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FOR INFORMATION CALL

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July 7, 2020

Ald. Michael J. Murphy  
(414) 286-3763

## Identified solutions put forward in final report of Carjacking and Reckless Driving Task Force

The City of Milwaukee and the surrounding metropolitan area can look for possible ways of curbing reckless driving and stolen vehicles in the final report of the **City-County Carjacking and Reckless Driving Task Force**.

The final report was **received today** by the full Common Council and was earlier (July 2) recommended for approval by the Public Safety and Health Committee.

**Alderman Michael J. Murphy**, chair of the task force, said the Council's receipt of the final report and its key recommendations (**see attached**) means that "the difficult process of actually implementing these reckless driving recommendations in Milwaukee will now truly begin."

Alderman Murphy credited citizens with helping to provide valuable feedback and input as the Task Force studied the issues. "It is clear that while input from City and County stakeholders has provided valuable expertise, insight, and institutional knowledge, the work of the Task Force could not have been completed without participation from the community. The community listening sessions and numerous communications from residents provided the Task Force with informative guideposts in formulating and finalizing the recommendations included in the final report," he said.

The recommendations fall under three headings: Prevention and Education, Engineering Solutions, and Accountability and Enforcement.

Under **Prevention and Education**, the recommendations include:

- Conduct public information campaigns to address reckless driving
- Increase Milwaukee Area Technical College driver safety courses
- Increase driver safety programming and funding for driver education programs in Milwaukee Public Schools

-More-

## Final Report/ADD ONE

- Make driver education classes free, sliding scale, or otherwise accessible to all income levels
- Extend driver education classes to suburban Milwaukee County communities

Under **Engineering Solutions**, the recommendations include:

- **Coordinate Traffic Signals.** Traffic-signal coordination allows motorists traveling at a certain speed to make the least amount of stops as possible. Signals should be coordinated at or below the speed limit to reduce the opportunities and incentive for speeding.
- **Pavement Narrowing/Reclamation.** Pavement narrowing removes excess pavement previously used for driving and converts it to other uses such as sidewalk space, plaza space, bikeway space, or landscaping. Narrowing streets has been shown to reduce traffic speeds and crashes. Whenever streets are reconstructed, opportunities for pavement narrowing should be considered.
- **Road Diets.** Road diets are a proven, cost-effective way of reducing traffic speeds and crashes. A road diet typically involves restriping a street from four lanes to two or three lanes by reallocating space to better bike accommodations, new turn lanes, or revised parking configurations.
- **Lane Narrowing.** Lane narrowing has been proven to reduce traffic speeds. In urban environments, lane widths of 10 feet are proven to have a positive impact on a street's safety without impacting traffic operations. Lane widths of 11 feet may be appropriate on higher speed streets with heavy truck traffic, but lanes wider than 11 feet should not be installed.

Under **Accountability and Enforcement**, the recommendations include:

- **Advocate for State Legislative Changes.** These changes could include increasing the penalties for adults for reckless driving, increasing the level of felony offense for fleeing an officer (with graduated penalties provided for repeat offenders), allowing a serious juvenile offender disposition for all felony offenses, leaving discretion to the judge, and evaluating red light cameras based on metrics regarding whether they are effective as a deterrent and enforcement tool.
- **Enforce Related Driving Violations.** Police need to increase enforcement measures, including targeting dangerous driving, such as speeding and swerving through traffic. Increased enforcement should also focus on existing traffic regulations and tinted windows. Police could be required to respond in a timely manner and to focus on hotspots.

-More-

## Final Report/ADD TWO

- Institute Standard Operating Procedures. The Police Department can institute a standard operating procedure that requires officers to bring juveniles caught in stolen or fleeing vehicles to detention (as opposed to writing tickets or ordering the cases in). This decreases the time for review and charging to 24 hours. This recommendation should be evaluated upon further information provided by the detention center and the Police Department regarding capacity, logistics, and impact.
- Provide Diversion Alternatives. When charging a case, prosecutors can provide diversion alternatives for first-time offenders of reckless driving. Target the early intervention stages of youth who engage in reckless driving behavior with resources that are specific to their risk and need factors. Effective strength-based interventions should continue for an adequate length of time without extending the probation or supervision period, during which court-imposed sanctions can be imposed for typical behaviors of youth, such as curfew violations

“These recommendations offer a comprehensive strategy for decision makers to tackle reckless driving, and they will be far better equipped going forward to collaborate in a coordinated and comprehensive fashion while working on changing reckless driving behavior,” Alderman Murphy said.

The Task Force was established by Common Council File Number 181420, adopted January 14, 2019. The Task Force was comprised of members of the Common Council, Mayor’s Office, Police Department, Sheriff’s Office, District Attorney’s Office, Municipal Court, Circuit Court, Health Department, Safety and Civic Commission, Youth Council, and the community.

The implementation of the report recommendations will be further taken up by the Mayor, the Common Council, and at least one community partner/organization.

“It is the sincere hope of every person on the Task Force that these recommendations will result in a reduction of reckless driving incidents, making the streets safer for everyone,” Alderman Murphy said.



# **City-County Carjacking and Reckless Driving Task Force**

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Prepared by the Legislative Reference Bureau

**Activities, Findings, and Recommendations  
Report**

**June, 2020**

Report by the Legislative Reference Bureau conveying the activities, findings, and recommendations of the City-County Carjacking and Reckless Driving Task Force.

