



MEMORANDUM

LEGISLATIVE REFERENCE BUREAU

WWW.MILWAUKEE.GOV/LRB

To: Ald. Michael J. Murphy
From: Tea Norfolk, Legislative Fiscal Analyst – Lead
Date: December 19, 2019
Subject: Carjacking and Reckless Driving: Community Recommendations

This memo presents recommendations along with feedback and comments to the Task Force provided by residents in the community meetings held on November 12, 2019, at South Division High School, and on November 25, at Rufus King High School.

The recommendations are grouped by subcommittee and presented in the order of most-to-least frequently recommended (recommendations that have been recommended the same number of times are presented in no particular order). The number in parenthesis preceding the text of a recommendation indicates the number of times that recommendation was provided. Feedback and comments follow the recommendations in each section.

Accountability & Enforcement

Recommendations

1. (17) Increase penalties for offenders (reckless driving / lack of DL, registration, insurance) (regardless of owner of vehicle):
 - a. Impound vehicle.
 - b. Boot the vehicle.
 - c. Send to military-like boot camp for reckless drivers.
2. (14) Increase penalties (in general):
 - a. Length of time/ duration.
 - b. Dollar amount.
 - c. Severity.
 - d. Graduated – increase for each subsequent offense.
3. (14) Penalties instead of forfeiture for driving convictions:
 - a. Require community service.
 - b. Require road trash pickup/ cleanup after collisions.
 - c. Community service in communities most impacted by reckless driving.

- d. Pay wages for work, but all money goes directly to restitution for damage or injury to victims or to fund driver education classes.
 - e. Instead of suspension, offer mediation, anger management, or substance abuse classes.
 - f. Driver education classes.
4. (14) Increase police presence:
- a. In neighborhoods where rolling drug cars operate – those are the same drivers that are reckless.
 - b. At intersections with higher incidents of reckless driving.
 - c. Patrol main streets with radar guns.
 - d. Place empty squad cars in strategic locations.
 - e. Speed traps.
5. (12) Increase enforcement:
- a. Require police to respond in a timely manner.
 - b. Require quotas.
 - c. Hotspots.
6. (12) Red light cameras:
- a. Running red lights.
 - b. Speeding.
 - c. Use money collected from forfeitures to fund education at schools near the highest injury rates, youth recreation programs, libraries, safer streets.
7. (10) Create a 24-hour hotline, central e-mail, web address, or app to report reckless drivers and nuisance vehicles. (Crime Stoppers)
8. (8) Hold parents accountable:
- a. For their kids when they first offend.
 - b. Enforce curfew laws: fine parents of kids if they are on the streets or caught doing criminal acts after 11 p.m.
9. (8) Restorative justice – victim impact panels / require offenders to hear victim impact statements.
10. (6) Abolish driver's license suspensions for nonpayment. Instead, suspend license for safety reasons.
11. (5) Do not increase penalties:
- a. Give people jobs.
 - b. Create a jobs program for youth to keep them off the street.
 - c. Grant amnesty to drivers whose license was suspended due to nonpayment.
12. (5) No high-speed chases, or abandon the chase after a certain time or length of pursuit.
13. (4) Implement "quality-of-life" policing:

- a. Pull over cars that have tinted windows because rolling drug cars have tinted windows.
 - b. Pull over cars that have bumpers ripped off, no license plate.
 - c. Pull over cars that have temporary plates because those drivers do not have valid licenses. Impound the car and send the person to jail.
14. (4) Hold dealerships accountable for selling cars to people who do not have a driver's license.
 15. (4) Require drivers to have car insurance, license, registration, and license plates.
 16. (4) Unmarked police cars / "spy cops" (undercover, plainclothes, plain vehicle) so people consider themselves always in "danger" of getting caught.
 17. (3) Create a Standard Operating Procedure regarding youth and reckless driving.
 18. (3) Create stricter consequences for minors: charge minors as adults for reckless driving and carjacking.
 19. (2) Require drivers who have received citations to place a "restricted" sticker on the license plate as a form of a "scarlet letter."
 20. (2) Make it a felony to use a weapon in stealing a car, prohibit anyone convicted of the felony from ever driving again.
 21. (2) Fleeing from a collision/ hit-and-run:
 - a. Charge as a felony crime.
 - b. Charge passengers with a crime as well.
 22. (2) Stop giving felonies for no monitoring of streets, especially Fond du Lac, Capitol, Appleton, Center, North, and Sherman. No felonies unless homicides or major injuries. Hold companies accountable for selling tint – fine them, revoke their business license, etc.
 23. (2) Hold vehicle owners accountable when their cars have been used in a reckless manner.
 24. (2) Use available technology to track reckless driving. For example, install live feed cameras to decrease police pursuits. Officers can watch the cameras at a central command center and send a squad to the location of the reckless driver, thereby eliminating the need for a chase.
 25. (2) Bring in the National Guard/ institute martial law to help the police.
 26. (2) Place a device on offenders' cars restricting their speed to only go 40 mph.
 27. (2) Hold judges accountable for letting people off the hook.
 28. (2) Require drivers under age 25 to show a certificate of completion for driver education classes in order to get a driver's license and in order to purchase a vehicle.
 29. (2) Community cooperation:

- a. Encourage residents to submit to police their dash cam video, surveillance video, and Ring surveillance.
 - b. Provide free Ring cameras city-wide in or in specific areas like main thoroughfares so there is video evidence.
- 30. “Slow Down MKE” Pledge to end reckless driving, subcommittee of Safety & Civic Commission:
 - a. Follow speed limit.
 - b. Do not enter bike line.
 - c. Yield for pedestrians.
- 31. Require permanent registration of car at the time of purchase – no temporary plates at all – and mandatory license check at time of car purchase.
- 32. Require sellers of vehicles to have proper documentation.
- 33. Bail needs to be higher than \$500 for hit-and-run causing great bodily harm.
- 34. Attach car insurance to a vehicle’s VIN.
- 35. Create “hooptie” laws.
- 36. No stopping in traffic.
- 37. Add a fee to fund rapid response tow trucks, which will free up officers more quickly.
- 38. No red light cameras.
- 39. Increase the length of time for a probationary license.
- 40. Abolish mandatory minimum sentencing.
- 41. Retain judicial discretion.
- 42. Retain juvenile law.
- 43. The City must be accountable for data analytics on responsiveness to all traffic accidents and property damage.
- 44. Hold the Task Force accountable for implementing these recommendations: provide updates on progress.
- 45. Require elected officials to provide the proper response.
- 46. A task force needs to be on the roads 24/7 period for driving.
- 47. Create a different task force for different penalties.
- 48. Require insurance companies to consider driving record as the primary criteria for setting liability insurance rates.
- 49. Change legislation to require insurance to register a vehicle.
- 50. Change legislation to catch up with technology, i.e. phones being used in cars.
- 51. Pass fees along to drivers.
- 52. Mandate insurance check by police for all traffic stops.
- 53. Use license plate readers.
- 54. Require police to set an example by driving the speed limit and following road rules in non-emergency situations.

55. Place a stop stick in front of the car during every traffic stop.
56. Prioritize violations.
57. Repeat offenders:
 - a. Increase monitoring/ follow-up.
 - b. Require re-education or continuing education.
58. Promote the positive.
59. Institute fair and equitable enforcement that targets behavior and not people or places.
60. Promote self-accountability.
61. Drive within 5.
62. Allow police to drive vehicles home so neighbors can see that an officer lives there.
63. Enforce vehicle equipment regulations.
64. Increase data sharing among departments and jurisdictions.
65. Advocate for state legislative changes, like graduated penalties and red lights.
66. Consider charges.
67. Create a separate detention facility for drivers. Use the vacant AO Smith building.
68. Create an app called "Exposed" for people to use their own phones to show video of people driving recklessly. Do it live-time and allow it to show the drivers' faces. Pay a reward for catching the driver.
69. Absolutely no drones.
70. Address offenders who have never taken driver's education differently from those who have taken it, and get them into class.
71. Repeat offenders should undergo psychiatric evaluation and be routed to mental health treatment.
72. Signs showing drivers how fast they are driving.

Feedback and Comments

1. (2) There needs to be a sense of urgency; implement these changes now.
2. Reckless drivers appear to have a complete disregard for potential tickets.
3. Reckless drivers appear to have no regard for family safety.
4. How can we be more proactive?
5. The implementation of these recommendations should not operate in silos.
6. What are some alternatives to traditional enforcement?
7. In advocating for State legislative changes:
 - a. There is concern regarding punitive measures.
 - b. There needs to be an incorporation of police-community relations regarding traffic enforcement.

