

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

**Relating to the Enforcement of "Quality of Life" Ordinances  
For the third quarter of 2003**

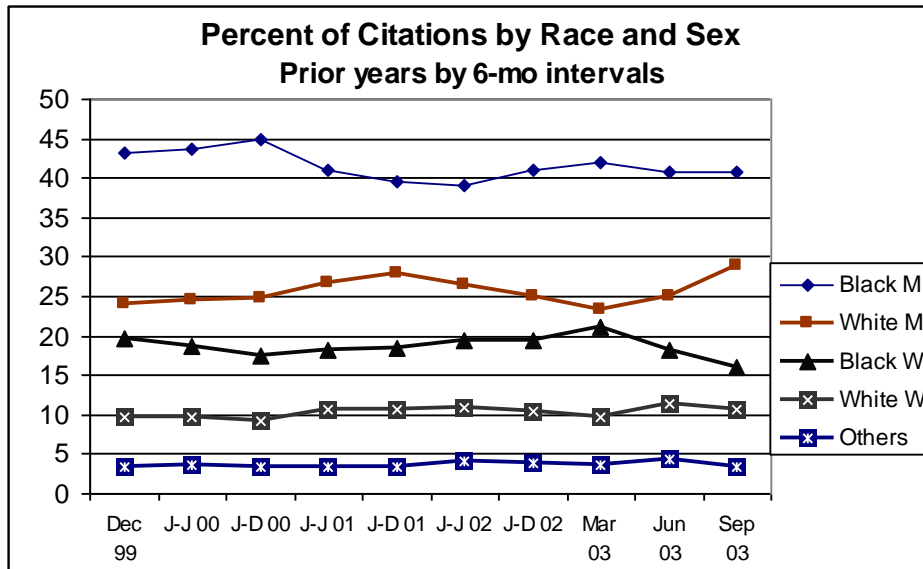
by  
**The Milwaukee Board of Fire and Police Commissioners  
Research Services Section**

**November 2003**

**Introduction**

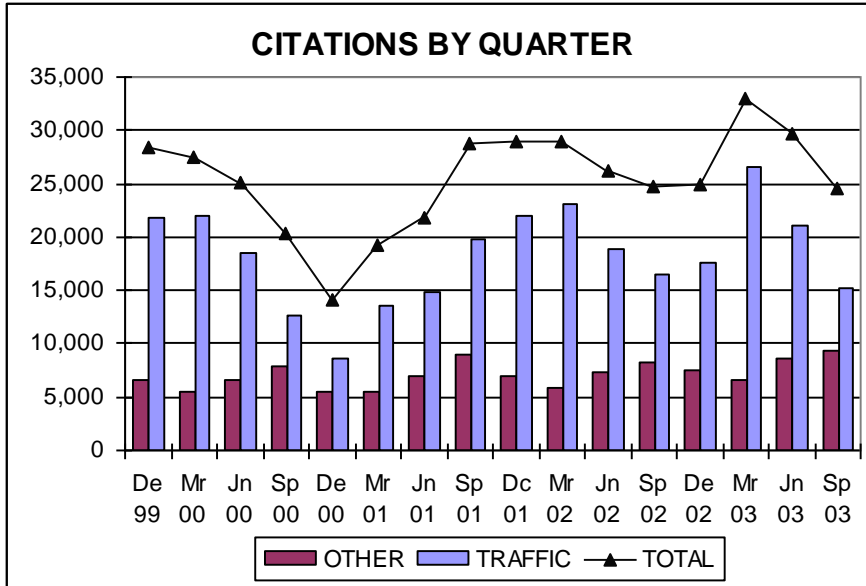
Data are provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued.

Percent of citations by race of persons cited is shown here. Men of all races account for about two-thirds of offenses, and African-Americans of both sexes account for more than half. The percentage of total citations to black men decreased in 2001, then rose slightly. The percentage to white men increased in 2001, then decreased, and has increased again in the last two quarters. Other groups have been relatively constant since this analysis began, although the proportion of citations to black women has recently decreased.



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. However, many citations are issued by Special Operations personnel, and we do not know where in the City these citations are issued. This limits our ability to look for patterns of racial profiling.