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**CITY-COUNTY CARJACKING AND RECKLESS DRIVING TASK FORCE  
ACTIVITIES, FINDINGS, AND RECOMMENDATIONS**

City of Milwaukee, Wisconsin  
June 2020

**Prepared by:**  
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## I. LETTER FROM THE CHAIR

The news is regularly filled with stories of people being injured or killed by reckless drivers on the streets of Milwaukee. However, we do not even need the news to tell us what is happening on the streets — we can see it every day. To observers, it appears that the problem only continues to get worse. Drivers see others driving recklessly with seemingly no consequences and feel emboldened to throw their own caution to the wind. For people walking, biking, or driving, no one seems safe from other drivers.

In 2018 alone, there were 16,338 crashes in Milwaukee. Approximately one quarter of those resulted in injury. The top factors included hit-and-run, failure to yield, speeding, and disregard for traffic controls. Pedestrian crashes were more than twice as frequent as crashes with buses, motorcyclists, or bicyclists. One particularly concerning aspect is that geographical and racial inequities contribute to disparity for those affected by reckless driving.

The Common Council created this Task Force in response to a rising need for something to be done about reckless driving on the streets of Milwaukee. After receiving numerous calls, letters, and messages from constituents and talking with my colleagues on the Common Council, it was apparent that this is a concern that is common for almost every resident of Milwaukee. The problem does not end at the City's borders — it reaches throughout the County and beyond, as well. The County has provided invaluable input to the process of studying the issues of reckless driving and carjacking and formulating recommendations.

While input from City and County stakeholders has provided valuable expertise, insight, and institutional knowledge, the work of this Task Force could not have been completed without participation from the community. The community listening sessions and numerous communications from residents provided the Task Force with informative guideposts in formulating and finalizing the recommendations included in this Report.

It is the hope of every person on this Task Force that these recommendations will result in a reduction of reckless driving incidents, making the streets safer for everyone.

June 8, 2020,

Michael J. Murphy

Chair, City-County Carjacking and Reckless Driving Task Force

## II. EXECUTIVE SUMMARY

The City-County Carjacking and Reckless Driving Task Force was created for the purpose of evaluating and making recommendations to the Common Council regarding the problem of carjacking and of reckless driving in Milwaukee. The Task Force was established by Common Council File Number 181420, adopted January 14, 2019. The Task Force was comprised of members of the Common Council, Mayor's Office, Police Department, Sheriff's Office, District Attorney's Office, Municipal Court, Circuit Court, Health Department, Safety and Civic Commission, Youth Council, and the community.

The Task Force is s charged with the following tasks:

1. Investigate the issue of carjacking and reckless driving and consider best practices from other communities as well as evidence-based research.
2. Make recommendations to reduce the number of carjackings, theft of vehicles, reckless-driving incidents and injuries, and mobile drug trafficking that all cause harm to the community and public and private property.

The overarching goal of this Task Force is to find policy solutions to make the City of Milwaukee's streets safer for all residents. Community input was a key component to the Task Force formulating its recommendations. The Task Force held two community listening sessions and invited public input at each meeting as well as communication from community members via telephone, e-mail, and other methods. Task Force members considered all community input received and voted on recommendations generated by the members and the community. The final recommendations in this Report reflect the Task Force's efforts to work in collaboration with the community.

The future of the Task Force will be guided by the institutional partner housed in the Mayor's Office. The institutional partner will serve as an oversight body tasked with directing implementation of recommendations in this Report.

### III. INTRODUCTION

#### A. Establishment and Purpose

The City-County Carjacking and Reckless Driving Task Force was established by Common Council File Number 181420 on January 14, 2019, to address the prevalence of carjacking and reckless driving in city of Milwaukee and in Milwaukee County. The purpose of the Task Force was to make recommendations for implementing policies that will reduce carjacking and reckless driving incidents.

Carjacking and reckless driving in the city and county have created significant risks to the health and safety of the community. The Milwaukee Police Department reported that 410 carjackings occurred in 2017, and 334 carjackings occurred in 2018. From 2014 to 2017, there were 1,353 felony traffic and other offense cases filed in the Milwaukee County Circuit Court Criminal Division; 532 felony cases filed for operating motor vehicles without owners' consent; and 101 misdemeanor cases filed for operating vehicles without owners' consent. From 2014 to the present, there have been 229,823 traffic offense cases, many of which would be considered reckless driving on city streets. Recognizing the need for taking a proactive and prevention-oriented approach to decreasing the number of carjacking and reckless driving incidents and cases, this Task Force was created to investigate these issues and to make policy recommendations to reduce them

Given that carjacking and reckless driving are multi-faceted problems, it is essential to offer recommendations that draw from several arenas to address them. In order to investigate these issues from multiple angles, the Task Force met as a whole and formed the three following subcommittees:

1. Prevention and Education
2. Engineering Solutions
3. Accountability and Enforcement

Community input is another essential component to understanding the root of this problem. By understanding the contributing factors that lead to carjacking and reckless driving behaviors, policymakers can better target and address them. The Task Force and subcommittees held time for public comment at most of their meetings and held two listening sessions in the community to gain better insight from those affected by and those who either contribute to or have witnessed others contributing to carjacking and reckless driving. By listening not only to those

who are afflicted by the problem and suffer its effects, but also to those who contribute to it, the Task Force not only gained better understanding, but was better situated to address the policies that can help curb these dangerous activities.

