

1998

Removing Transportation Barriers to Employment: Assessing Driver's License and Vehicle Ownership Patterns of Low- Income Populations

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Removing Transportation Barriers to Employment: Assessing Driver's License and Vehicle Ownership Patterns of Low-Income Populations

Initial Findings



**Removing Transportation Barriers to Employment:
Assessing Driver's License and Vehicle Ownership
Patterns of Low-Income Populations**

Initial Findings

by

**John Pawasarat
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**Employment and Training Institute
University of Wisconsin-Milwaukee**

July 1998

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Funding support for this study was provided in part by the Helen Bader Foundation, the Milwaukee Foundation and the U.S. Department of Housing and Urban Development. For further information, contact the Employment and Training Institute, University of Wisconsin-Milwaukee, 161 West Wisconsin Avenue, Suite 6000, Milwaukee, WI 53203.
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Removing Transportation Barriers to Employment: Assessing Driver's License and Vehicle Ownership Patterns of Low-Income Populations by John Pawasarat and Frank Stetzer, University of Wisconsin-Milwaukee Employment and Training Institute, July 1998.

Initial Findings

During the last four years, the Employment and Training Institute has surveyed central city Milwaukee workers to identify problems they face in finding and keeping employment. Two areas have been repeatedly identified as barriers to employment: child care and getting to jobs which are often in the outlying areas of the metropolitan labor market. This paper is a companion piece to a recently released study, **Removing Barriers to Employment: The Child Care-Jobs Equation**. For most single parents who are expected to work full-time under current welfare initiatives and who have children needing child care, use of a car is the most practical means of transportation. The difficulties of getting to the child care provider, then to work, back to the child care provider and home contribute to job retention problems, particularly for single parents lacking a family car or a valid driver's license.

This study examined the Wisconsin Department of Transportation (DOT) driver's license records for 719,320 Milwaukee County residents, analyzed 331,304 recent (1992-1996) suspensions and 125,717 revocations by type and number of actions, geocoded addresses for 491,118 Milwaukee County licensed residential vehicles, and matched driver's license and vehicle registration records to determine car ownership patterns. The Milwaukee Public Schools census and U.S. census data were used to determine driver's license and suspension rates for teenagers by zipcode, central city and suburban areas.

This research work is part of a continuing effort to provide insights into the child care and transportation conundrum facing low-income families in Milwaukee County. The DOT driver's license files and vehicle records together with each driver's suspension and revocation status were combined with data on the welfare status of 93,908 individuals in Milwaukee County in a unique effort to provide a first-time census of transportation problems of low-income residents. Many low-income teens and adults who have no record of serious traffic offenses lose their driving privileges (and access to work) for failure to pay fines and forfeitures. The data will be used to identify areas in which policy and program initiatives may be most effective. A follow-up report will discuss recommendations and potential solutions to address transportation barriers for Milwaukee County low-income families.

Driver's License Suspensions

- A total of 116,857 Milwaukee County adults (ages 18-55) showed suspension orders in the DOT file. Of particular interest were those 67,528 adults (58 percent of the total) suspended solely for non-payment of fines and civil forfeitures, rather than for traffic-related violations, DWI (driving while intoxicated), or drug convictions.

Revocations and suspensions are the two most common actions taken to withdraw a driver's operating privilege. **Suspension** is the more lenient action and means the privilege is put on hold for a given time. **Revocation** means complete termination of the driving privilege.
(Wisconsin Department of Transportation)

- More central city males ages 18-55 had suspension orders on record (1992-1996) than had a valid driver's license, and most suspensions for City of Milwaukee residents were the result of non-payment of fines rather than for vehicle operation offenses.
- While 30 percent of adult male drivers in the county had suspensions, only 15 percent had a suspension for a traffic-related reason. In the central city Milwaukee CDBG (Community Development Block Grant) neighborhoods, 46 percent of male drivers had DOT suspensions, but only 17 percent had a traffic-related suspension.
- Adults with suspensions on record often continued driving, thereby increasing the severity of conditions which need to be corrected prior to reinstatement. For low-income drivers (in public assistance cases), nearly half (47 percent) of males and one-fourth (27 percent) of females with non-traffic suspensions ended up with license revocations.
- For Milwaukee County women suspensions for driving while intoxicated and for other traffic violations were distributed throughout the county, while suspensions for failure to pay fines were heavily concentrated in central city Milwaukee neighborhoods with large concentrations of families living in poverty. (See maps below.)
- Milwaukee County men showed four times as many suspensions as women. Again, the largest numbers of suspensions were for failure to pay fines and these were heavily concentrated in central city Milwaukee neighborhoods. (See maps below.)

Driver's License Revocations

- Most of the 54,747 Milwaukee County individuals with recent revocations were men (82 percent), and 53 percent resided in central city CDBG neighborhoods of Milwaukee.
- Twenty-four percent of drivers with revocations had a revocation for driving while under suspension or after revocation but with no DWI (driving while intoxicated) or traffic-related charges.
- Twenty-seven percent of Milwaukee County drivers with revocations lost their licenses for damage claims resulting from an accident with no related DWI/traffic charge. Revocations for damage claims were much more likely to occur for central city residents while DWI charges were distributed throughout the county.
- Eighteen percent of individuals had a DWI charge, and an additional 31 percent had a serious traffic-related reason other than DWI for the revocation.

Driver's License Status of Milwaukee County Adults, Ages 18-55

- State Department of Transportation records for 255,143 Milwaukee County women (ages 18-55 years) showed 78 percent with a current license and no recent suspensions or revocations, 5 percent with a current license and a recent revocation or suspension, 7 percent with a suspension or revocation and no current license, and 10 percent with an expired license, instruction permit or other status.

- For the 292,132 Milwaukee County men (ages 18-55) with DOT records, 57 percent had a current license and no recent suspension or revocation, 14 percent had a current license and a recent suspension or revocation, 18 percent had a suspension or revocation and no current license, and 10 percent had an expired license, instruction permit or other status.

Car and License Status of Families Receiving Welfare

- Previous Wisconsin Department of Workforce Development data have reported that only 3.3 percent of individuals expected to work under "W-2" (the state's new welfare initiative) own a vehicle. However, when DOT vehicle records were matched with the Milwaukee County population in welfare households on AFDC and expected to work, 12 percent were found to own a car and 22 percent either owned a vehicle or had another family member in the household who owned a vehicle.
- Of the 24,811 single parents on AFDC in December 1995 and expected to work, 25 percent had a valid driver's license, 4 percent had a license but a recent suspension or revocation, 18 percent had no license and a suspension or revocation on record, 10 percent had an expired and/or instruction permit, and 43 percent showed no DOT record match.
- Almost as many AFDC cases had suspensions or revocations on their records (22 percent) as had a valid license in good standing (25 percent).
- Nearly half (49 percent) of single parent AFDC caseheads with a valid license had a vehicle in the household and 34 percent owned their own vehicle.
- Not surprisingly, single parents with a valid driver's license were much more likely to leave AFDC. Nearly two-thirds (63 percent) of December 1995 AFDC caseheads with a valid license left AFDC by June 1997 compared to 44 percent of caseheads without a driver's license.
- Most single parent AFDC caseheads expected to work had children under 4 years. For these parents the importance of transportation access was even more critical.
- Caseheads with a driver's license were more than twice as likely to leave AFDC and receive low-income child care subsidies (14 percent) than caseheads without a driver's license (6 percent).