The next figure shows the number of citations issued each quarter. Total citations decreased substantially from December 1999 to December 2000. The total then generally increased, reaching its highest level in the first quarter of 2003, followed by decreases in the second and third quarters. We do not know the reason for these trends, but it is clear that traffic citations are the major factor.



**Discussion**

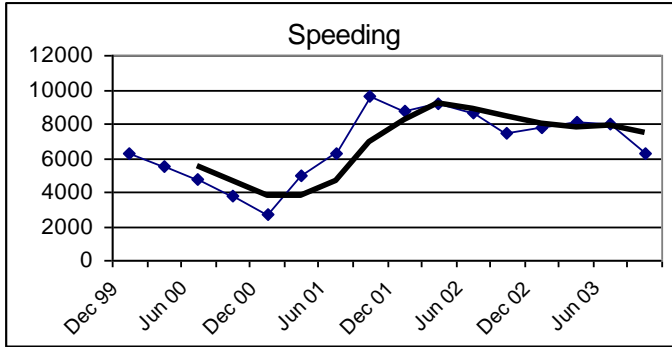
The table below shows the race breakdown for all Quality of Life offenses and for the highest volume categories for the third quarter of 2003. Less than half of persons cited for Speeding or Operator License violations, but up to three-quarters in other categories, were African-American. Tables for Districts, Special Operations, and other units follow the discussion.

CITY TOTAL	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OtherTraf
Asian	0.7%	0.5%	0.4%	1.4%	0.4%	0.6%	0.9%
Black	56.9%	63.5%	66.1%	44.1%	44.9%	67.2%	65.8%
Indian	0.5%	1.0%	0.4%	0.2%	0.4%	0.2%	0.1%
Unknown	2.1%	0.8%	1.3%	3.8%	4.7%	1.2%	1.9%
White	39.8%	34.2%	31.9%	50.5%	49.7%	30.7%	31.3%
TOTAL	24,532	3,610	3,182	6,277	1,413	6,162	1,376

**Detail of citations by category**

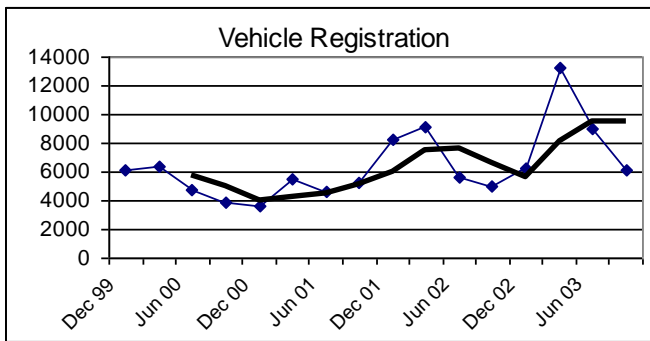
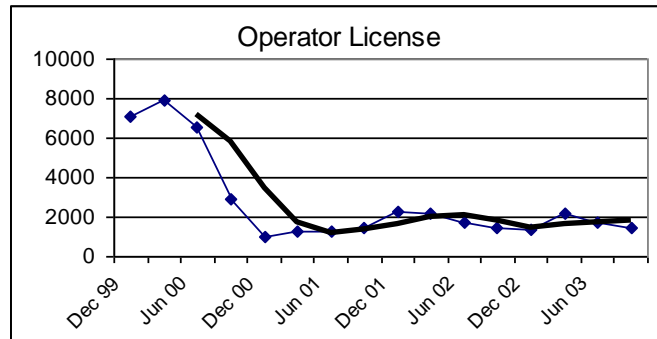
Since four years (sixteen quarters) of data are now available, it is possible to look at trends in citations by type. Graphs and discussion follow on the next pages.

The highest volume categories are traffic citations. These show considerable variation from report to report. The heavy black trend lines show a “moving average” calculated from three consecutive data points. This smoothes out the report-to-report fluctuations, for a better representation of the trend.



