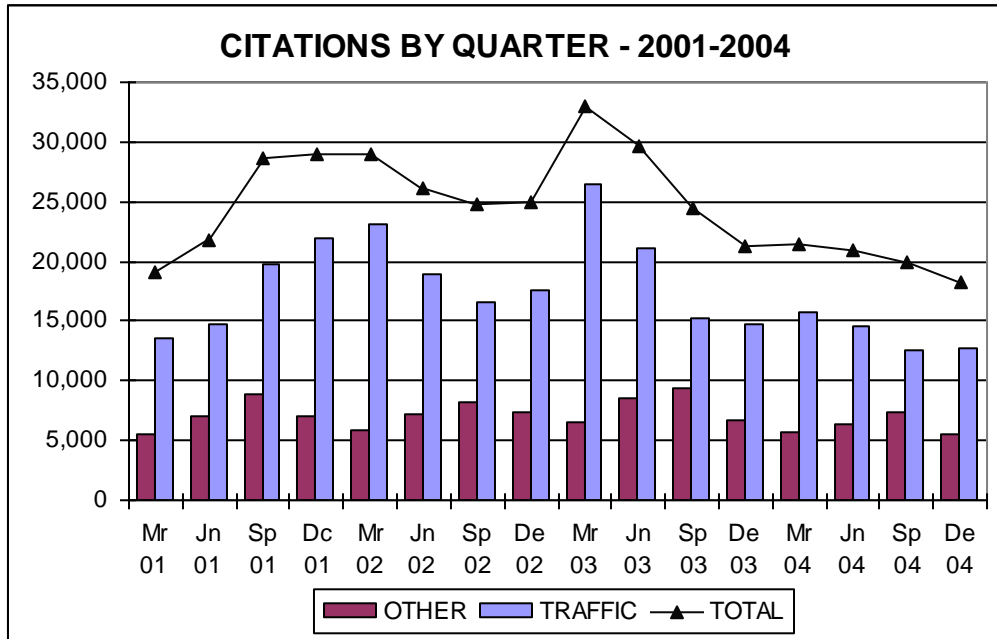
Data are provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued. When the new Police Department computer system is operational, it should be possible to sort citations by where they are issued rather than by officer assignment. That will allow a more realistic analysis of possible racial profiling.



Distribution by race of persons cited is shown here. Men of all races account for most offenses (69% for the year), and African-Americans of both sexes accounted for more than half (61%). The percentage of total citations to black men decreased in 2001-02. The percentages to white men and black women have

varied more than other groups over time. White women, Asians, American Indians, and persons of undetermined race have the fewest citations. 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 increased in the first three quarters of 2001, and remained in the 25,000 to 30,000 range through 2002. The total peaked in the first quarter of 2003, and then began to decrease. Most Districts and other reporting units followed this pattern. We do not know the reason for these trends, but traffic citations are the major factor. Traffic citations were 71% of all citations in 2003, and 69% in 2004. Total citations for the year decreased more than 25%, from 108,564 in 2003 to 80,493 in 2004.



**Discussion**

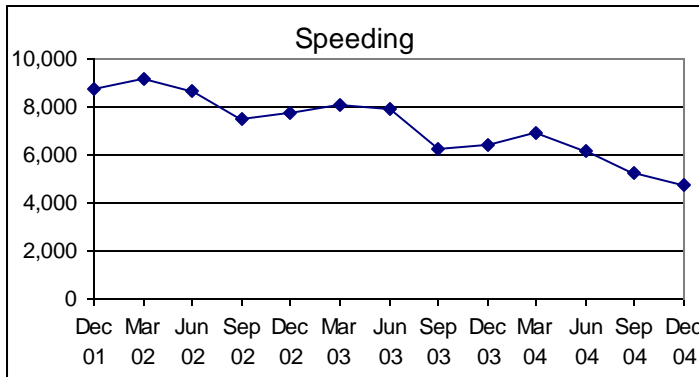
The table below shows the race breakdown for all Quality of Life offenses and for the highest volume categories for the full year. Half of persons cited for Speeding or Operator License violations, and two-thirds of other categories, were African-American. Tables for Districts, Special Operations, and other units follow the discussion. Special Operations cited 21% of Quality of Life offenses this year, more than any District.