Employment Impact of Driver's License Suspensions for Failure to Pay Fines

- The highest demand for workers is in the outlying areas where public transportation either does not exist or is limited. Access to a car opens employment opportunities in these labor markets with high demand for workers.
- Disruption of employment due to suspension of the vehicle or driver's license may result in considerable inconvenience to both employee and employer.

- Adults in central city neighborhoods are much more likely to be suspended for non-payment of fines and consequently may find it even more difficult to retain a job which can generate the resources necessary to pay fines and fees.
- Currently, millions of federal transportation funds for welfare participants are being targeted to very expensive van pooling and extension of bus routes to transport workers who in many cases have had their licenses taken away by DOT for failure to pay fines.

The Teen Driver Experience

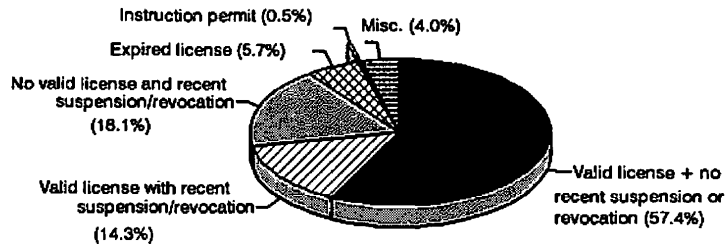
- Only 25 percent of 16-18 year olds in the City of Milwaukee had a driver's license, compared to 66 percent of teens in the Milwaukee County suburbs.
- Most (93 percent) of the 19,653 teen license suspensions were for failure to pay fines and forfeitures. The majority of suspended teens were city residents (88 percent) and 63 percent were residents of central city CDBG neighborhoods.
- Many teens, particularly in the inner city, have suspension orders which prevent them from obtaining an instruction permit until all fines and a \$50 reinstatement fee are paid to the Department of Transportation. The large number of teens with suspension orders related to juvenile offenses (i.e., curfew violations, underage drinking) contributed to the very low percentage of central city teens with a driver's license.
- For teens (ages 16-18) living in the 53206 zipcode, only 10 percent of males and 8 percent of females had a driver's license. In this zipcode 48 percent of male teens and 30 percent of female teens had suspensions or revocations.
- Teens with suspended driver's licenses (usually for failure to pay juvenile fines and forfeitures) were over-represented in the low-income neighborhoods of Milwaukee's central city, while teens with valid driver's licenses were under-represented in these neighborhoods. (See maps below.)

Transit Patterns for Milwaukee Area Workers

- The 1990 U.S. census data for Milwaukee area workers showed the heavy reliance on cars/vans/trucks for travel to work, particularly among suburban residents. Nearly all (95 percent) of Waukesha County residents, 93 percent of Washington/Ozaukee County residents, 91 percent of northern Milwaukee County suburban residents, and 92 percent of southern Milwaukee County suburban residents used a car to commute to work. By contrast, 62 percent of central city residents used a car to travel to work, and 23 percent used the bus.
- Single parent women with children under 6 years of age had much higher employment levels when there was a car in the household. For those with a car, census data showed 42 percent employed full-time and 16 percent part-time, compared to only 12 percent employed full-time and 11 percent part-time for those without a car in the household.

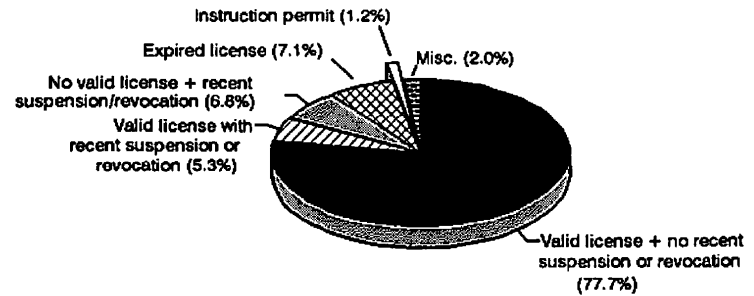
Driver's License Status of Milwaukee County Males, Ages 18-55

(N=292,132)

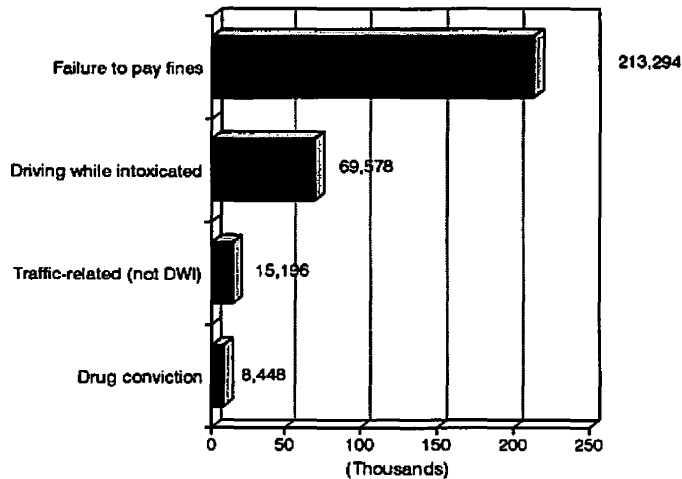


Driver's License Status of Milwaukee County Females, Ages 18-55

(N=255,143)

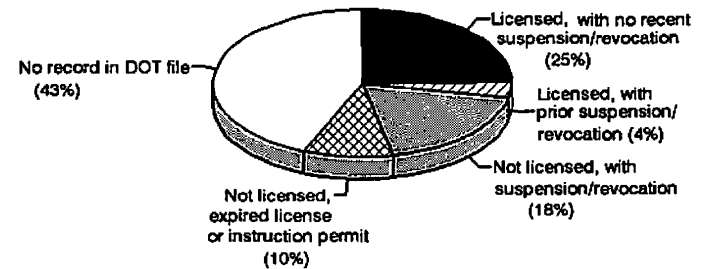


Reasons for License Suspensions (Milwaukee County Adults, Ages 18-55)