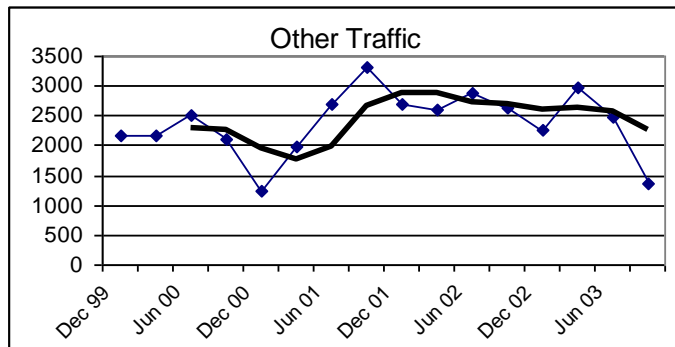
The number of Speeding citations increased from a low of fewer than 3,000 in the last quarter of 2000 to a high of almost 10,000 in the third quarter of 2001. The number has trended down since that point.

Operator License citations dropped from a high of 8,000 in the first quarter of 2000 to just 1,000 in the last quarter of that year. They have stayed at a relatively low level since that time.



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 two quarters.

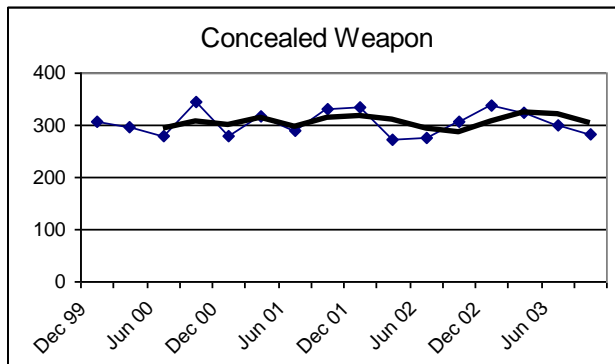
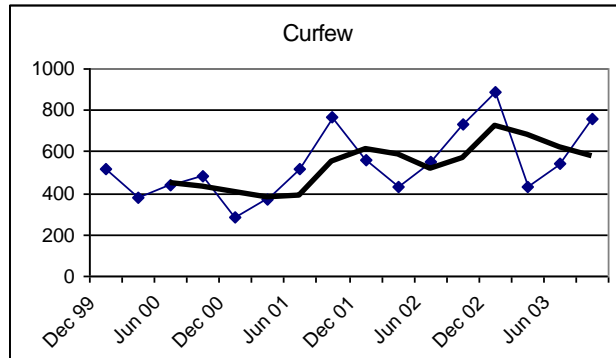
The “Other Traffic” category includes a variety of offenses, and the number of citations is generally smaller than the categories above. There was a low of 1,250 in the last quarter of 2000 and a high of 3,300 in the third quarter of 2001, followed by a decreasing trend.



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

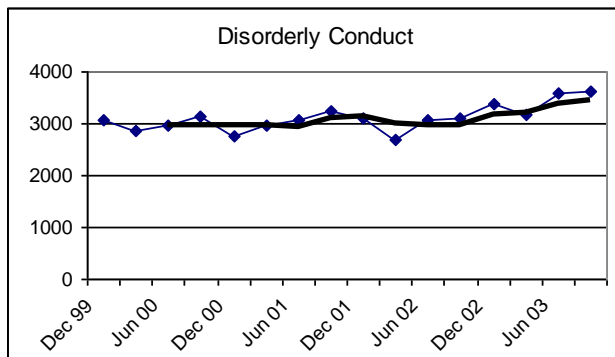
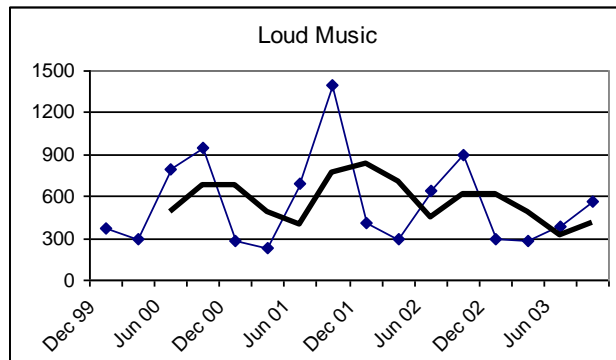
Many of the graphs for non-traffic offenses show seasonal peaks in the third quarter of each year, possibly because people are more likely to be outdoors in the summer months, and their activities are therefore more likely to be observed by police officers.

