

**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 2003**

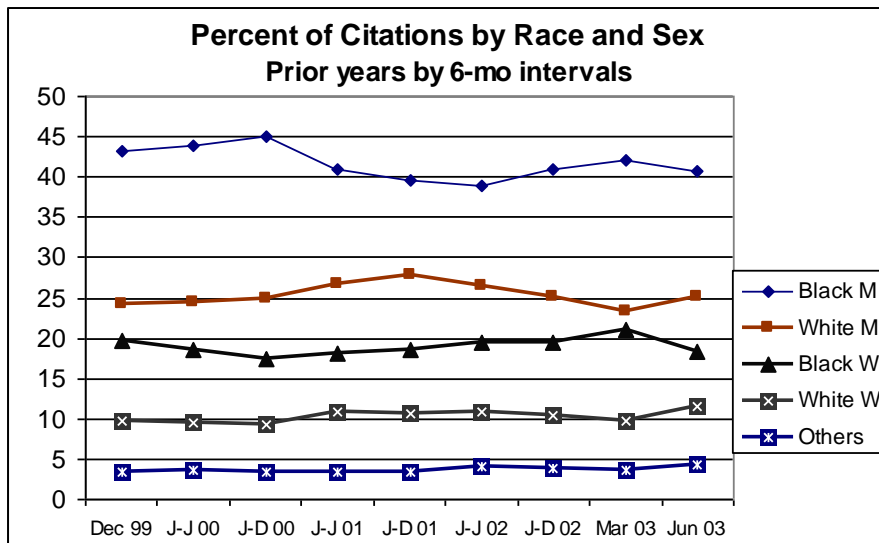
by
**The Milwaukee Board of Fire and Police Commissioners
Research Services Section**

August 2003

Introduction

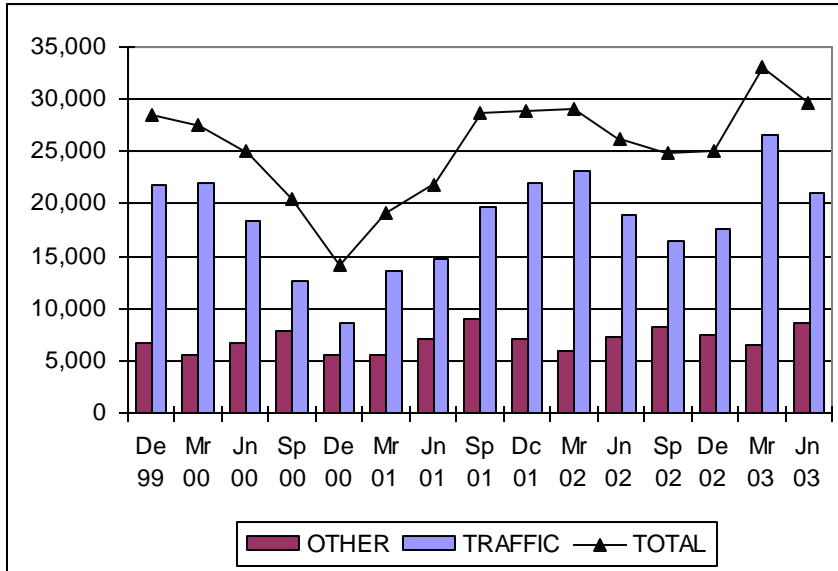
Data are provided each quarter by District or assignment of citing officer. Therefore, citations issued by non-District personnel, including a large number of traffic citations, are not counted in the District where they were issued.

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. Other groups have been relatively constant since this analysis began.