It was the aim of this Task Force to carefully consider the multifaceted factors contributing to carjacking and reckless driving, including geographical and racial inequality, and policy solutions that have been implemented in other communities to address the issue. After considering these factors along with community input, the Task Force created recommendations to effectively reduce reckless driving and carjacking throughout Milwaukee County.

## **B. Meetings**

The City-County Carjacking and Reckless Driving Task Force and its subcommittees held meetings, which occurred on the following dates:

Full Task Force:

April 15, 2019

June 24, 2019

October 17, 2019

January 16, 2020

March 6, 2020

Accountability and Enforcement:

May 9, 2019

August 2, 2019

Engineering Solutions:

May 17, 2019

September 6, 2019

Prevention and Education:

May 28, 2019

September 23, 2019

Community listening sessions were held on the following dates:

November 12, 2019

November 25, 2019

## IV. RESEARCH EVALUATED

The City-County Carjacking and Reckless Driving Task Force discussed a wide array of matters relating to its mission of exploring ways to reduce the number of carjackings and reckless driving incidents in both the city and county of Milwaukee. Additionally, the Task Force held community meetings and subcommittee meetings to further explore the topics of accountability and enforcement, engineering solutions, and prevention and education. In aiding its discussions, the Task Force reviewed published materials, including official reports and national studies, presentations by Task Force members and stakeholders, numerous memos provided by the Legislative Reference Bureau, communications from residents, and other materials. The topics of discussion are described briefly below. Minutes from each Task Force meeting and materials reviewed by the Task Force can be found in the attachments to this Report.

### A. Task Force

Members discussed the following goals of the Task Force:

- Establishing metric goals.
- Addressing the root causes of carjacking and reckless driving behaviors.
- Finding family resources to prevent young people from continuing carjacking and reckless driving behaviors.
- Looking at other jurisdictions to figure out how to strategically use resources to have a serious short-term impact.
- Creating a series of recommendations for the Intergovernmental Relations Division to present to state legislator budgetary or operational partners to counter reckless driving and be able to leverage right light camera legislation.
- Getting the message out regarding increased enforcement and pursuit policy.
- Stepping up enforcement.
- Figuring out a way to use available resources to reach the people engaging in these behaviors and change the culture.
- Including Milwaukee Public Schools, Milwaukee County Transit System, and foster care regarding messaging and education.

The Task Force also reviewed information regarding the following topics:

- The City's Complete Streets Policy, which ensures streets accommodate all users – no matter their age, ability, or mode of travel – and commits Milwaukee to fostering a livable city through the creation of streets that improve access to neighborhoods, prioritize the safety and health of residents and visitors, support economic growth, improve access to education and jobs, enhance urban design, encourage physical activity, and reduce negative environmental impacts,, including rethinking street designs in order to decrease reckless driving throughout the city.
- The City's expenditures on traffic-calming engineering measures.
- Wisconsin statutes and legislative updates regarding recent legislation targeting carjacking related offenses.
- Data from the Milwaukee Police Department and the Milwaukee County District Attorney's Office regarding arrests for carjacking and reckless-driving-related offenses.
- The Fire and Police Commission Vehicle Pursuit Report.
- Information from the Public Safety and Health Committee regarding traffic trends in the city, including crashes with fatalities and injuries; driver factors contributing to crashes; types of modalities involved in crashes; crashes by manner of collision; traffic fatalities by police district and by aldermanic district; and fatal crashes by month, time of day, day of week, gender, and operator modality.
- Steps Milwaukee Public Schools have taken to address these issues, including funding, operation, and results of driver's education programming.
- The driver's license recovery program offered by Legal Action of Wisconsin, Wisconsin Community Services, Milwaukee Area Technical College, and the City of Milwaukee.
- National surveys and studies regarding carjacking and reckless driving pertaining to the best practices in enforcement, education, and engineering solutions, including:
  - A 2011 National Survey of Speeding Attitudes and Behaviors conducted by the U.S. Department of Transportation National Highway Traffic Safety Administration regarding reasons for speeding.
  - A 2004 U.S. Department of Transportation National Highway Traffic Safety Administration report assessing two aggressive driving enforcement programs.

- A 2000 report from Highway Safety Information System pertaining to red-light-running crashes.
- A 2013 report from the U.S. Department of Transportation National Highway Traffic Safety Administration regarding effective countermeasures, including aggressive driving enforcement (regular traffic patrols, targeted enforcement, publicized enforcement, automated enforcement), environmental measures (traffic-calming, increased transit options, coordinated traffic signals), and increased coordination among law enforcement and the judiciary.
- A 2006 Highway Safety Program Guideline issued by the National Highway Traffic Safety Administration, urging governments to work together to develop and implement a comprehensive highway safety program to reduce crashes.
- Data-Driven Approaches to Crime and Traffic Safety (DDACTS), the U.S. Department of Transportation's National Highway Traffic Safety Administration's law-enforcement operational model developed in conjunction with two agencies of the Department of Justice: The Bureau of Justice Assistance and the National Institute of Justice.
- A 2007 report from the National Institutes of Health recommending strategies for improving road safety, including driver education and the legal structure of testing and licensure.
- Public information campaigns aimed at several different categories of information, including safety tips for drivers and increased enforcement operations.
- Demonstrations, including mock car crashes with first responders.
- Strategies aimed at education and prevention of carjacking, including:
  - License plate readers.
  - Information campaigns.
  - Public service announcements, including the one promulgated by Running Rebels.
  - Technology developed with the aim of deterring thieves or assisting in locating vehicles.
- Successful programs in other jurisdictions, including:
  - Albuquerque, NM: Safe Streets.
  - Boston, MA: Operation Ceasefire.