The heavy black trend line on each graph shows that in most categories (such as Curfew citations, right) the number of citations has tended to increase over time. Curfew citations increased from fewer than 300 in the last quarter of 2000 to almost 900 in the last quarter of 2002.

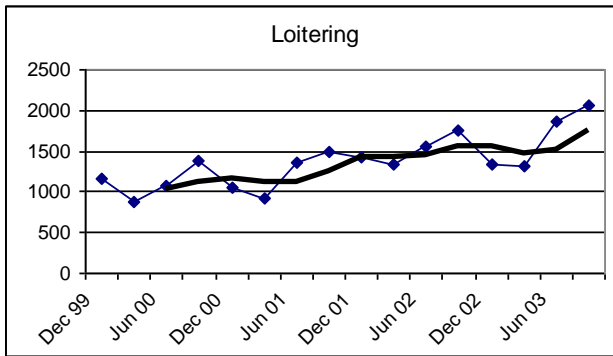


However, Carrying Concealed Weapons (left), shows only seasonal variation, with about 300 citations in each quarter. The largest number, 344, was reported in the third quarter of 2000, and the smallest, 271, in the first quarter of 2002.

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 higher than the first two quarters of the year, but much lower than the same quarter in previous years.

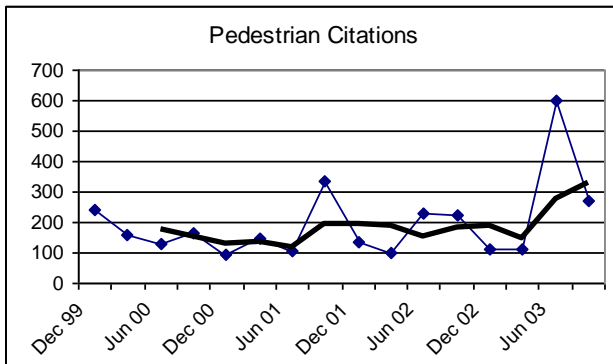
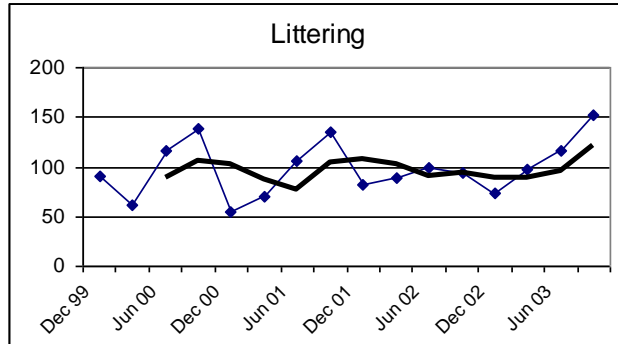


Disorderly Conduct shows less variation than some categories, and a slowly increasing trend. The first quarter of 2002 had the fewest citations, 2,700, and the third quarter of 2003 had the most, 3,610.



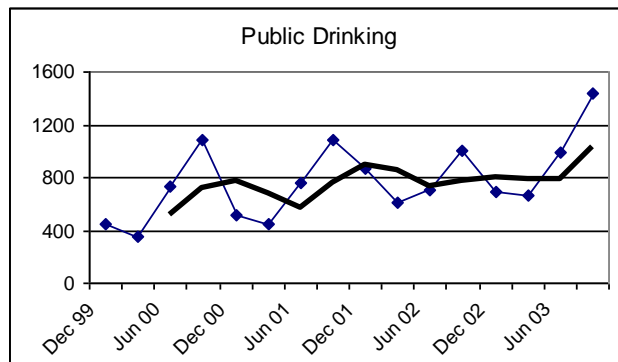
Loitering shows a distinct increase in the number of citations over time. The fewest, 871, were given in the first quarter of 2000. The greatest number, 2,062, were given in the third quarter of 2003.

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 269 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 current report quarter. There are peaks in the third quarter of each year, probably reflecting the increased number of people outdoors during the summer months.