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, Special Operations personnel issued more citations than any District, including one-quarter of all traffic citations in this six-month period, and we do not know where in the City these citations were 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 from December 1999 to December 2000. The total then generally increased, reaching its highest level in the first quarter of 2003, followed by a decreased in the second quarter. 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 combined first and second quarters of 2003. Less than half of persons cited for Speeding, 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	1.1%	0.6%	0.8%	1.7%	0.6%	0.9%	1.4%
Black	61.3%	69.2%	73.4%	45.7%	51.4%	69.4%	69.9%
Indian	0.3%	0.7%	0.3%	0.2%	0.1%	0.2%	0.1%
Unknown	2.5%	1.0%	0.6%	3.4%	6.1%	2.1%	3.5%
White	34.8%	28.5%	24.9%	48.9%	41.9%	27.3%	25.0%
TOTAL	62,695	6,771	3,182	16,036	3,952	22,174	5,446

Conclusion

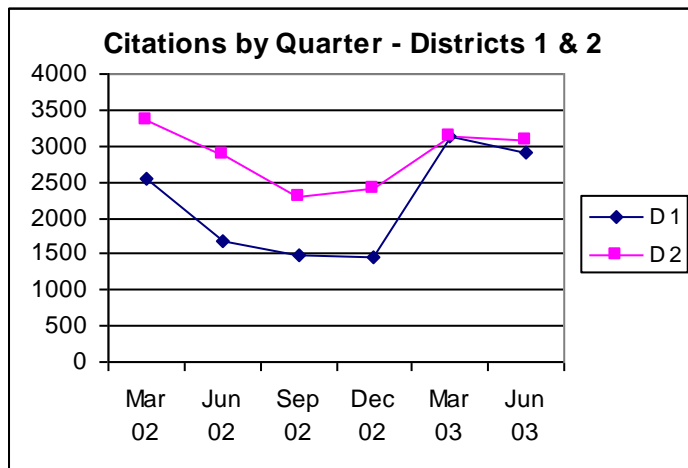
When the new Police Department computer system is operational, it should be possible to sort citations by where they are issued rather than officer assignment. That will allow a more realistic analysis of possible racial profiling.

District One	All QL	Dis. Cond	Loiter	Speed	Op Lic	Veh Lic	Other Traf
Asian	0.9%	0.0%	0.0%	1.9%	0.5%	0.6%	1.3%
Black	48.0%	48.4%	60.6%	31.5%	56.7%	58.4%	72.8%
Indian	0.3%	0.9%	0.4%	0.3%	0.5%	0.2%	0.0%
Unknown	2.7%	1.7%	2.0%	5.6%	7.4%	1.0%	0.8%
White	48.0%	49.0%	37.0%	60.7%	35.0%	39.8%	25.1%
TOTAL	6,029	351	254	1,723	217	2,568	239

In Police District One, more than three-quarters of citations issued by District personnel were for traffic violations. The number of citations sharply increased in the first quarter. Almost half of all citations went to African- Americans. There were more citations for Pedestrian violations than for Disorderly Conduct, Loitering, or 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%	0.1%	0.9%	0.4%	0.0%	0.5%	0.0%
Black	16.5%	34.7%	21.7%	7.9%	8.4%	16.1%	16.7%
Indian	1.0%	1.0%	2.0%	0.3%	0.0%	0.8%	1.2%
Unknown	1.2%	1.6%	1.7%	0.5%	2.3%	1.3%	0.4%
White	80.9%	62.6%	73.7%	90.9%	89.3%	81.4%	81.8%
TOTAL	6,214	996	346	1,408	657	1,713	258

Police District Two had the lowest proportion of citations to African-Americans, followed by District Six, as would be expected based on population patterns. Except for Disorderly Conduct and Pedestrian violations, less than one-quarter of the citations in any category in District Two were issued to African-Americans. There were more citations for Public Drinking than for Other Traffic or Loitering. The number of citations increased in the first quarter.