- c. There is concern regarding disproportionate impact on communities of color.
 - d. There should be inclusion of the Safety & Civic Commission.
- 8. There is a difference between the role of standard operating procedures and the larger recommendations of the Task Force, including charging.
- 9. There is a lack of representation of other municipalities.
- 10. Operation Take it EZ messaging should have inclusivity.
- 11. The timing of community sessions should take into account alternative scheduling so more people can attend.
- 12. Carjacking appears to be omitted from the report and recommendations.
- 13. Related driving violations should be enforced:
 - a. There is concern regarding incentivizing pursuits.
 - b. Standard Operating Procedure outlines when to pursue.
 - c. Resource allocation should be addressed, including when and why there are multijurisdictional surges of enforcement.
 - d. Enforcement should comply with the ACLU lawsuit requirements.
- 14. Is there a decrease in municipal court violations?
- 15. Mindsets are changing.
- 16. Concern regarding funding and fiscal impact of enacting recommendations.
- 17. Strike the Standard Operating Procedure language.
- 18. Place real citizens on the Task Force.
- 19. Defendants should not be allowed to use the court system to avoid accountability.
- 20. Maximum jail – Huber 30-60 days.
- 21. There is support for considering charges.
- 22. Will red light cameras be effective? Some of the worst offenders are driving recklessly when they are not at an intersection.
- 23. Owner occupants are more invested.
- 24. We should not be reactionary with legislation and enforcement.
- 25. Youth have nowhere to go – no recreation centers, etc. Give them somewhere to go.
- 26. Do not want to destroy families with enforcement; that is not the goal.
- 27. Distracted driving.
- 28. Can we get paid for our suggestions?
- 29. How do we resolve this issue equitably?
- 30. Demographics: “who” are these drivers? No license to lose, no insurance, no diploma, no job, no responsibility, nothing to lose – this is a thrill.
- 31. When will all these laws be enforced? Date, please.

32. No good drivers should take pictures of reckless drivers unless they are not driving.
33. What are the root causes? How do you address the root causes?
34. The problem is not just kids.

Engineering Solutions

Recommendations

1. (11) Create barriers to slow traffic down:
 - a. More speed bumps (everywhere, side streets, especially schools).
 - b. More stop signs (every six blocks or fewer).
 - c. More traffic lights.
2. (7) Protected bike lanes with substantial barriers.
3. (3) Create bus lanes (that are separate from bike lanes).
4. (3) Lane narrowing:
 - a. Smaller steps to reduce lanes.
 - b. Use lane congestion on large streets.
5. (2) Coordinate traffic signals.
6. (2) Pedestrian traffic signal timing with additional phasing of signals.
7. (2) Raised sidewalks, trapezoidal sidewalks.
8. (2) Pedestrian plan:
 - a. Increase funding for the multimodal unit of DPW to fully implement.
 - b. Connect with the pedestrian plan.
9. Proactive installation of pedestrian safety infrastructure.
10. More information and advertisement of process for requesting projects.
11. Improve visibility and sight lines at intersections.
12. Prioritize projects that evaluate equity.
13. Review use of one-way streets.
14. Use reverse diagonal parking to narrow lanes.
15. Lower the speed limit.
16. Design streets for lower speeds.
17. More rapid response projects.
18. Use old tires for protected lanes (or other alternate material), couple with public art projects.
19. Use clear signage so everyone is aware in advance of lane narrowing and speed humps.
20. Use money collected from tickets to fund engineering projects.
21. Make smoother streets.

22. Do parking studies to assess the amount of street parking. May be able to remove or move parking from one side to accommodate a protected bike lane.
23. Flashing red beacons are essential; DPW needs to do this more and hire more people.
24. Install blinking light/ orange light to give drivers a cautionary time limit to watch out for drivers who may blow/ disregard traffic signals.
25. Install speed strips to alert drivers.
26. Multi-modal transportation: Make roads less car-centric and friendlier to other users (pedestrians, bikes, buses, streetcar, etc.)
27. Physically prevent people from passing on the right.
28. Create bump-outs at bus stops; if no bus stop, put it mid-block on both sides of intersection (near and far side).
29. Start in areas that have the most accidents.
30. Install temporary lane dividers at turn lanes.
31. Roundabouts.
32. Install better lighting at intersections.