**Conclusion**

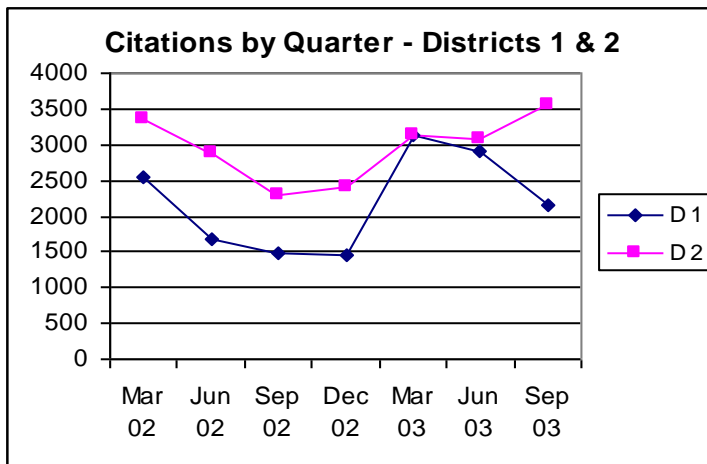
When the new Police Department computer system is operational, it should be possible to sort citations by where they are issued rather than officer assignment. That will allow a more realistic analysis of possible racial profiling.

Tables for Police Districts and other reporting units follow.

District One	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	0.9%	0.6%	0.7%	1.7%	0.0%	0.4%	1.1%
Black	45.8%	45.2%	58.7%	28.3%	48.8%	61.3%	62.1%
Indian	1.1%	1.9%	2.1%	0.3%	0.0%	0.7%	0.0%
Unknown	3.9%	2.6%	2.1%	7.5%	8.5%	1.0%	1.1%
White	48.4%	49.7%	36.4%	62.2%	42.7%	36.5%	35.6%
TOTAL	2,166	155	143	762	82	679	87

In Police District One, three-quarters of citations issued by District personnel were for traffic violations. The number of citations decreased sharply in the third quarter, after a sharp increase in the first and a slight decrease in the second quarter. Almost half of all citations went to African- Americans. There were as many citations for Public Drinking as for Disorderly Conduct and Loitering. 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	0.2%	0.0%	0.0%	0.8%	0.0%	0.0%	0.0%
Black	15.4%	23.6%	28.7%	8.3%	5.6%	13.7%	11.6%
Indian	0.9%	1.3%	0.9%	0.3%	0.6%	0.3%	0.0%
Unknown	0.3%	0.4%	0.0%	0.3%	1.5%	0.1%	0.0%
White	83.1%	74.7%	70.4%	90.4%	92.3%	85.9%	88.4%
TOTAL	3,540	533	338	796	324	681	129

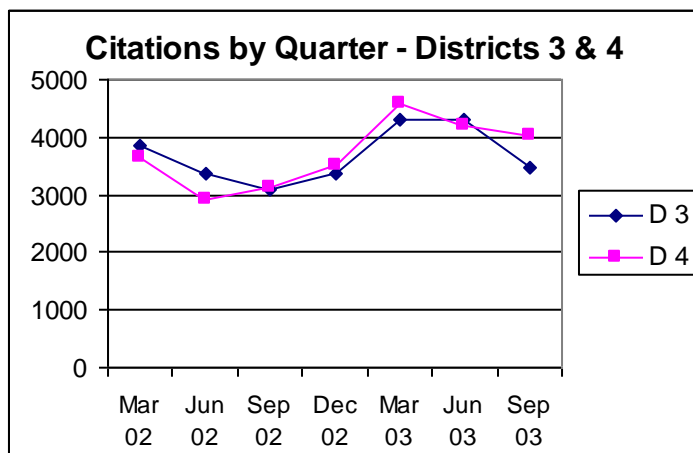


Police Districts Two and Six had the lowest proportion of citations to African-Americans, as expected based on population. Except for Loitering, less than one-quarter of the citations in any major category in District Two were issued to African-Americans. There were more citations for Public Drinking than for Loitering, and more for Curfew violations than for Other Traffic. This was the only District with an increase in the number of citations this quarter.