- Indianapolis, IN: Increased concentrated enforcement.
- Massachusetts: Traffic patrol team with intensive one-year assignments to aggressively target traffic violations, including use of unmarked vehicles.
- Nassau County, NY: District Attorney's Choices and Consequences program for high schools.
- Philadelphia, PA: Drive CarePhilly – Heed the Speed program.
- Seattle, WA: Traffic Calming Program geared toward creating citizen ownership of resident complaint system and use of traffic-calming measures.
- St. Petersburg, FL: "Where's Jockers?" unmarked traffic patrol officer conducting speed enforcement.
- Roca, a nonprofit organization with the mission to disrupt the cycle of incarceration and poverty by helping young people transform their lives.
- Impact Teen Drivers, an educational program offered in many schools nationwide geared toward revealing the dangers and consequences of distracted and reckless driving.
- The Credible Messenger Justice Center's Arches Impact program, which is a mentoring program aimed at reducing recidivism and improving the outcomes of young people under probation supervision.
- Vision Zero, a program that employs a systematic and multidisciplinary approach across street design, community engagement, behaviors, technology, and policies to lessen the severity of crashes with the goal of eliminating serious and fatal traffic crashes.

## **B. Prevention and Education Subcommittee**

Members of the Prevention and Education subcommittee discussed and reviewed information regarding the following topics:

- Early intervention as a cost-effective way to stop the "cradle to prison" pipeline and delinquency prevention programs as a good financial investment (saving taxpayers \$7-10 for every \$1 invested, primarily due to reductions in the amount spent on incarceration).
- Successful programs aimed first at preventing persistent disruptive behavior in children; second, at focusing interventions on child delinquency; and third, at

- preventing serious and violent juvenile offending. Interventions are more effective when employed early. Effective programs that address the 6 domains of work, education, relationships, community, health, and creativity.
- School and community prevention programs recommended by the Office of Juvenile Justice and Delinquency Prevention, including:
    - Classroom and behavior management programs.
    - Multi-component classroom-based programs.
    - Social competence promotion curriculums.
    - Conflict resolution and violence prevention curriculums.
    - Bullying-prevention programs.
    - After-school recreation programs.
    - Mentoring programs.
    - School organization programs.
    - Comprehensive community interventions.
  - Crime-reduction and violence-prevention programs:
    - The Gang Reduction Program funded by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, which is a comprehensive, multi-year initiative to reduce youth gang crime and violence through a variety of strategies.
    - The Adolescent Diversion Project of Michigan State University, which diverts arrested youth from formal processing in the juvenile justice system and provides them community-based services.
    - Minneapolis Hot Spots Experiment, which increased police presence in crime “hot spots” to reduce criminal activity, focusing on high-crime addresses.
    - Operation Peacekeeper, a community and problem-oriented policing program to reduce gang involvement and violence among urban youth, ages 10 to 18, which includes mentoring and is modeled after Boston’s Ceasefire Initiative. Areas and reduce gang-related violence in the Boston metropolitan area.
    - Police Foot Patrol in Philadelphia, which used officers on foot patrol to reduce violent crime in hot spots.
  - Healthcare, including mental health:
    - Home visitation by nurses, including the Elmira Prenatal/ Early Infancy Project and the Prenatal and Infancy Home Visitation by Nurses program, both of which

- sent nurses to the homes of pregnant, unmarried women in households with low socioeconomic status and the resulting positive impact reflected in the decrease in reports of the children's arrests, convictions, violations of probation, consumption of alcohol, sexual activity, and running away from home.
- Functional family therapy as a family-based prevention and intervention program that helps adolescents on probation and their families.
  - Multi-systemic therapy as a family and community-based treatment program for young offenders who have exhibited serious antisocial, problem, and delinquent behaviors.
  - The Social Decision Making/ Problem Solving Program, which is a collaborative effort among professionals from a variety of disciplines, including teachers, school administrators, psychologists, and researchers, with the goal of preventing violence, substance abuse, and related problem behaviors by teaching social, emotional, and decision-making skills that students can use throughout their lives.
  - Mentoring designed to promote healthy development and functioning for at-risk populations.
    - Big Brothers Big Sisters Community-Based Mentoring Program, which offers one-on-one mentoring in a community setting for at-risk youth between the ages of 6 and 18.
    - Great Life Mentoring, a one-on-one mentoring program that provides support to youth referred from a community mental health agency by adult volunteers who spend 2 to 3 hours weekly on positive community activities.
  - Jobs and recreation to give youth purpose:
    - Recreation programs provided between 2 p.m. and 8 p.m., which is the period of time youth are most likely to commit crimes.
    - The One Summer Plus Summer Jobs Program, which served students from some of Chicago's most violent schools.
  - Coordination, tracking, and data-sharing:
    - Coordination among the juvenile justice system, schools, child welfare agencies, and mental health agencies and integration of services to improve efficacy.
    - Consistent tracking of the number of referrals child welfare offices receive from police for children age 12 or younger who have committed delinquent acts and

data-sharing among agencies to avoid duplication of assessments or inconsistent approaches.