Feedback and Comments

1. Support for various solutions depends upon the location where they are implemented.
2. Road diet should be done in conjunction with physical barriers.
3. Group the recommendations by the root cause of the behavior:
 - a. Distracted
 - b. Untaught
4. Get input from the disability community.
5. Abandon lane narrowing projects. With narrow lanes, people just drive on the sidewalks and there is nowhere to escape other cars running you down.
6. Get rid of bike lanes: No one uses them except cars. No one will risk their lives using a bicycle in a bike lane.
7. Why do we have bike lanes when people don't use them?
8. What was the thinking behind bike lanes? People bike the wrong way to avoid getting hit.
9. Afraid to bike because it is unsafe.
10. Inexpensive barriers are a short-term solution.
11. Get more community input for reconstruction design.
12. I have lived in places where the sidewalks are raised. It's great for the people crossing with strollers, etc. (no curb cut) and it slows down the car.

13. There are poles that go up when you need to block cars, down when the emergency vehicles need to go through. We are not that advanced yet, but I hope we can be now.
14. Why do roundabouts have limited applicability in Milwaukee, specifically on high-volume streets? Roundabouts can accommodate high-volume roads.
15. How do you get roundabouts in your neighborhood?
16. Do we have money?
17. How are they paid for? Assessments can be unaffordable.
18. Smaller steps to reduce lanes can change behavior.
19. I would rather have my commute time increase in order to increase safety.
20. Some repaid implementation suggestions are not robust enough.
21. School district must be considered.
22. Do more in school zones.
23. How do you prioritize?
24. Are there grants available to help?

Prevention & Education

Recommendations

1. (26) Driver's education classes:
 - a. Increase funding to increase availability.
 - b. More opportunities, including community organizations as partners.
 - c. Expand MPS Drive into all schools and make it a required course.
 - d. Expand MATC driver education classes/ availability.
 - e. Provide driver education for all ages (and start earlier).
 - f. Include driver safety education in core curriculum.
 - g. Mandatory. Required for all students. Required for all drivers before obtaining a license, regardless of age.
 - h. Mandatory refresher course: all drivers who have received a license in the last three years must take a class about reckless driving.
 - i. Required for all drivers who have lost their license.
 - j. Make classes free, sliding scale, or cost-effective.
2. (19) Public Information Campaigns/ Public Service Announcements:
 - a. Include notable Milwaukee "celebrities" such as Brewers and Bucks players, coroner, perpetrators
 - b. Provide information on laws and regulations, Warrant Withdrawal days, victim impact statements, etc.

- c. Place on radio, TV, streaming sites (podcasts), social media, on buses, etc.
 - d. Make the campaigns youth-led.
 - e. Campaign: Safe is Cool.
 - f. Walking and biking are cool.
 - g. Make public transportation cool.
 - h. Come up with a catchy tagline/ slogan (such as “Pedestrian Lives Matter” or “Slow down. Life Matters.”)
 - 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 you hit someone.
 - p. Provide updates / refresher on road rules.
 - q. Effects of drugs and alcohol on driving, need for seat belts, causes of reckless driving, etc.
3. (10) Public transportation:
- a. Increase public transportation options and availability
 - b. Provide incentives for using public transportation.
 - c. Make public transportation cool.
 - d. Make public transportation affordable.
 - e. Increase funding.
4. (5) Provide diversion alternatives:
- a. Community centers.
 - b. Recreation centers.
 - c. Places for youth to go.
 - d. Community work.
 - e. Adventure programming.
 - f. Jobs.
5. (4) Driver’s license recovery:
- a. Increase funding.
 - b. Require driver education class and re-take test in order to get license back.
6. (4) Identify root cause:
- a. Interview reckless drivers to learn their motivation for doing so.
 - b. Identify irresponsible behaviors and what causes them.