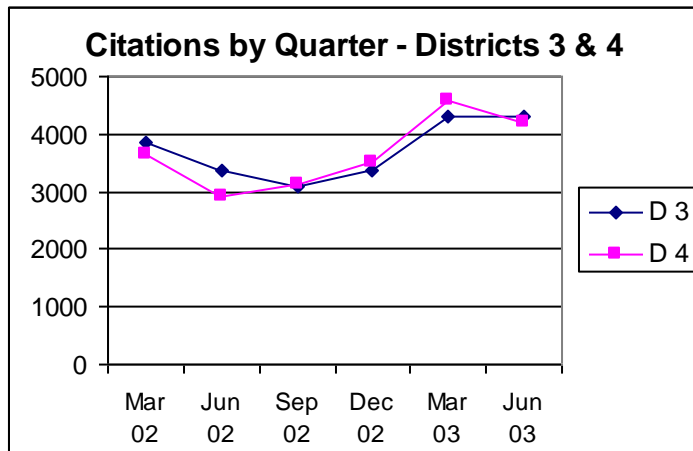


District Three	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Other Traf
Asian	0.8%	0.1%	0.5%	2.2%	0.3%	0.6%	0.7%
Black	79.2%	88.4%	87.2%	49.6%	85.1%	87.5%	90.4%
Indian	0.2%	0.5%	0.1%	0.2%	0.0%	0.2%	0.0%
Unknown	1.2%	0.5%	0.4%	2.8%	3.9%	0.8%	0.2%
White	18.5%	10.5%	11.8%	45.2%	10.7%	11.0%	8.6%
TOTAL	8,609	1,217	1,337	1,906	355	2,457	429

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. The number of citations increased in the first quarter. There were more citations for Public Drinking than for Operator License violations.

District Four	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	0.5%	0.7%	0.8%	0.9%	0.0%	0.2%	0.1%
Black	84.8%	90.0%	85.5%	69.9%	88.5%	89.3%	93.0%
Indian	0.1%	0.0%	0.0%	0.2%	0.0%	0.1%	0.0%
Unknown	0.7%	0.3%	0.0%	1.1%	1.9%	0.6%	0.9%
White	13.9%	9.1%	13.7%	27.9%	9.7%	9.9%	6.0%
TOTAL	8,808	1,126	262	2,010	373	3,878	698

In Police District Four, 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 second-highest number of citations, with a substantial increase in the first quarter.

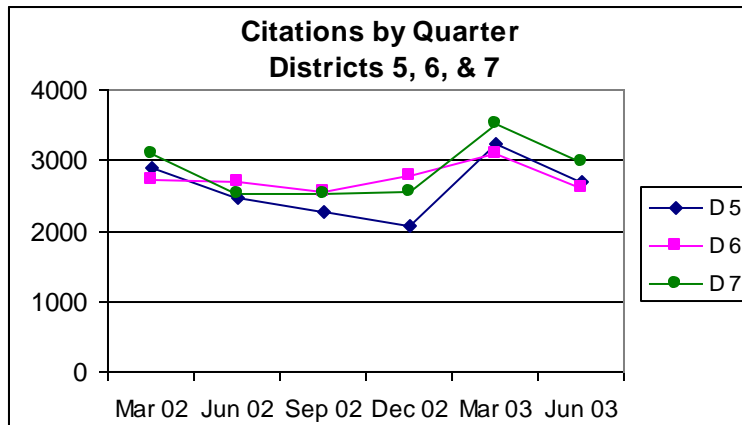


District Five	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	0.7%	0.3%	0.3%	1.6%	0.3%	0.2%	0.5%
Black	71.2%	75.3%	77.8%	57.9%	88.0%	79.4%	86.9%
Indian	0.4%	1.4%	0.3%	0.3%	0.0%	0.0%	0.0%
Unknown	1.1%	1.0%	0.7%	1.4%	2.2%	1.0%	1.6%
White	26.6%	22.1%	20.8%	38.8%	9.5%	19.3%	10.9%
TOTAL	5,931	733	293	1,679	316	2,149	183

In Police District Five, more than half of citations issued by District personnel went to African-Americans in all categories except Loud Music, for which two-thirds of recipients were white. There were more citations for Public Drinking than for Other Traffic violations, and almost half of those recipients were white. This District includes the neighborhoods around the University of Wisconsin-Milwaukee. The number of citations increased sharply in the first quarter.

District Six	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	Oth Traf
Asian	1.5%	0.7%	0.5%	2.9%	0.3%	0.9%	2.6%
Black	26.2%	42.1%	33.0%	20.8%	13.0%	27.8%	26.0%
Indian	0.6%	1.2%	0.5%	0.5%	0.5%	0.4%	0.9%
Unknown	5.4%	2.1%	0.5%	10.1%	7.1%	3.9%	0.9%
White	66.2%	54.0%	65.5%	65.8%	79.1%	66.9%	69.7%
TOTAL	5,696	920	197	1,706	645	1,591	231

In most categories, less than a third of citations issued by District Six personnel went to African-Americans. Disorderly Conduct had the largest proportion. The number of citations increased slightly in the first quarter.