CITY TOTAL	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OtherTraf
Asian	0.9%	0.5%	0.5%	1.6%	0.6%	0.5%	0.9%
Black	61.5%	68.4%	67.5%	50.3%	51.5%	71.0%	71.0%
Indian	0.4%	0.8%	0.3%	0.1%	0.2%	0.1%	0.1%
Unknown	2.0%	0.7%	0.6%	2.5%	6.6%	1.7%	2.5%
White	35.2%	29.6%	31.0%	45.5%	41.1%	26.6%	25.5%
TOTAL	80,493	12,706	4,017	23,130	4,990	22,118	5,416

**Detail of citations by category**

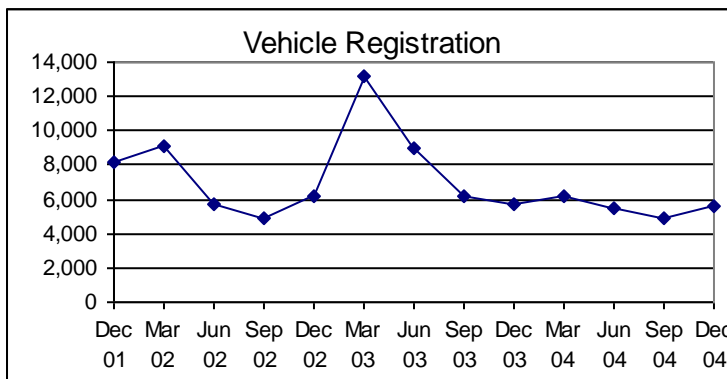
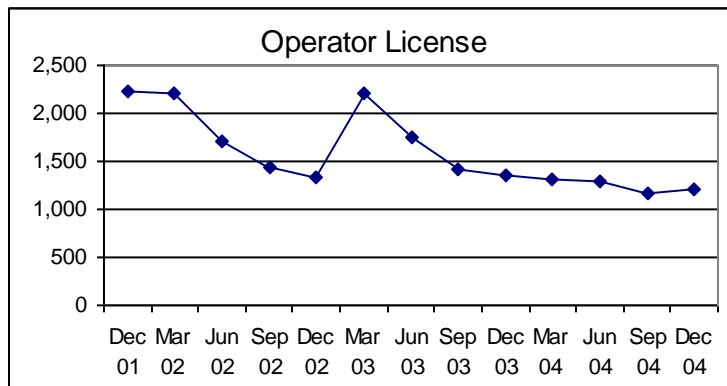
Trends by type of citation can be examined for the City as a whole. Because so many citations are issued by Special Operations personnel, we cannot at this time examine trends in citation categories by Police District.

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



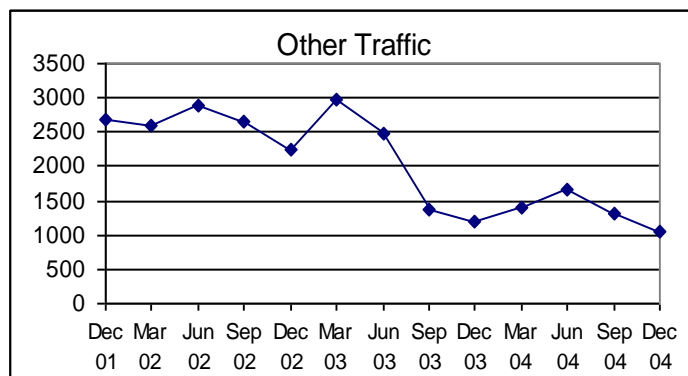
The number of Speeding citations increased from a low of fewer than 3,000 in the last quarter of 2000 to a high of almost 10,000 in the third quarter of 2001. The number has trended down since then, dropping to under 5,000 in the fourth quarter of 2004.

Operator License citations have fluctuated between 1,000 and 2,200 since December 2000. Numbers prior to that were so far out of this range that we believe them to be erroneous. There has been a general decline since March 2003.