Driver's License Status of Single Parent AFDC Cases*

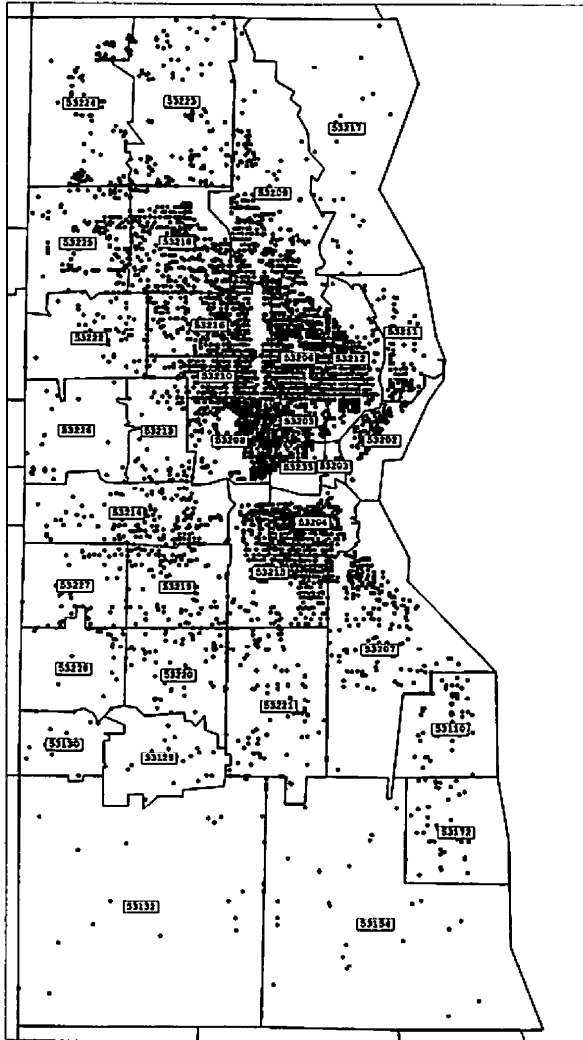
(N=24,811)



*Single parents on AFDC in December 1995 and expected to work.

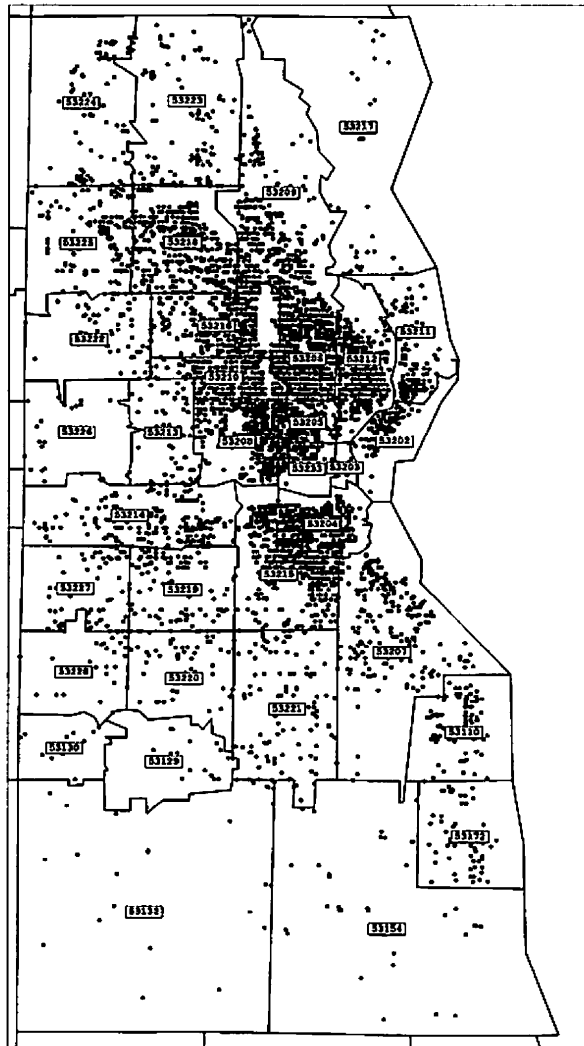
MILWAUKEE COUNTY ADULTS AGES 18-55 WITH REVOCATIONS