<b>District Three</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Other Traf
Asian	0.7%	0.8%	0.2%	2.1%	0.7%	0.1%	0.6%
Black	79.5%	85.2%	89.0%	51.5%	84.7%	86.9%	90.1%
Indian	0.2%	0.5%	0.0%	0.2%	0.7%	0.1%	0.0%
Unknown	1.4%	0.9%	0.2%	3.9%	1.4%	0.7%	1.9%
White	18.2%	12.7%	10.7%	42.4%	12.5%	12.2%	7.5%
<b>TOTAL</b>	<b>3,483</b>	<b>640</b>	<b>553</b>	<b>571</b>	<b>144</b>	<b>862</b>	<b>161</b>

In Police District Three, about half of Speeding tickets, and more than three-quarters of other high-volume category citations issued by District personnel, went to African-Americans. The number of citations decreased slightly in this quarter. There were more citations for Public Drinking than for Operator License or Other Traffic violations.

<b>District Four</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.8%	0.8%	1.9%	1.4%	0.7%	0.4%	0.0%
Black	80.8%	85.3%	52.5%	70.9%	83.3%	90.3%	92.8%
Indian	0.1%	0.2%	0.0%	0.0%	1.4%	0.1%	0.0%
Unknown	1.2%	0.6%	3.1%	2.2%	2.2%	0.4%	0.0%
White	17.1%	13.1%	42.6%	25.5%	12.3%	8.9%	7.2%
<b>TOTAL</b>	<b>4,023</b>	<b>497</b>	<b>324</b>	<b>1,145</b>	<b>138</b>	<b>1,285</b>	<b>250</b>



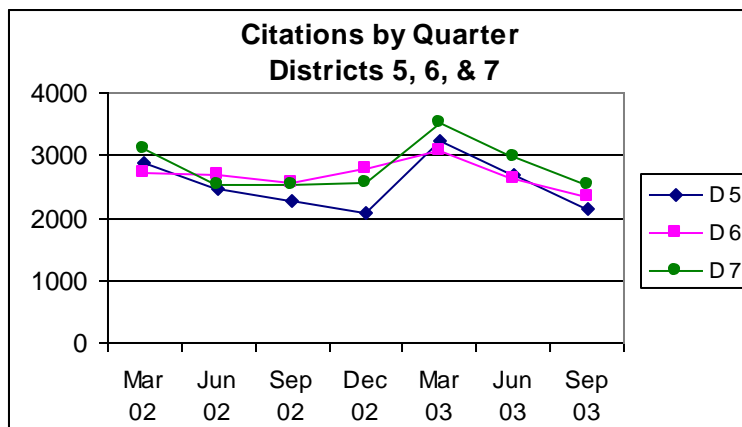
In Police District Four, half of Loitering tickets, two-thirds of Speeding tickets, and more than three-quarters of other high-volume category citations issued by District personnel, went to African-Americans. This District had the highest number of citations, despite decreases in the second and third quarters following an increase in the first quarter.

<b>District Five</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.3%	0.0%	0.0%	0.5%	0.0%	0.5%	0.0%
Black	63.8%	66.9%	85.0%	48.4%	80.9%	81.6%	80.0%
Indian	0.4%	1.0%	0.0%	0.3%	0.0%	0.0%	0.0%
Unknown	1.2%	1.4%	0.0%	1.5%	1.1%	1.0%	2.5%
White	34.4%	30.7%	15.0%	49.2%	18.0%	17.0%	17.5%
<b>TOTAL</b>	<b>2,154</b>	<b>492</b>	<b>160</b>	<b>591</b>	<b>89</b>	<b>407</b>	<b>40</b>

In Police District Five, more than half of citations issued by District personnel went to African-Americans in all high-volume categories except Speeding, for which African-Americans were just under half. There were more citations for Loud Music than for Operator License or Other Traffic Violations, and 80% of Loud Music violators were white. This District includes the neighborhoods around the University of Wisconsin-Milwaukee. The number of citations peaked in the first quarter of 2003, and decreased in both the second and third quarters.

<b>District Six</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.4%	0.9%	0.0%	1.7%	0.0%	2.2%	1.1%
Black	22.8%	35.1%	19.8%	22.5%	13.9%	21.4%	16.5%
Indian	1.1%	3.4%	1.7%	0.3%	0.0%	0.7%	0.0%
Unknown	6.2%	0.0%	6.9%	10.1%	11.3%	4.4%	3.3%
White	68.6%	60.6%	71.6%	65.4%	74.8%	71.3%	79.1%
<b>TOTAL</b>	<b>2,352</b>	<b>322</b>	<b>116</b>	<b>755</b>	<b>238</b>	<b>543</b>	<b>91</b>

A third or fewer of citations issued by District Six personnel went to African-Americans. This District had the highest proportion of citations to persons of unknown or undetermined race. The number of citations increased in the first quarter, then decreased in the second and third quarters.