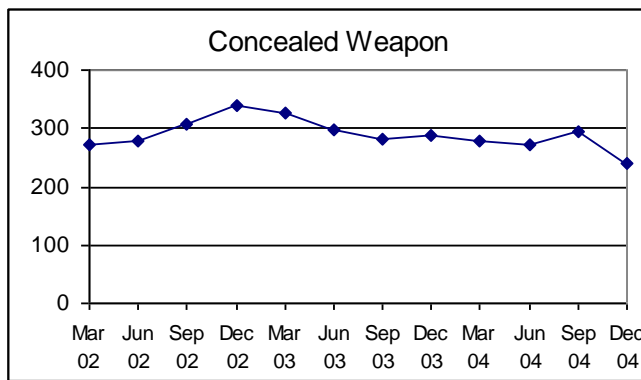
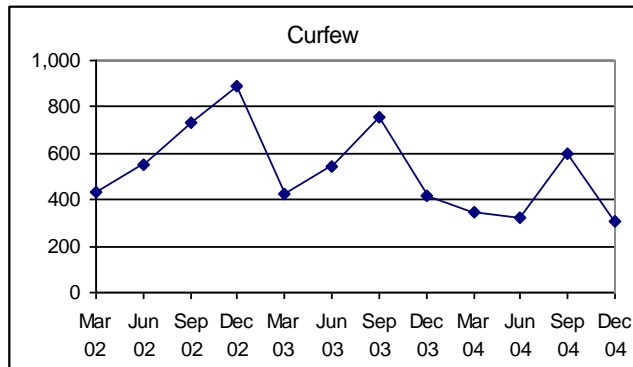
Vehicle Registration citations increased from a low of 3,600 in the last quarter of 2000 to a high of more than 13,000 in the first quarter of 2003. Citations then decreased, and have been between 4,000 and 6,000 for the last six quarters.

The “Other Traffic” category includes a variety of offenses, and the number of citations is generally smaller than the categories above. There was a high of 3,300 in the third quarter of 2001, and a more recent peak of 2,979 in the first quarter of 2003, followed by a decreasing trend to a low of 1,055 in the last quarter of 2004.



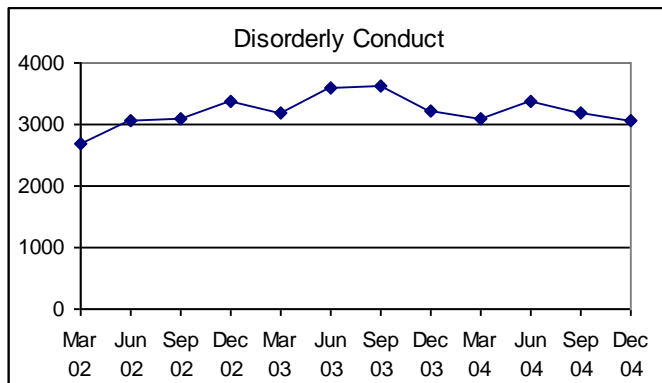
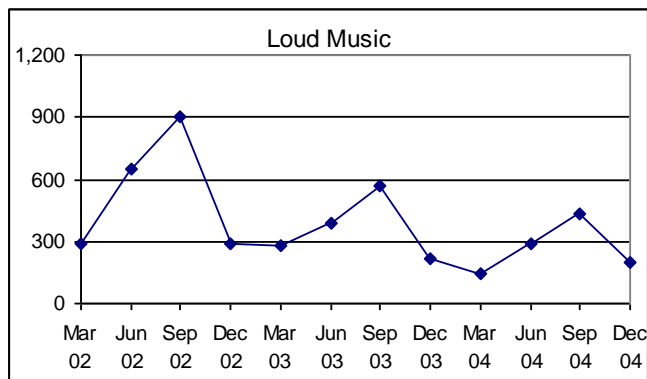
The non-traffic categories generally have fewer citations than the traffic categories. Three offenses (curfew-parent, graffiti, and loitering-prostitution) are not shown here, because each typically has fewer than 100 citations in any calendar quarter.

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 a most 900 in the last quarter of 2002.