SOLELY FOR OPERATING WHILE
SUSPENDED OR REVOKED



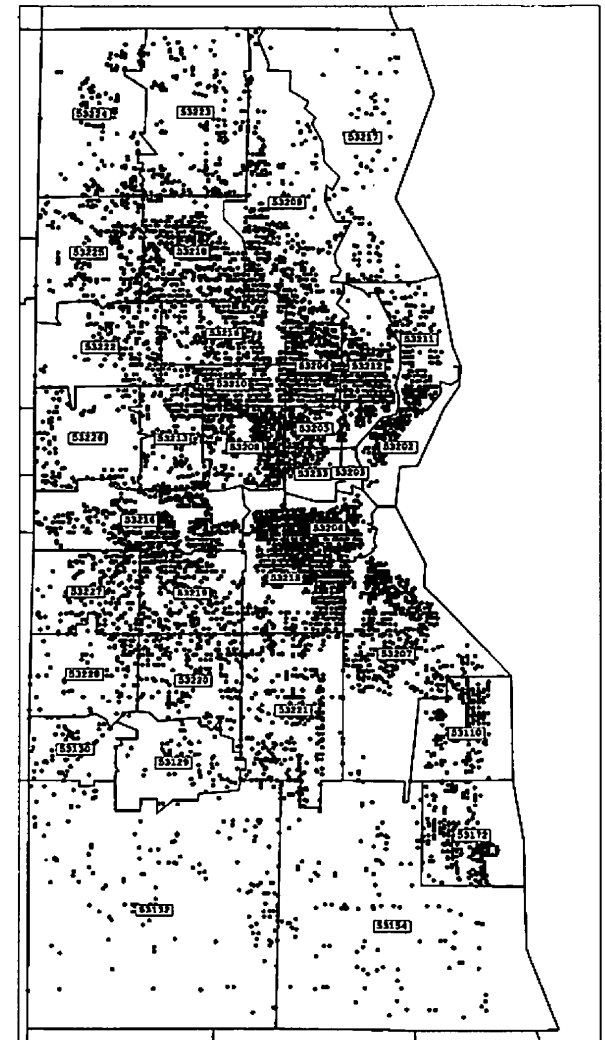
N = 10,405

SOLELY FOR DAMAGE JUDGEMENTS



N = 9030

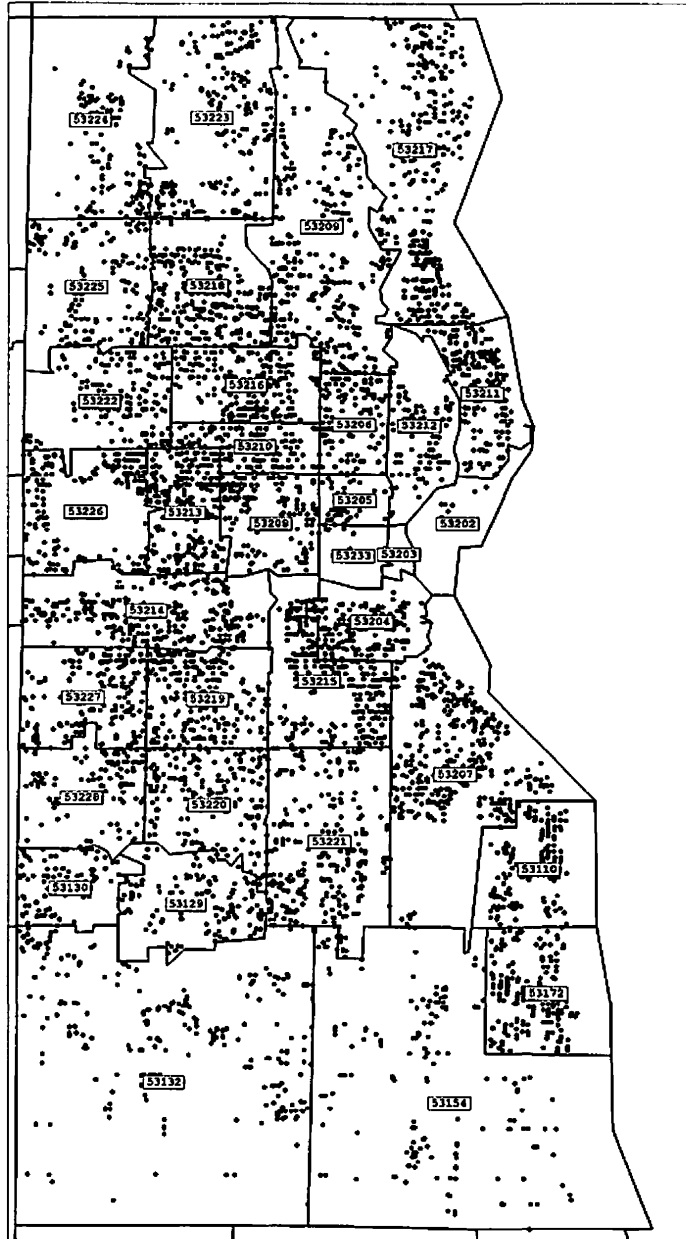
SOLELY FOR DRIVING WHILE INTOXICATED



N = 14,414

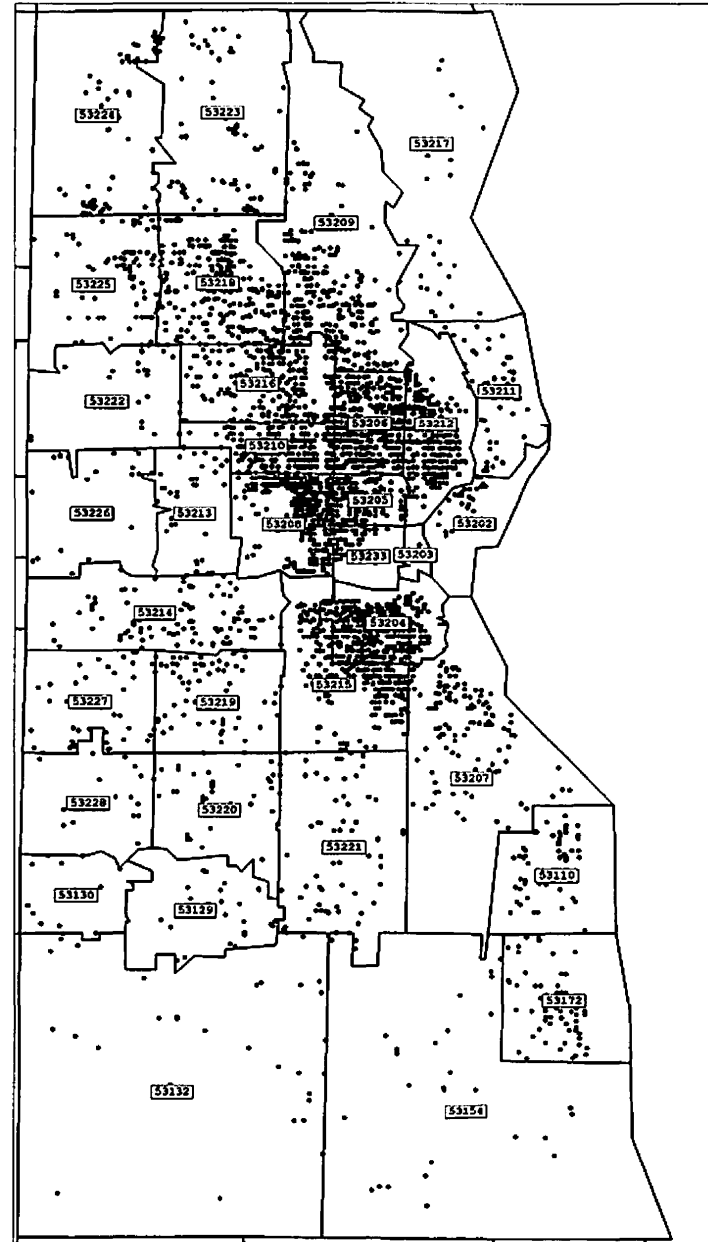
MILWAUKEE COUNTY MALES AGES 16, 17 AND 18