- c. Identify specific characteristics of a reckless driver and a carjacker.
- 7. (3) Conduct police outreach in schools:
 - a. Involve youth.
 - b. Address accountability and trauma.
 - c. Share videos about reckless driving and carjacking.
 - d. Bring victims to share their stories.
 - e. Give police officers and youth an opportunity to encounter each other as human beings to develop trust.
- 8. (2) Partner with insurance companies (investment) for:
 - a. Incentive-based premiums
 - b. To underwrite driving classes.
 - c. Reduce insurance premium for taking driver's education.
- 9. (2) Hire a liaison between community churches and the Police Department:
 - a. Retired police can and community leaders can train the liaison.
 - b. Neighborhood resources, liaisons, and churches can offer job training and mental health resources.
- 10.(2) Create a video documentary (movie) about:
 - a. The consequences of violating traffic laws causing injury and death.
 - b. What happens to offenders?
- 11.(2) Increase respect for others, respect for life, and common courtesy to instill a sense of community. Use peace circles in grade schools and implement community parenting.
- 12.(2) Parental involvement: Provide education to parents for tools they need to educate their kids regarding reckless driving.
- 13.(2) Create a new program that helps people with insurance, registration, and license plates.
- 14.(2) Public art:
 - a. Sculpture/ installation that uses car pieces from wrecks.
 - b. Competition (to gain community buy-in, engagement) to make music and art to raise awareness regarding safe driving.
- 15.Update the required driving test to include both written and road.
- 16.Require testing for elderly drivers.
- 17.Require road driving test for license, regardless of age.
- 18.Require all drivers to re-take the driving test for renewal.
- 19.Create a safe driving tax to pay for driver's education classes.
- 20.Ask surrounding county businesses to pay for driver's education classes as an incentive to bring them workers.
- 21.Require people who work for the City to live in the city.
- 22.Use vacant school buildings for job training and mental health education.

23. Hold monthly crime and safety meetings to provide residents with an update on hit and run data.
24. Provide education to all violators of traffic laws along with punitive measures.
25. Create an attractive video game to teach the rules of the road.
26. Look at programs used to deal with DUI and make it mandatory.
27. Provide wraparound care to those who have lost their license to determine why they are driving that way in order to properly treat the problem.
28. Get more input from:
 - a. Youth.
 - b. Parents.
29. Fund existing programs.
30. Create a driver mentorship program with adults teaching youth.
31. Create a community service program.
32. Recruit car dealerships to be part of the solution.
33. Provide jobs connected to driving and cars.
34. Provide education around drug and substance abuse.
35. Provide counseling on a 1:1 or other small ratio.
36. Invite the community and lay people to be involved with counseling (with appropriate training) modeled after programs such as Urban Underground, We Got This, and Program the Parks.
37. Conduct youth forums: gather youth to talk about reckless driving and why it is happening.
38. Create an app where people can submit incidents (and stories) associated with locations as a way to “humbly observe.”
39. Add traffic reporting to the 311 app.
40. Educate drivers on how to use roundabouts.

Feedback and Comments

1. Concern regarding fiscal amount of prevention and outreach such as MATC classes.
2. What happened to Take it EZ?
3. Why can't the wheel tax be used to pay for this?
4. Recommendations are proactive and long-term.
5. Recommendations are not adequate to meet the current urgent needs.
6. The public must drive defensively.
7. Is there accountability for funds?
8. There should be a different approach altogether to address reckless driving vs. speeding.

9. Get more input from youth.
10. We must be the change. It starts with us.
11. Stop saying “just kids.”
12. A video game app will not do enough – there is too much competition.
13. It is better for youth to hear from other youth.
14. Respect for authority (from home, school, jobs, law, etc.), lack of morals.
15. Some kids would rather be in the detention centers because they get more love, food, and attention than they get at home. They actually tell us that. Understand “why” not “how.”
16. Some kids are just looking for a thrill, but they do not have enough programs to get that rush.
17. We appreciate all the people who work with the youth and show them the love they need to keep on the straight and narrow.
18. When I was growing up, the cops were like secondary parents, you legitimately were afraid of their reprimand, not of getting killed.
19. Everybody is afraid of getting killed, which makes enforcement more dangerous. We need more opportunities for officers and young people to encounter each other as human beings and develop trust.
20. How are other cities handling prevention and education?
21. What is creating a reckless driving culture?
22. People do not understand rules of the road and right-of-way issues.
23. Need to educate.

LRB174091-10