### **C. Engineering Solutions Subcommittee**

Members of the Engineering Solutions subcommittee discussed and reviewed information regarding the following topics:

- Traffic-calming tools, including:
  - Gateway treatment.
  - Pavement narrowing.
  - Pedestrian traffic signals.
  - Radar speed signs.
  - Roundabouts.
  - Rumble strips.
  - School zone signage and street markings.
  - Separation of vulnerable users.
  - Speed humps and raised platforms at pedestrian crossings and intersections.
  - Trapezoidal humps.
- Design considerations, including:
  - ADA accessibility.
  - Public amenities.
  - Protected bike lanes.
  - Narrow vehicle lanes.
  - Pedestrian islands.
  - Wide sidewalks.
  - Dedicated mass transit facilities.
  - Signal-protected pedestrian crossings.
  - Dedicated unloading zones.
  - Signal retiming.
- Vision Zero's core elements:
  - Leadership and commitment.
    - Public, high-level, and ongoing commitment.
    - Authentic engagement.

- Strategic planning.
- Project delivery.
- Safe roadways and safe speeds.
  - Complete streets for all.
  - Context-appropriate speeds.
- Data-driven approach, transparency, and accountability.
  - Equity-focused analysis and programs.
  - Proactive, systemic planning.
  - Responsive, systemic planning.
  - Comprehensive evaluation and adjustments.
- Strategies cities have employed in street design, prompted by employing the core functions and essential elements of Vision Zero:
  - Reduce the width of travel lanes.
  - Make crosswalks and bike lanes more visible.
  - Separate bike lanes on busy streets.
  - Shorten crosswalks.
  - Add raised median islands in the middle of busy streets.
  - Give pedestrians and bicyclists a head start at traffic lights.
  - Ban right-on-red turns at busy intersections.
  - Keep the turning radius 90 degrees at intersections.
  - Install traffic circles, roundabouts, speed humps, raised crosswalks, bike lanes, and other traffic-calming devices.
  - Convert one-way-streets to two-way streets.
  - Pay close attention to street designs at bus stops.
  - Create pedestrian streets, bridges, and underpasses in busy areas.
  - Strictly enforce laws against speeding, failure to yield to pedestrians, drunk driving, and reckless driving.
  - Install red-light cameras and other means of photo enforcement.
  - Establish safe routes to school.
  - Set up training programs about pedestrian safety for traffic engineers, transportation planners, police, City officials, citizens, and children.

## D. Accountability and Enforcement Subcommittee

Members of the Accountability and Enforcement subcommittee discussed and reviewed information regarding the following topics:

- Penalties for reckless driving, carjacking, driving with a suspended license, fleeing law enforcement, and related driving violations.
- Driver's license recovery programs.
- MPS Drive as a program to give young people an opportunity they would not otherwise have had.
- Sponsoring a program with the Fire and Police Commission to host speakers who are both victims of carjacking and reckless driving and those who have been convicted of these offenses.
- Programs that allow the Milwaukee Police Department to proactively reach key suspects and the Juvenile Milwaukee Collaborative Offender Re-entry Program, wherein the District Attorney's Office identifies those who are at high risk of reoffending and high value targets.
- Peer and near-peer mentorship programs.
- Probation restorative justice programming.
- Booting cars involved in violations instead of issuing moving citations.
- Enforcement programs, including:
  - Bait cars.
  - Centipede enforcement.
  - Enforcement crackdowns.
  - High-visibility enforcement.
  - Public information campaigns.
  - Keep Kids Alive, Drive 25 (and similar campaigns).
  - Law enforcement officers sitting in unmarked cars.

## E. Community Meetings and Public Comment

Community members and concerned residents provided valuable input to the mission of the Task Force. Additionally, graduate students from a University of Wisconsin – Milwaukee (UWM) Public Policy Analysis class provided recommendations based on coursework studying the problem of reckless driving in Milwaukee. Recommendations from the community and UWM graduate students are included in the attachments to this Report.

Topics addressed by the public include the following:

- Looking at the root causes of carjacking and reckless driving behaviors in order to resolve the underlying issues before they manifest into a larger problem.
- Including offenders in the discussion to learn what is driving the behavior.
- Providing a stolen-car hotline for individuals who do not feel comfortable contacting a law enforcement agency.
- Replicating specific program models, discussed by the Task Force as a whole and by each of the subcommittees.
- Conducting a public awareness campaign regarding vehicle design and how it impacts whether a pedestrian or bicyclist survives being struck by a vehicle (A broad-front vehicle that strikes a person above his or her center of gravity tends to knock the person over, and if the vehicle continues moving, it can run over the struck person. A vehicle with a wedge-shaped front that strikes a person below his or her center of gravity tends to scoop the person onto the hood, increasing that person's chance of survival. Additionally, a vehicle with wide-set mirrors can hit a bicyclist in the biking lane if the driver drives too close to the bike lane.).
- Using community service in lieu of payment of a fine for traffic offenses, for example, if a person is required to clean up along roadways, he or she views road use from a different perspective and can see how reckless driving impacts the safety of other road users. Additionally, for offenders who cannot monetarily afford the penalty or would otherwise drive on a suspended license, community service may be a way for the offender to complete the penalty.

## V. RECOMMENDATIONS

As a result of its outreach, research, and discussions, the City-County Carjacking and Reckless Driving Task Force developed recommendations for making the streets in the city and county of Milwaukee safer for all residents. These recommendations are summarized below.