WITH VALID DRIVERS LICENSES



N = 7191

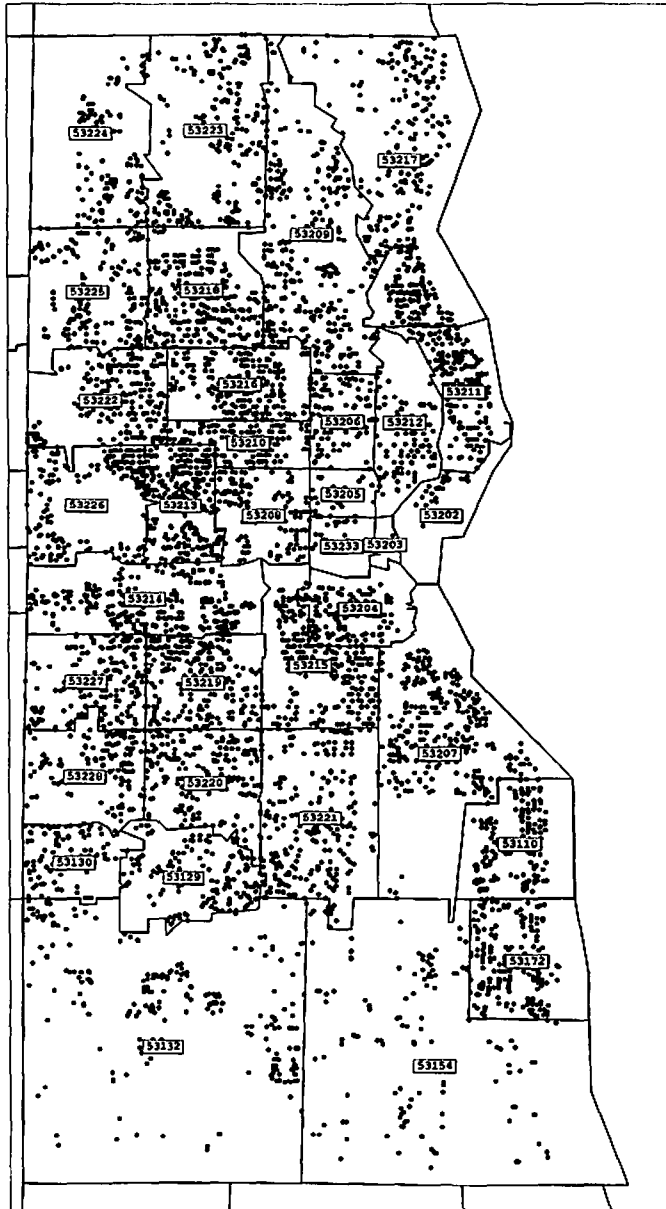
WITH SUSPENDED DRIVERS LICENSES



N = 5542

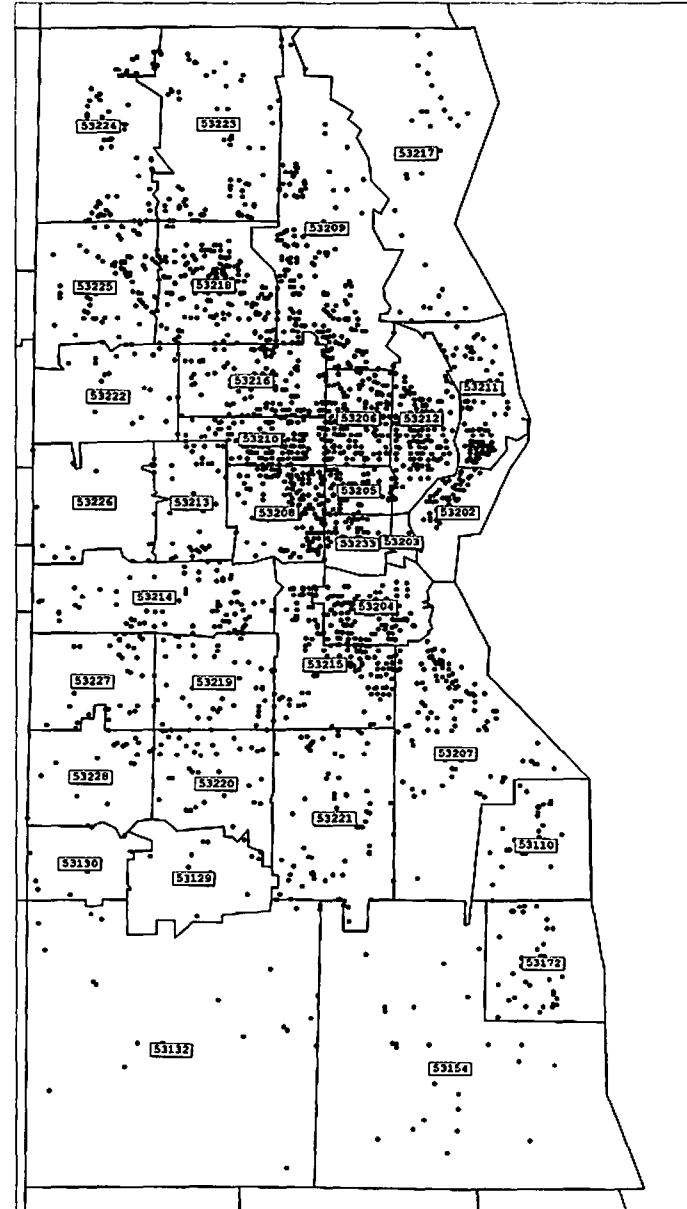
MILWAUKEE COUNTY FEMALES AGES 16, 17 AND 18

WITH VALID DRIVERS LICENSES



N = 6962

WITH SUSPENDED DRIVERS LICENSES



N = 2855

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I. Introduction

Historically, employment and training programs have focused on removing barriers to employment most often through funding education and training to upgrade workers' skills in order to increase their access to better paying jobs. In addition to the need for job training, previous Employment and Training Institute household surveys of central city Milwaukee workers (1993, 1994, 1995) have reported that lack of a driver's license and lack of a car are seen by residents as primary barriers to employment. Semi-annual employer surveys of job openings conducted by the Employment and Training Institute have shown the geographic mismatch of jobs and job seekers, with the largest concentration of the unemployed and those expected to work under welfare reform concentrated in the central city where there are few openings for employment.

In the past mothers with preschool children have been exempt from welfare work programs because of the high cost of providing child care and their limited success in securing and maintaining employment. With the advent of recent welfare reform requiring nearly all mothers to enter the labor force, much state and federal attention has been placed on child care as a primary barrier to employment for single parents with young children. However, little attention has been placed on the importance of having an automobile and a driver's license to access both employment and child care. The current infusion of federal transportation funding for TANF (Temporary Assistance for Needy Families) focuses primarily on van pooling and busing rather than automobile transportation. This paper examines the importance of having a car to access jobs throughout the four-county labor market and discusses the impact of current State of Wisconsin driver's license suspension policies on Milwaukee central city workers.

Methodology

This research project used Wisconsin Department of Transportation (DOT) driver and vehicle records for Milwaukee County residents combined with data on individuals on public assistance to provide a first-time census of the transportation status of Milwaukee County residents. Files on suspensions, revocations, reinstatements and current drivers' status of 719,320 county residents as of December 1996 were combined, geocoded and mapped for persons with licenses, suspensions and revocations by type of charge. The prime working age population (18-55 years) was a particular focus of the analysis, and teen driver status was also examined. This first-time census of the transportation status of county residents also examined individual and family ownership of 491,118 licensed residential vehicles. Driver's license and vehicle records were matched by address latitude and longitude and by owner's last and first name to derive data on individual and family ownership of vehicles. (See Appendix A for a discussion of the databases and methodology used.)

Workers' Access to Private Transportation

The vast majority of working age Milwaukee County adults do not use public transportation to commute to work, except in the central city of Milwaukee where car ownership rates are much lower. According to the 1990 U.S. census, 99 percent of suburban workers had a car in the household as did 75 percent of central city workers. Having a car is essential for

women with young children requiring transportation to child care outside the home and transportation to employment. The 1990 U.S. census for the Milwaukee metro area showed that among single female parents with preschool children, 42 percent of those with a car worked full-time, compared to only 12 percent of those without a car. Use of public transportation for work commutes was limited in the Milwaukee County suburbs and almost non-existent outside the county: of area suburban single parent women (with preschool children) who were employed full-time, 90 percent used a car to get to their jobs.