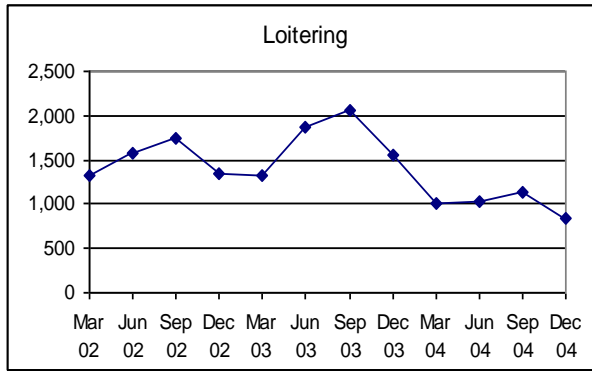


However, Carrying Concealed Weapons (left), shows only minimal variation, with about 300 citations in each quarter. There were 344 in the third quarter of 2000, and 339 in the third quarter of 2002. The last quarter of 2004 had the fewest citations, 240.

Loud Music citations (right), has had dramatic third-quarter peaks each year. The 2001 third-quarter peak was 1,403 citations, while the first quarter of that year had a low of 231 citations. The third quarters of 2003 and 2004 were much lower than the same quarter in previous years.

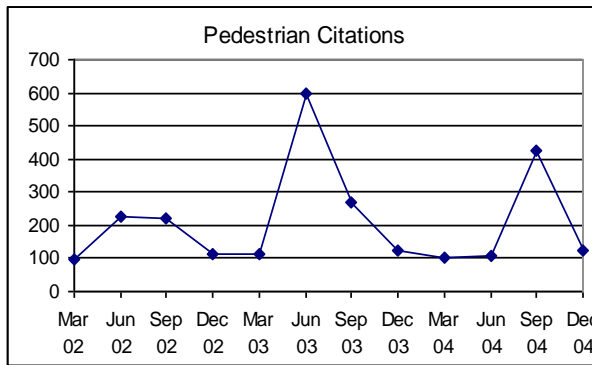
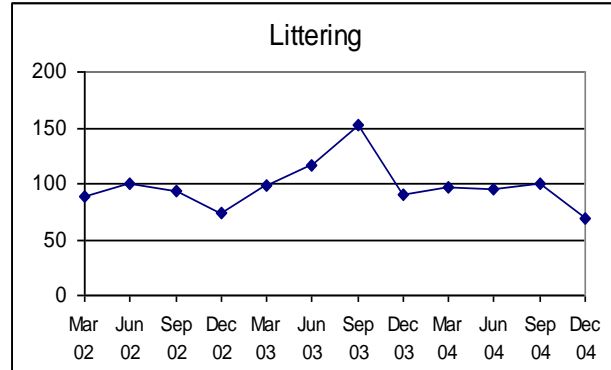


Disorderly Conduct shows less variation than some categories. The first quarter of 2002 had the fewest citations, 2,700, and the third quarter of 2003 had the most, 3,610. There were 3,059 citations in the last quarter of 2004.



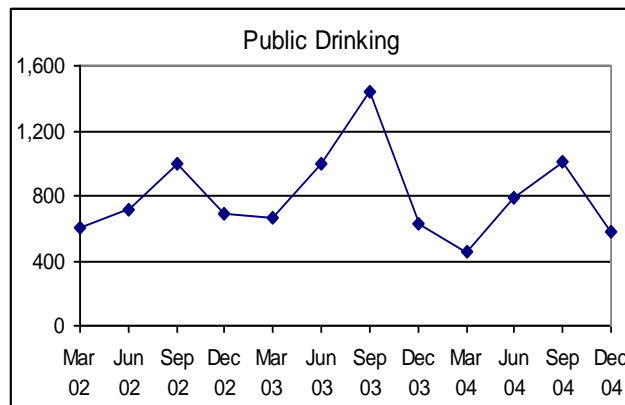
Loitering citations peaked in the third quarter of 2000, at 2,062. This was followed by a bumpy decrease, to a low of 849 in the last quarter of 2004. There were peaks in the third quarter of each year, although the “peak” in 2004 is barely higher than the other quarters.

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 was a notable peak in the third (summer) quarter of 2003.