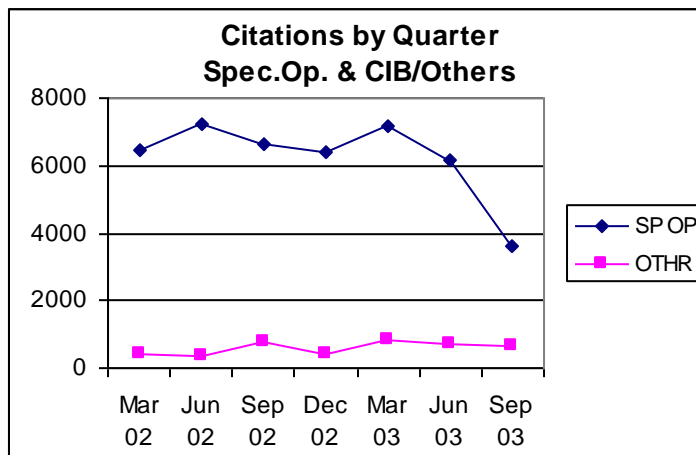




<b>District Seven</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.5%	0.2%	0.5%	1.1%	0.8%	0.2%	0.0%
Black	88.7%	91.2%	84.3%	86.3%	85.2%	91.5%	89.3%
Indian	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unknown	0.7%	0.2%	1.6%	1.4%	0.0%	0.3%	1.0%
White	10.2%	8.5%	13.5%	11.1%	13.9%	8.0%	9.7%
<b>TOTAL</b>	<b>2,531</b>	<b>578</b>	<b>185</b>	<b>629</b>	<b>122</b>	<b>599</b>	<b>103</b>

Police District Seven had the highest overall proportion of citations to African-Americans, as would be expected based on demographics. At least three-quarters of citations in every category went to African-Americans. The number of citations increased sharply in the first quarter of 2003, then decreased in the second and third quarters.

<b>Special Oper</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	1.2%	0.7%	0.0%	1.9%	0.9%	1.5%	1.9%
Black	51.8%	33.4%	85.4%	36.8%	47.2%	67.7%	62.2%
Indian	0.3%	1.7%	0.0%	0.1%	0.0%	0.1%	0.2%
Unknown	3.4%	1.7%	0.5%	3.7%	9.0%	3.0%	3.1%
White	43.3%	62.4%	14.2%	57.4%	42.9%	27.7%	32.6%
<b>TOTAL</b>	<b>3,642</b>	<b>287</b>	<b>212</b>	<b>961</b>	<b>233</b>	<b>860</b>	<b>484</b>



Special Operations personnel gave fewer Quality of Life citations in this quarter than in any other except the fourth quarter of 2000. Among high-volume categories, the proportion issued to African-Americans ranged from one-third of Disorderly Conduct citations to more than 80% of Loitering citations. Special Operations personnel gave more tickets for Public Drinking than for Loitering or Operator License violations. Like all Districts

except Two, the number of citations increased in the first quarter, then decreased in the second and third quarters of 2003.

<b>CIB &amp; Other</b>	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.5%	0.9%	0.0%	0.0%	0.0%	0.4%	3.2%
Black	56.9%	60.4%	74.2%	44.8%	48.8%	58.9%	64.5%
Indian	0.5%	0.9%	0.0%	0.0%	0.0%	0.4%	0.0%
Unknown	1.1%	0.9%	0.0%	1.5%	0.0%	0.8%	6.5%
White	41.0%	36.8%	25.8%	53.7%	51.2%	39.4%	25.8%
<b>TOTAL</b>	641	106	31	67	43	246	31

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. Overall, more than half went to African-Americans. Like other units, the number of citations increased in the first quarter of 2003, then decreased in the second and third quarters. However, the numbers are very small, less than 3% of the Department total.