For those individuals without access to a family car, carpooling or public transportation are the only real options to get to jobs outside the immediate neighborhood until the family's financial status allows the purchase and operation of a car. A large number of individuals, however, have access to a car but have their driver's license suspended or are prevented from getting a license due to failure to pay fines and forfeitures. While most Milwaukee County working age adults have a driver's license, many adults (and particularly males) have license revocations or suspensions which prevent them from driving. Of the 292,132 men (ages 18-55) in the Department of Transportation license file, only 57 percent had a current license with no recent (1992-1996) revocations or suspensions. Of the 255,143 Milwaukee County females with DOT records, only 78 percent had a current driver's license with no recent revocation or suspension.

As a result of legislation passed during the 1980's, municipal and circuit courts are allowed to suspend drivers' licenses for failure to pay fines and forfeitures as an alternative to incarceration. Suspensions may also be placed on juveniles who fail to pay fines for curfew violations, underage drinking and other violations. Use of the driver's license suspension to collect outstanding fines has grown dramatically to the point where 62,466 suspension orders were placed by the City of Milwaukee municipal courts alone in 1997, up from 48,887 in 1996. The number of drivers suspended solely for non-payment of fines and not for serious traffic-related suspensions has grown dramatically. A total of 116,857 Milwaukee County adults (ages 18-55) showed recent suspensions, with over half suspended solely for failure to pay fines. The impact of these policies is most devastating in central city Milwaukee neighborhoods where there are more men with driver's license suspensions on record than with valid driver's licenses. Making matters worse, low-income central city residents with suspensions for failure to pay fines or forfeitures often continue driving. Nearly half of these males and a fourth of these females end up with revocations (mostly for driving while suspended for failure to pay fines) which increase the severity of the conditions needing correction prior to reinstatement of their driver's license.

Other individuals had their licenses revoked for failure to pay damages resulting from an accident. The incidence of revocations for damage judgments related to accidents suggests that lack of auto insurance (not required by Wisconsin state law) may be another serious problem requiring further study. Of the 18,935 revocations due to damage judgments, half had no recorded suspensions or revocation attributable to a serious traffic offense, and of these nearly 60 percent were residents of central city neighborhoods.

Removing Transportation Barriers

Individuals facing suspension orders simply for non-payment of fines and with no serious traffic offenses are the primary population addressed in this paper. Once a suspension is put in place for either traffic or non-traffic related reasons, many adults and youth continue to drive, thereby facing a revocation for driving while suspended, further worsening their situation. The expectation that individuals will pay their fines or child support through the imposition of a driver's license suspension may have the unintended consequence of flooding the courts with individuals whose only offense is failure to pay a fine. The impact of the state statutes allowing governmental units to use DOT license suspensions as a method of fine collection is detailed for the Milwaukee County population and welfare population in this report. A second phase of this research project will analyze the feasibility of alternative measure including Department of Revenue procedures to collect fines through the state income tax return and EITC (Earned Income Tax Credit) process.

II. License Status and Recent Suspensions for the Adult Population (Ages 18-55)

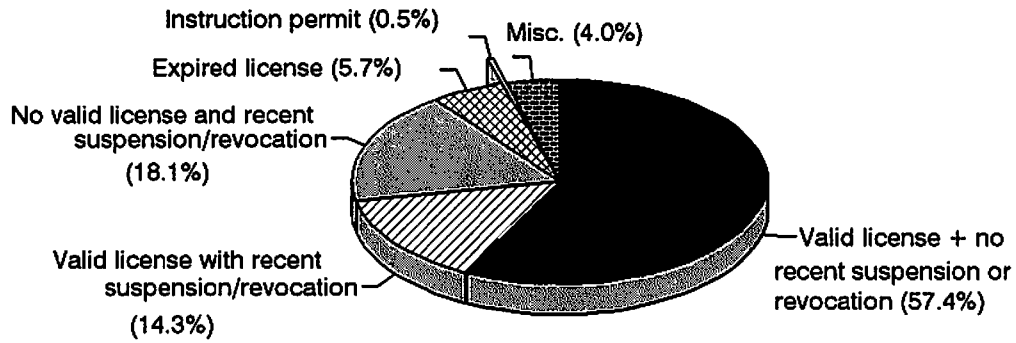
The status of all Milwaukee County driver's license records were examined for December 1996 together with recent (1992-1996) suspension and revocation records in order to construct a historical profile of individuals' experiences with the DOT system. This analysis focuses on the adult working age population (ages 18-55 years).

A total of 255,143 Milwaukee County women (ages 18-55) had records in the Department of Transportation file. Of these, 78 percent had a current driver's license with no recent suspensions or revocations, 5 percent had a license with a recent suspension or revocation, 7 percent had no current license but a recent revocation or suspension, and 10 percent had an expired license, instruction permit or other status.

Of the 292,132 Milwaukee County men (ages 18-55) with DOT records, only 57 percent had a current license with no recent suspensions or revocations. Fourteen percent had a license with a recent revocation or suspension, 18 percent had no license and a recent revocation or suspension, and 10 percent had an expired license, instruction permit or other status.

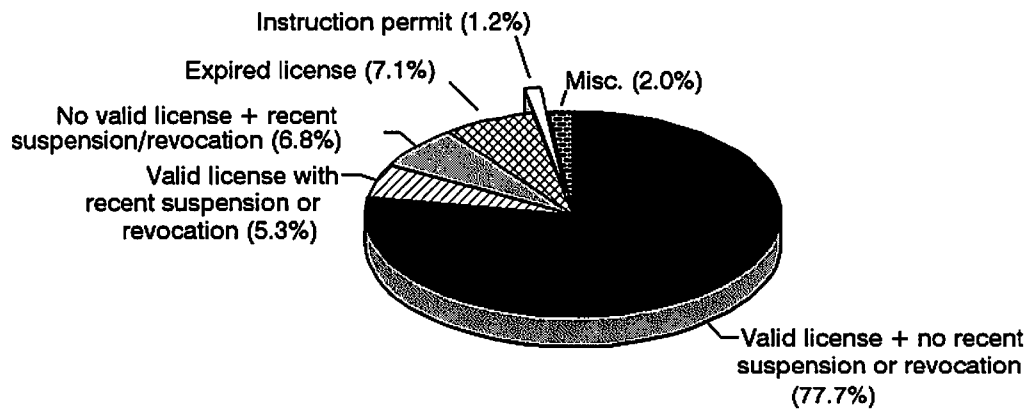
Driver's License Status of Milwaukee County Males, Ages 18-55

(N=292,132)



Driver's License Status of Milwaukee County Females, Ages 18-55

(N=255,143)



Total Suspensions for Adults Ages 18-55

A total of 129,735 individuals of all ages in Milwaukee County had suspensions in the DOT file. Most of these individuals were male, and a majority of those with suspensions had suspensions only for failure to pay fines and forfeitures. The population analyzed below is limited to adults ages 18 through 55 years. The DOT records showed that 116,857 adults (ages 18-55) had a total of 306,344 suspension orders on file. Analysis of the population was tabulated separately for males and females and by geographic location within Milwaukee County. Of particular interest were those individuals suspended solely for non-traffic, non-DWI, non-drug related reasons (i.e., for non-payment of fines and civil forfeitures) who made up 58 percent of suspended adults in Milwaukee County.