Pedestrian violations have varied greatly over time. The fewest citations, 95, were given in the fourth quarter of 2000. There was a peak of 600 in the second quarter of 2003, and 426 were issued in the third quarter of 2004. The number dropped to 125 in the last quarter of 2004.

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.



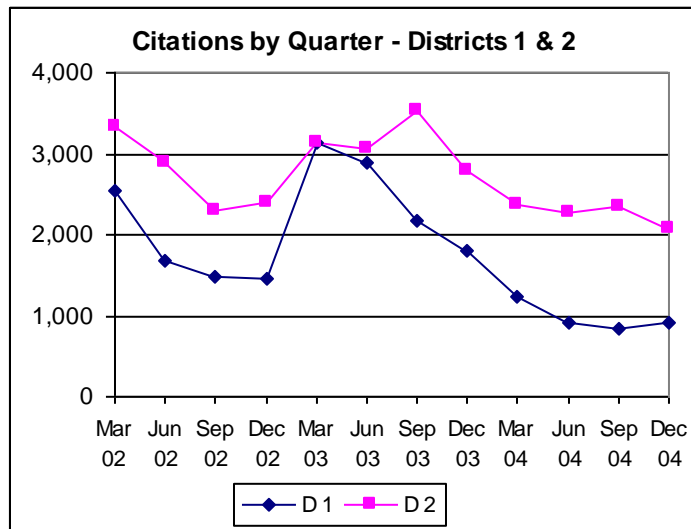
Tables and graphs for Police Districts and other reporting units follow. Tables show full-year data for each unit; graphs show quarter by quarter data.

<b>Dist. One</b>	All QL	Dis.Cond	Loiter	Speed	Op Lic	Veh Lic	OthTraf
Asian	1.3%	0.0%	0.0%	2.7%	0.0%	0.6%	0.0%
Black	43.0%	60.5%	59.7%	25.7%	52.7%	54.6%	72.4%
Indian	0.5%	0.6%	0.6%	0.2%	0.0%	0.4%	0.0%
Unknown	3.5%	1.2%	0.0%	4.8%	10.8%	2.4%	1.7%
White	51.7%	37.7%	39.8%	66.6%	36.5%	42.0%	25.9%
<b>TOTAL</b>	<b>3,902</b>	<b>512</b>	<b>181</b>	<b>1,627</b>	<b>148</b>	<b>1,029</b>	<b>58</b>

Police District One, which includes the downtown shopping areas and government buildings, had the fewest Quality of Life citations issued by District personnel. The number has generally decreased since the first quarter of 2003. More than two-fifths of all citations went to African-Americans. There were more citations for Public Drinking than for Loitering, Operator License, or Other Traffic violations.

<b>Dist Two</b>	All QL	DisCond	Loiter	Speeding	OpLic	Veh Lic	Oth Traf
Asian	0.3%	0.3%	0.3%	0.8%	0.1%	0.2%	0.0%
Black	19.2%	27.8%	30.2%	8.0%	8.4%	20.5%	18.3%
Indian	0.8%	1.3%	1.0%	0.1%	0.5%	0.5%	0.0%
Unknown	0.7%	0.8%	0.4%	1.2%	1.0%	0.3%	0.8%
White	78.9%	69.8%	68.0%	90.0%	90.0%	78.5%	80.9%
<b>TOTAL</b>	<b>9,078</b>	<b>1,910</b>	<b>682</b>	<b>1,907</b>	<b>842</b>	<b>1,925</b>	<b>367</b>

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 has decreased since the third quarter of 2003, a later peak than most Districts.