### A. Prevention and Education Subcommittee

#### 1. Conduct public information campaigns.

Education and information campaigns, public service announcements, and community outreach provide comprehensive messaging to the public regarding law enforcement consequences of reckless driving, distracted driving, and carjacking. The Police Department plans to conduct a public relations campaign stating it will crack down on reckless driving behavior. Public information campaigns need to include some or all of the following elements:

- a. Notable Milwaukee “celebrities,” such as Brewers and Bucks players, the coroner, perpetrators, etc.
- b. Provide information on laws and regulations, Warrant Withdrawal days, victim impact statements, etc.
- c. Place on radio, TV, streaming sites (podcasts), social media, buses, etc.
- d. Make the campaigns youth-led.
- e. Campaign: Safe is Cool.
- f. Walking and biking are cool.
- g. Public transportation is cool.
- h. Come up with a catchy tagline/ slogan (such as “Slow down. Life matters.”) Hold a community contest to come up with a tagline or slogan.
- i. Campaign at gas stations and corner stores.
- j. Place digital signage showing the number of people who have been killed due to reckless driving.

- k. Grassroots slow down campaign that involves community organizations.
- l. Conduct “safe streets” events at sites of fatalities.
- m. Show real consequences of reckless driving.
- n. Use public health messaging.
- o. Steps to take when a driver hits another driver, a bicyclist, or a pedestrian.
- p. Updates and road rules refreshers.
- q. Effects of drugs and alcohol on driving, need for seat belts, causes of reckless driving, etc.
- r. Documentary about the consequences of violating traffic laws causing injury and death.
- s. Documentary about what happens to offenders.

**2. Increase Milwaukee Area Technical College driver safety courses.**

Reach out to Milwaukee Area Technical College to increase the number and availability of courses it offers to the public. Determine what level of funding is needed.

**3. Increase driver safety programming and funding for driver education programs in Milwaukee Public Schools.**

Reach out to children at a much younger age regarding driving safety and consequences of carjacking and reckless driving. Provide additional materials to teachers regarding driver safety and passenger safety for students in elementary and middle school health classes. Conduct town hall meetings with influential people who can inspire students to drive safely. Expand MPS Drive into all schools, and make it a required course. Include driver safety education in core curriculum.

**4. Make driver education classes free, sliding scale, or otherwise accessible to all income levels.**

Prior to implementing this recommendation, the Common Council should obtain additional research and information regarding the impact, including unintended consequences of providing free or low-cost driver education classes to all members of the public.

**5. Extend driver education classes to suburban communities in Milwaukee County.**

**6. Fund existing programs and implement nationally-recognized programs.**

Programs, such as the Credible Messenger, Roca, and UCAN are effective in addressing the root cause of the behaviors that lead to reckless driving and carjacking. Funding these programs is a more effective use of taxpayer dollars, as every dollar spent reduces the need for incarceration funding by \$7-10.

**7. Create a video game app that teaches safe driving skills.**

A group of students are working on coding and designing an app targeted toward the youth demographic which is designed to improve positive driving behaviors and gives users of the app the opportunity to practice driving skills.

**8. Increase funding for driver's license recovery programs.**

The Wisconsin Community Services Center for Driver's License Recovery and Employability, in collaboration with partner agency Legal Action of Wisconsin and Milwaukee Area Technical College, works with low-income Milwaukee County residents to obtain a valid driver's license.

**9. Increase availability of public transportation.**

Increase funding for public transportation to increase routes, options, availability, and affordability. Create partnerships with businesses to provide incentives for using public transportation. Make public transportation cool.

**10. Provide diversion alternatives.**

Increase availability of community centers, recreation centers, and places for youth to go. Provide adventure programming, community work opportunities, and jobs.

**11. Identify the root cause of reckless driving.**

Conduct a study that involves interviewing reckless drivers to learn their motivation for doing so. Identify irresponsible behaviors and what causes them. Identify specific characteristics of a reckless driver and a carjacker.

**12. Conduct outreach in schools with the community of first responders and experts in the field of reckless driving.**

By conducting programming in schools, police officers, first responders, experts in the field of reckless driving, and youth would have the opportunity to encounter each other as human beings and to develop trust. Programming could involve youth and address accountability and trauma. Officers could share videos about reckless driving and carjacking and bring victims to share their stories.

**13. Research an amnesty program.**

Researching the impact of amnesty programs on changing reckless driving behavior can provide information regarding whether creating an amnesty program would be beneficial to the goals of the Task Force.

**14. Adopt Vision Zero.**

Adopting Vision Zero includes developing strategic goals, creating a timeline for reaching zero traffic fatalities, and involving active participation from residents

**15. Maintain community participation.**

Reaching out to the community on a regular basis and continuing communication with stakeholders ensures public input and provides information to the public regarding the progress of implementing Task Force recommendations. Stakeholders to include in the conversation include, but are not limited to, Task Force members, the Equal Rights Commission, the Mayor's

Bike and Pedestrian Task Force, the Office of African American Affairs, and Coalition for Safe Driving. Additionally, the institutional partner should provide regular reports to the Common Council regarding progress.

**16. Explore new technology as it relates to reckless driving.**

Technology can be a useful method for effecting change in driving behaviors. Virtual Reality simulators have been used as a teaching tool for preventing distracted driving throughout the United States. Programs offered include private companies as well as public-private partnerships.