Milwaukee County Adults (Ages 18-55) With Suspensions

	<u>Males</u>	<u>Females</u>	<u>Total</u>
Total Individuals with Suspensions	88,354	28,503	116,857
Total Suspension Orders	249,393	56,951	306,344

Men's License Status by Location

Of the 292,132 adult men (ages 18-55) with DOT license records in Milwaukee County, 88,354 or 30 percent had recorded suspensions on file.

Status of Milwaukee County Male Drivers (Ages 18-55) by Location

	CITY OF MILWAUKEE:		Milwaukee	<u>Total</u>
	<u>CDBG</u>	<u>Non-CDBG</u>	<u>County Suburbs</u>	
Males in DOT Files	93,053	100,522	98,557	292,132
Percent with a Current License	48%	77%	88%	72%
Percent with Recorded Suspension	46%	28%	17%	30%
Percent with Recorded Revocation	24%	14%	7%	15%

Percents may exceed 100 since individuals may be included in several categories.

CDBG = central city Milwaukee Community Development Block Grant neighborhoods.

Males ages 18-55 living in the central city of Milwaukee were much more likely to be suspended than men in the suburbs: 46 percent of men in the Community Development Block Grant neighborhoods recorded suspensions compared to 17 percent of men in the Milwaukee County suburbs. Central city men were also more likely to have a recorded revocation (24 percent) compared to suburban men (7 percent).

When reasons for suspensions were examined, it appeared that most suspensions resulted from failure to pay fines or civil forfeitures unrelated to the operation of a vehicle. Of the 88,354 Milwaukee County men with suspensions, 77 percent had at least one suspension for failure to pay fines. For 52 percent of men with suspensions, failure to pay fines was the only recorded reason, while the remaining 48 percent had at least one suspension related to operation of a vehicle. City of Milwaukee men were much more likely to have a suspension solely for non-payment of fines, with 62 percent of men in the CDBG neighborhoods and 48 percent of other city men never showing a driving-related suspension compared to 34 percent of men in the Milwaukee County suburbs. While 30 percent of adult male drivers in the county had suspensions, only 15 percent had a suspension that was traffic-related. In the central city Milwaukee CDBG (Community Development Block Grant) neighborhoods, 46 percent of male drivers had a DOT suspension, but only 17 percent had a traffic-related suspension.

Reasons for License Suspensions in Milwaukee County
(Male Drivers Ages 18-55 Years)

<u>Total Suspensions</u>	CITY OF MILWAUKEE:				Milw.Co.		<u>Total</u>	
	<u>CDBG</u>		<u>Non-CDBG</u>		<u>Suburbs</u>			
Total Suspensions	124,383	100%	80,026	100%	45,217	100%	249,626	100%
Failure to pay fines	95,399	77%	50,950	64%	22,333	49%	168,682	67%
Traffic-related	5,581	4%	4,166	5%	2,446	5%	12,193	5%
DWI	18,413	15%	23,081	29%	19,823	44%	61,317	25%
Drug conviction	4,993	4%	1,826	2%	618	1%	7,437	3%
<hr/>								
<u>Individuals by Suspension Type</u>								
Total Individuals	43,266	100%	28,277	100%	16,647	100%	88,354	100%
Failure to pay fines	37,703	87%	20,693	73%	9,509	44%	67,905	77%
Traffic-related	5,451	13%	4,002	14%	2,290	12%	11,743	13%
DWI	7,997	19%	9,917	35%	8,532	41%	26,446	30%
Drug conviction	4,031	9%	1,525	5%	529	2%	6,085	7%
<hr/>								
(Failure to Pay Fines as Only Suspension on Record)	26,996	62%	13,558	48%	5,743	34%	46,297	52%

Percents exceed 100 since individuals may be included in several categories. Cases without geocoded locations are not included.

Women's License Status by Location

Of the 255,143 adult women (ages 18 through 55) with DOT license records in Milwaukee County, 28,503 or 11 percent also had recorded suspensions on file.

Status of Milwaukee County Female Drivers (Ages 18-55) by Location

	CITY OF MILWAUKEE:		Milwaukee	Total
	<u>CDBG</u>	<u>Non-CDBG</u>	<u>County Suburbs</u>	
Females in DOT Files	66,932	90,059	98,152	255,143
Percent with a Current License	66%	85%	92%	83%
Percent with Recorded Suspension	23%	28%	4%	11%
Percent with Recorded Revocation	8%	14%	1%	4%

Women living in the City of Milwaukee are much more likely to be suspended than women in the suburbs (with 26 percent of female city drivers showing a record of a suspension compared to 4 percent of suburban drivers) and more likely to have a recorded revocation (11 percent of female city drivers compared to 1 percent of suburban drivers).

When suspensions were further examined, it appeared that most suspensions resulted from failure to pay fines or civil forfeitures unrelated to the operation of a vehicle. Of the 28,471 Milwaukee County women with suspensions, 87 percent had at least one suspension for failure to pay fines. For 75 percent of these women suspension for failure to pay fines was the only recorded reason; only 23 percent of suspended women had any suspensions related to operation of a vehicle. City of Milwaukee women were much more likely to have a suspension solely for non-payment of fines, with 80 percent of suspended women never having a driving-related suspension compared to 55 percent of suburban women. If non-traffic-related suspensions are excluded, only 3 percent of city women drivers and 2 percent of suburban women drivers had evidence of a traffic-related suspension.

When the number of suspensions for adult women (ages 18-55) were examined by type, 45 percent were suspensions for failure to pay fines by women living in central city CDBG neighborhoods.