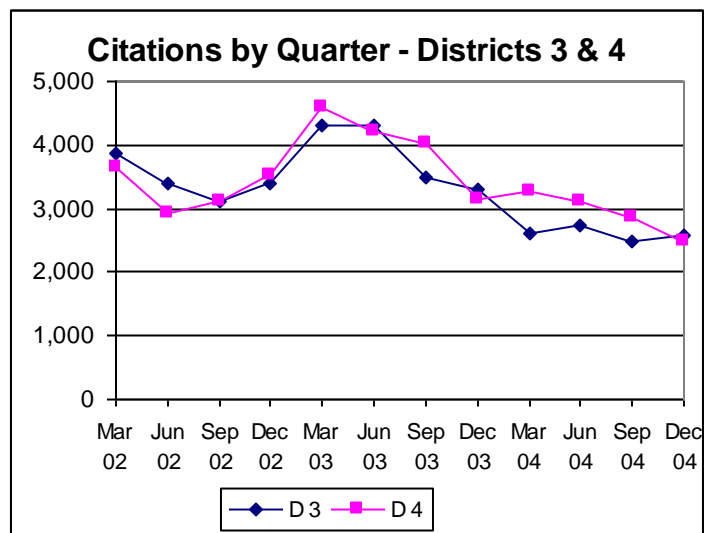


<b>Dist Three</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.2%	0.3%	0.7%	2.7%	1.1%	0.8%	3.3%
Black	78.1%	84.3%	82.6%	51.8%	85.3%	87.0%	81.7%
Indian	0.2%	0.8%	0.0%	0.1%	0.0%	0.0%	0.0%
Unknown	1.0%	0.5%	0.6%	2.4%	1.1%	0.8%	1.3%
White	19.5%	14.1%	16.1%	43.0%	12.4%	11.4%	13.7%
<b>TOTAL</b>	<b>10,379</b>	<b>2,494</b>	<b>1,112</b>	<b>1,752</b>	<b>450</b>	<b>2,723</b>	<b>542</b>

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 has decreased since the first quarter of 2003.

<b>Dist Four</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.7%	0.9%	0.9%	1.2%	0.2%	0.1%	0.1%
Black	85.6%	88.3%	84.5%	75.3%	85.1%	92.1%	94.1%
Indian	0.1%	0.3%	0.0%	0.2%	0.4%	0.1%	0.0%
Unknown	0.8%	0.5%	0.0%	1.2%	1.6%	0.6%	0.7%
White	12.7%	10.1%	14.6%	22.2%	12.6%	7.2%	5.1%
<b>TOTAL</b>	<b>11,737</b>	<b>1,966</b>	<b>328</b>	<b>3,301</b>	<b>451</b>	<b>4,223</b>	<b>706</b>

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

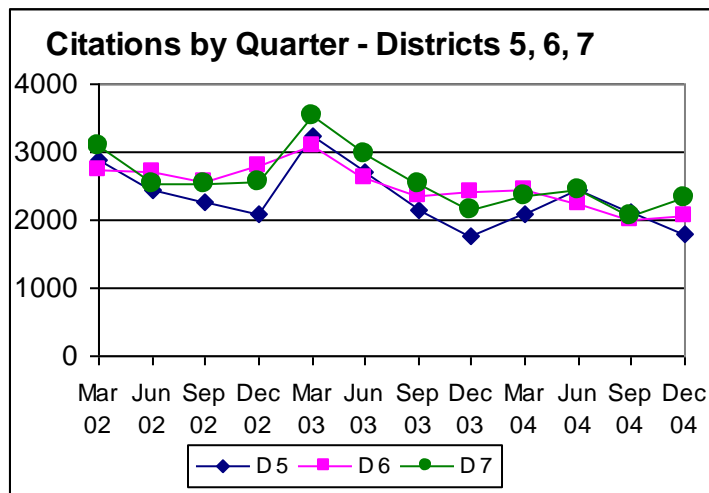


<b>Dist Five</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.3%	0.4%	0.3%	0.7%	0.0%	0.1%	1.2%
Black	71.6%	74.3%	81.9%	59.9%	87.7%	83.9%	80.5%
Indian	0.2%	0.4%	0.0%	0.1%	0.0%	0.0%	0.0%
Unknown	0.8%	0.5%	1.6%	1.0%	1.9%	0.5%	0.4%
White	27.1%	24.5%	16.2%	38.3%	10.5%	15.5%	17.9%
<b>TOTAL</b>	<b>8,424</b>	<b>1,679</b>	<b>365</b>	<b>1,943</b>	<b>430</b>	<b>2,620</b>	<b>246</b>

Police District Five had fewer citations than any other except District One. More than half of high-volume category citations issued by District personnel went to African-Americans. There were more citations for Loud Music than 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, and have generally decreased since then.