**17. Lobby for a change in State law to do the following:**

- a. Make driver education classes a requirement for all drivers before obtaining a license, regardless of age.<sup>1</sup>
- b. Require all drivers who have lost their driver's license to take and pass a driver education class before reinstating the driver's license.

**B. Engineering Solutions Subcommittee**

The following guiding principles should govern all engineering recommendations:

- Design streets for slower speeds.
- Prioritize safety over speed.
- Incorporate the Complete Streets Policy to make streets less car-centric and to better accommodate other modes of transportation.

**1. Primary Recommendations.**

The following recommendations are proven countermeasures to reduce speeding and crashes and should be considered throughout the City as opportunities and funding allows. These recommendations are specific to collector or arterial streets and should be prioritized in areas of known speeding or crash problems. The posted speed limit should be decreased in conjunction with design changes.

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<sup>1</sup> Further information and discussion is required prior to implementing this legislative change. Research should be conducted regarding whether unintended consequences would result from this type of legislation.

**a. Coordinate traffic signals.**

Traffic-signal coordination allows motorists traveling at a certain speed to make the least amount of stops as possible. Signals should be coordinated at or below the speed limit to reduce the opportunities and incentive for speeding. However, effective signal coordination can be expensive and time-consuming if new signal equipment is required.

**b. Pavement narrowing / reclamation.**

Pavement narrowing removes excess pavement previously used for driving and converts it to other uses such as sidewalk space, plaza space, bikeway space, or landscaping. Narrowing streets has been shown to reduce traffic speeds and crashes. Whenever streets are reconstructed, opportunities for pavement narrowing should be considered.

**c. Road diets.**

Road diets are a proven, cost effective way of reducing traffic speeds and crashes. A road diet typically involves re-striping a street from four lanes to two or three lanes by reallocating space to better bike accommodations, new turn lanes, or revised parking configurations.

**d. Lane narrowing.**

Lane narrowing has been proven to reduce traffic speeds. In urban environments, lane widths of 10 feet are proven to have a positive impact on a street's safety without impacting traffic operations. Lane widths of 11 feet may be appropriate on higher speed streets with heavy truck traffic, but lanes wider than 11 feet should not be installed.

**e. Pedestrian refuge islands / curb extensions.**

Pedestrian safety treatments such as refuge islands and curb extensions visually and physically narrow streets. These improvements create safer streets for people walking, can reduce vehicle speeds, and prevent illegal passing on the right.

**f. Separation of vulnerable users.**

Providing separate and protected space for people walking, biking, and taking transit often requires narrowing of motor vehicle lanes or reclaiming pavement, which reduces speeds and crashes for all users. Create substantial barriers for protected bike lanes and create dedicated bus lanes.

**2. Spot-Specific Recommendations.**

The following are spot-specific recommendations that may reduce speeding or crashes when applied, but may have limited applicability in Milwaukee or may not be appropriate for collector or arterial streets where crashes and speeding are more likely to occur.

**g. Install pedestrian traffic signals.**

Pedestrian traffic signals have been shown to increase driver compliance of yielding to pedestrians in crosswalks. Examples of pedestrian traffic signals include Rectangular Rapid Flash Beacons (RRFB), Pedestrian Hybrid Beacons, or Pedestrian Beacons. Traffic signal timing should be implemented with additional signal phases and time for pedestrians.

**h. Roundabouts.**

Roundabouts can lessen the severity of crashes and are generally safer for pedestrians because traffic is only approaching from one direction. Roundabouts may require the acquisition of land because they tend to be larger than traditional intersections. Roundabouts have limited applicability in the City of Milwaukee, specifically on high-volume streets where most crashes and speeding occurs.

**i. Deploy speed humps, trapezoidal humps, and raised platforms at pedestrian crossings and intersections.**

Speed humps and tables can reduce speeds on residential streets. By installing speed humps on a neighborhood-wide basis, instead of just a single street, the neighborhood can avoid issues with drivers choosing alternative routes through a neighborhood. The goal is to eliminate speeding rather than to move it to the next street. Although important, these treatments are most

applicable on residential streets where crashes and speeding are not as big of an issue.

### **3. Additional Community Recommendations.**

Increase funding for the Department of Public Works to fully implement the pedestrian plan.

## **C. Accountability and Enforcement Subcommittee**

### **1. Advocate for State legislative changes.**

- a. Increasing the penalties for adults for reckless driving gives a signal to offenders that there are serious consequences for endangering the public.
- b. The level of felony offense for fleeing an officer needs to be increased, and graduated penalties must be provided for repeat offenders.
- c. A change in legislation is required to allow a serious juvenile offender disposition for all felony offenses, leaving discretion to the judge.<sup>2</sup>
- d. Red light cameras should be evaluated based on metrics regarding whether they are effective as a deterrent and enforcement tool.
- e. Provide for alternative penalties, including:
  - i. Impound vehicles that have been involved in a reckless driving incident for 72 hours. After 72 hours, the vehicle owner would be required to pay applicable towing and storage fees, outstanding vehicle citations, and provide evidence of vehicle registration and insurance coverage.
  - ii. Community service in communities most impacted by reckless driving.
  - iii. Road trash pickup or cleanup after collisions.
  - iv. Require mediation.
  - v. Require anger management classes.