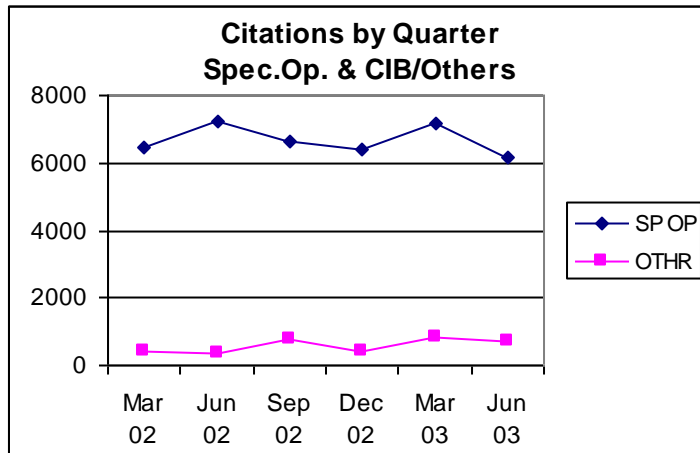


District Seven	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	0.7%	0.2%	0.8%	1.3%	0.3%	0.6%	0.3%
Black	87.3%	89.3%	86.6%	82.1%	89.8%	88.8%	89.5%
Indian	0.1%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%
Unknown	0.8%	0.3%	0.0%	1.1%	1.2%	0.8%	0.7%
White	11.2%	10.1%	12.6%	15.4%	8.7%	9.7%	9.5%
TOTAL	6,498	1,027	262	1,817	332	2,281	294

Police District Seven had the highest overall proportion of citations to African-Americans, as would be expected based on demographics. At least 80% 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 quarter.

Special Oper	All QL	Dis.Cond	Loiter	Speeding	Op Lic	Veh Lic	OthTraf
Asian	1.3%	0.9%	0.0%	1.8%	0.3%	1.0%	1.6%
Black	60.5%	57.5%	90.7%	40.3%	55.0%	72.4%	67.5%
Indian	0.2%	1.8%	0.0%	0.2%	0.0%	0.1%	0.1%
Unknown	4.9%	0.9%	0.0%	3.9%	12.6%	4.7%	5.2%
White	33.2%	38.9%	9.3%	53.8%	32.1%	21.8%	25.6%
TOTAL	13,347	226	183	3,614	924	4,767	2,987

Special Operations personnel gave more Quality of Life citations than any District, one-fifth of all those issued in the first six months of 2003. Among high-volume categories, the proportion issued to African-Americans ranged from less than half of Speeding citations to 90% of Loitering



citations. Special Operations personnel gave more tickets for Pedestrian violations than for Loitering; just one in seven Pedestrian violators were African-Americans. Like the Districts, the number of citations increased in the first quarter, then decreased in the second quarter of 2003.

CIB & Other	All QL	Dis.Cond	Loiter	Speeding	Op Lic	VehLic	OthTraf
Asian	10.6%	12.6%	18.8%	8.7%	9.8%	10.5%	10.2%
Black	47.5%	53.7%	60.4%	30.1%	38.3%	49.6%	44.9%
Indian	0.3%	0.6%	0.0%	0.6%	0.0%	0.1%	0.0%
Unknown	7.2%	2.3%	0.0%	5.8%	12.0%	7.7%	13.4%
White	34.4%	30.9%	20.8%	54.9%	39.8%	32.1%	31.5%
TOTAL	1,563	175	48	173	133	770	127

Criminal Investigation Bureau and other non-District personnel gave the fewest Quality of Life citations. Overall, almost half went to African-Americans. The number of citations almost doubled from the fourth quarter of 2002 to the first quarter of 2003, but remains less than 3% of the Department total.