<b>Dist Six</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.4%	0.8%	1.6%	2.2%	0.7%	1.0%	1.7%
Black	28.7%	39.8%	32.0%	25.9%	18.5%	29.5%	21.9%
Indian	0.7%	1.4%	0.5%	0.3%	0.0%	0.3%	1.3%
Unknown	5.3%	2.3%	1.4%	6.2%	11.1%	5.0%	7.6%
White	63.9%	55.7%	64.6%	65.4%	69.7%	64.2%	67.5%
<b>TOTAL</b>	<b>8,727</b>	<b>1,414</b>	<b>435</b>	<b>2,718</b>	<b>847</b>	<b>2,303</b>	<b>302</b>

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, and have generally decreased since then.



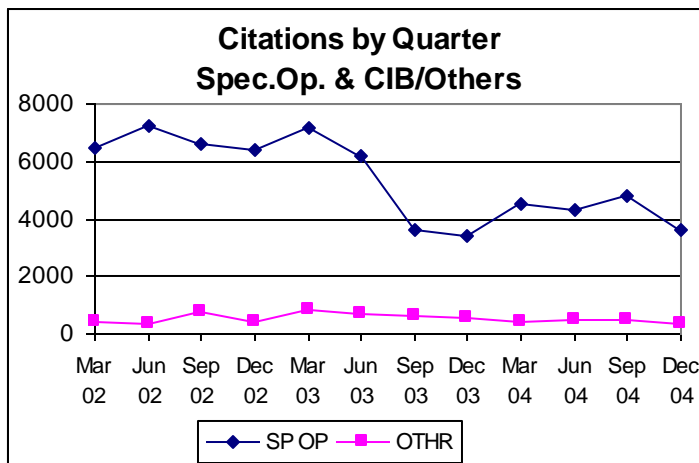


District Seven	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.6%	0.3%	0.0%	1.3%	0.0%	0.2%	0.8%
Black	88.4%	90.3%	89.4%	83.4%	89.5%	92.7%	86.8%
Indian	0.1%	0.3%	0.2%	0.1%	0.0%	0.0%	0.0%
Unknown	0.8%	0.2%	0.2%	1.4%	2.7%	0.7%	1.0%
White	10.0%	9.0%	10.2%	13.8%	7.8%	6.4%	11.3%
TOTAL	9,207	1,972	527	2,441	486	2,259	592

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 of 2003, and has decreased since then.

Special Ops	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	1.0%	0.2%	0.0%	1.4%	1.0%	0.7%	0.6%
Black	59.7%	53.5%	78.1%	50.8%	51.8%	71.0%	71.8%
Indian	0.3%	1.8%	1.0%	0.1%	0.3%	0.1%	0.1%
Unknown	3.5%	0.5%	0.3%	2.4%	14.3%	3.3%	3.4%
White	35.5%	44.0%	20.5%	45.3%	32.5%	24.9%	24.2%
TOTAL	17,273	443	302	7,045	1,199	4,531	2,462

Special Operations personnel gave more Quality of Life citations than any District, 21% of all those issued in 2004. The proportion issued to African-Americans ranged from just less than half of Public Drinking citations to more than three-quarters of Loitering citations. Special Operations personnel gave more tickets for Public Drinking and Pedestrian violations than for Loitering and Disorderly Conduct. Half the Public Drinking citations went to whites. The number of citations declined from the first quarter of 2003, then rose slightly in 2004.



<b>CIB &amp; Other</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	3.5%	2.8%	0.0%	3.5%	5.1%	4.2%	0.7%
Black	55.4%	56.6%	69.4%	49.0%	45.3%	59.6%	60.3%
Indian	0.6%	1.9%	0.0%	0.8%	0.0%	0.0%	0.0%
Unknown	1.9%	0.9%	1.2%	1.0%	4.4%	1.2%	3.5%
White	38.6%	37.7%	29.4%	45.7%	45.3%	35.0%	35.5%
<b>TOTAL</b>	1,766	316	85	396	137	505	141

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. Citations issued this year by these personnel to African-Americans ranged from 45% for Operator License to 69% for Loitering.