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<sup>2</sup> Prior to implementing this legislative change, further clarification is required regarding the types of felony offenses that would be most aligned with the mission of the Task Force. The District Attorney's office is best suited to providing additional detail in narrowing and defining the intent of this legislation.

- vi. Require substance abuse classes.
- vii. Require driver education classes.
- f. Discontinue suspension of licenses for nonpayment and non-driving-related offenses. Instead, driver's license suspension should only be done for safety reasons.<sup>3</sup>
- g. Require insurance companies to consider a driver's driving record as the primary criteria for setting liability limits.
- h. Expand owner liability for all reckless driving violations.

## **2. Enforce related driving violations.**

Police need to increase enforcement measures, including targeting dangerous driving, such as speeding and swerving through traffic. Increased enforcement should also focus on existing traffic regulations and tinted windows. Police could be required to respond in a timely manner and to focus on hotspots.

## **3. Institute standard operating procedures.**

The Police Department can institute a standard operating procedure that requires officers to bring juveniles caught in stolen or fleeing vehicles to detention (as opposed to writing tickets or ordering the cases in). This decreases the time for review and charging to 24 hours. This recommendation should be evaluated upon further information provided by the detention center and the Police Department regarding capacity, logistics, and impact.

## **4. Provide diversion alternatives.**

When charging a case, prosecutors can provide diversion alternatives for first-time offenders of reckless driving. Target the early intervention stages of youth who engage in reckless driving behavior with resources that are specific to their risk and need factors. Effective strength-based interventions should continue for an adequate length of time without extending the probation or supervision period, during which court-imposed sanctions can be imposed for typical behaviors of youth, such as curfew violations.

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<sup>3</sup> Further study should be conducted regarding the impact of implementing this change, and statistical evidence should be provided to support the argument in favor of this measure.

**5. Mandate sentencing.**

Circuit and Municipal Court should include mandating driving safety classes when sentencing offenders.

**6. Increase data sharing.**

Increased cooperating and data-sharing among all agencies allows for better treatment integration for juveniles and more appropriate sentencing for adult offenders.

**7. Conduct victim impact panels.**

Victim impact panels for carjacking and reckless driving convictions can deter offenders from repeating the offense. Facing the consequences of their actions has a rehabilitating effect on offenders and reduces recidivism.

**8. Create a 24-hour hotline, central e-mail, web address, or app to report reckless drivers and nuisance vehicles.**

Crime Stoppers could be augmented and promoted as a hotline for reporting reckless driving and carjacking. An effective reporting tool provides guidance to the user regarding the specific information required in order to appropriately address the violation, such as photo documentation and additional evidence.

**9. Hold parents accountable.**

Parents, guardians, and caregivers could be held accountable for the children in their care upon first offense. Additionally, police could enforce curfew laws, fining parents if their children are on the streets or caught in a criminal act after 11:00 p.m.<sup>4</sup>

**10. Place digital speed signs in hotspot locations.**

Digital speed signs provide visual feedback to drivers, often resulting in drivers decreasing speed.

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<sup>4</sup> Further clarification and information regarding efficacy and unintended consequences is required prior to implementing this recommendation.

## VI. IMPLEMENTATION

The Task Force submits this Report along with its Recommendations to the City of Milwaukee Common Council. Upon review of the Report, the Common Council is urged to direct implementation of the Recommendations.

The Mayor has agreed to act as the institutional partner for implementing the Recommendations and to house oversight in the Mayor's Office. The institutional partner is urged to provide regular reporting to the Common Council and the public regarding the progress of these initiatives.

The Task Force further urges the institutional partner to establish metrics by which to measure the efficacy of implementing these Recommendations. Metrics may include, but are not limited to:

1. Vision Zero's goal of zero fatalities as a result of reckless driving.
2. A measurable percentage of decrease in the numbers of the following:
  - a. Fatalities due to reckless driving (broken down by type: pedestrian, bicycle, passenger, speed-related, etc., and demographic information of drivers and victims) for example, 25% decrease after 1 year, 50% decrease after 5 years, etc.
  - b. Collisions.
  - c. Hit-and-run citations.
  - d. Suspended licenses.
  - e. Stolen vehicles.
  - f. Citations issued relative to reckless driving – failure to stop at stop sign, endangering safety by reckless driving, unreasonable and imprudent speed, etc.
  - g. Police pursuits and non-pursuits, maximum speed of pursuits, pursuits resulting in injury.
  - h. Health outcomes – life expectancy and accidental deaths.

3. A measurable percentage of increase in the following:
  - a. Participation in driver's education classes.
  - b. Hits on social media for public information campaigns (going "viral").
  - c. Public transportation ridership.
  - d. Driver's licenses recovered.
  - e. Percentage of DPW projects that include complete streets design elements.
  - f. Percentage of DPW projects implemented on the Pedestrian High Injury Network.
  - g. Percentage of bikeway network considered "low stress."
  - h. Perceptions of walking, biking, and transit.
  - i. Percentage of people who walk, bike, or take transit to work.

## VII. ATTACHMENTS

### **Appendix A:**

Minutes of the meetings of the City-County Carjacking and Reckless Driving Task Force and its subcommittees

### **Appendix B:**

Legislative Reference Bureau-issued research relating to the City-County Carjacking and Reckless Driving Task Force

### **Appendix C:**

Correspondence directed to the City-County Carjacking and Reckless Driving Task Force

### **Appendix D:**

Other documents relating to the City-County Carjacking and Reckless Driving Task Force

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