**Reasons for License Suspensions in Milwaukee County
(Female Drivers Ages 18-55 Years)**

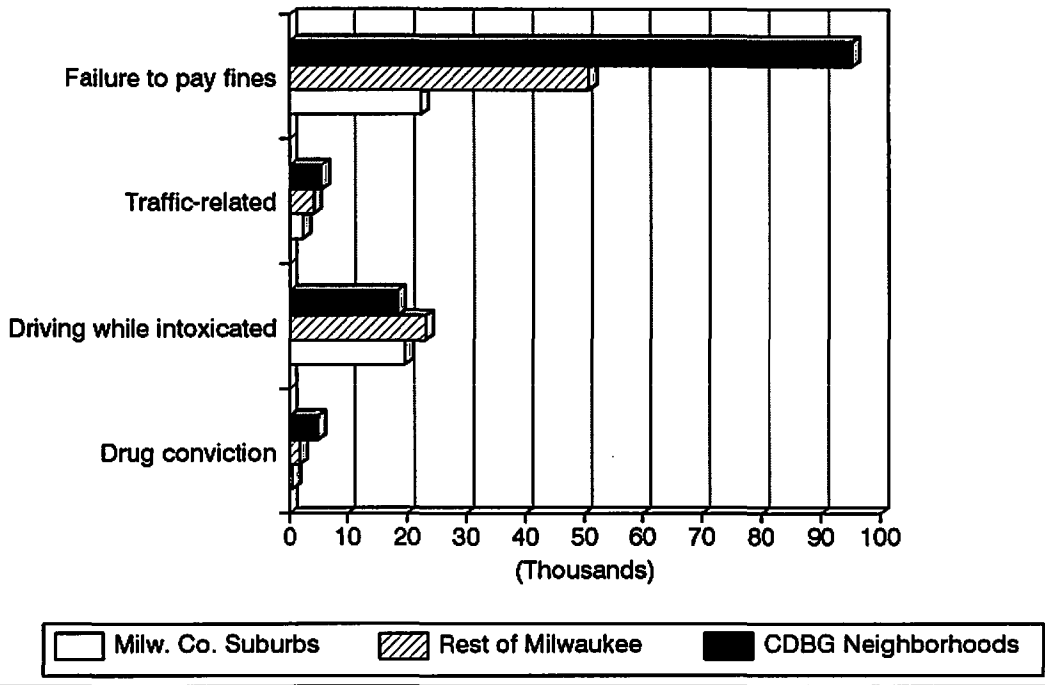
	CITY OF MILWAUKEE:				Milw. Co.		Total	
	CDBG		Non-CDBG		Suburbs			
Total Suspensions	29,703	100%	18,391	100%	8,796	100%	56,890	100%
Failure to pay fines	25,383	85%	13,821	75%	5,408	61%	44,612	78%
Traffic-related	1,351	5%	1,094	6%	558	6%	3,003	5%
DWI	2,278	8%	3,264	18%	2,719	31%	8,261	15%
Drug conviction	725	2%	211	1%	75	1%	1,011	2%
Individuals by Suspension Type								
Total Individuals	15,434	100%	8,999	100%	4,038	100%	28,471	100%
Failure to pay fines	14,338	93%	7,624	85%	2,893	72%	24,855	87%
Traffic-related	1,276	8%	1,061	12%	577	14%	2,914	10%
DWI	1,013	7%	1,446	16%	1,189	29%	3,648	13%
Drug conviction	603	4%	194	2%	68	2%	865	3%

(Failure to Pay Fines as Only Suspensions on Record)	12,635	82%	6,376	71%	2,220	55%	21,231	75%

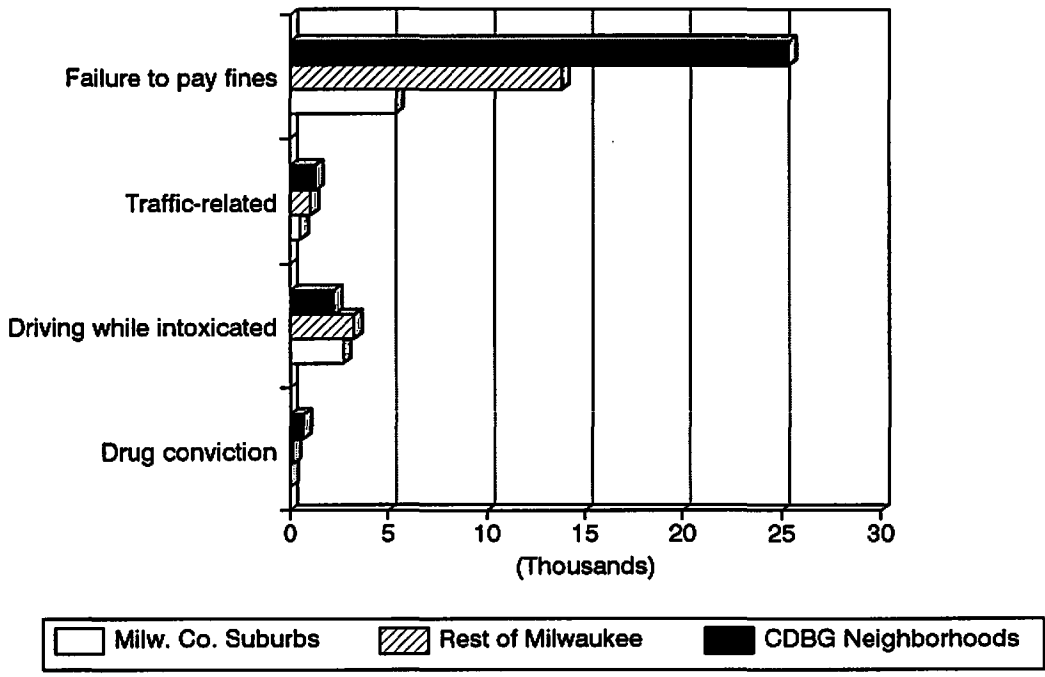
Percents exceed 100 since individuals may be included in several categories.
Cases without geocoded locations are not included.

Central city women were much more likely to have a suspension for failure to pay fines than women drivers in outlying areas. Nearly all (93 percent) of suspended women drivers in the central city CDBG areas were suspended for failure to pay fines, compared to 85 percent of suspended women from outlying parts of the city and 72 percent of suspended women from the Milwaukee County suburbs. The number of women who were suspended solely for failure to pay fines amounted to 82 percent of suspended women in the central city, 71 percent in outlying parts of the city and 55 percent in the suburbs. Sixty percent of those with only failure to pay fines as the reason live in the central city, 30 percent in the balance of the city, and 10 percent in the suburbs.

Reasons for License Suspensions (Milwaukee County Males, Ages 18-55)

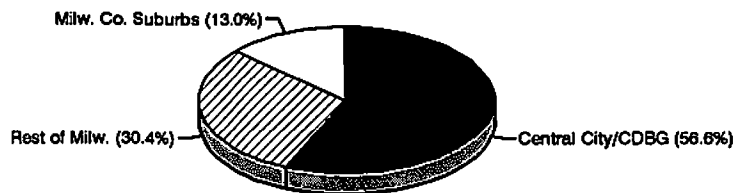


Reasons for License Suspensions (Milwaukee County Females, Ages 18-55)



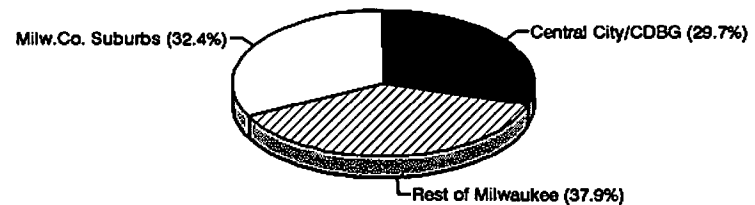
**Milwaukee County License Suspensions
for Failure to Pay Fines**

(N=213,294)



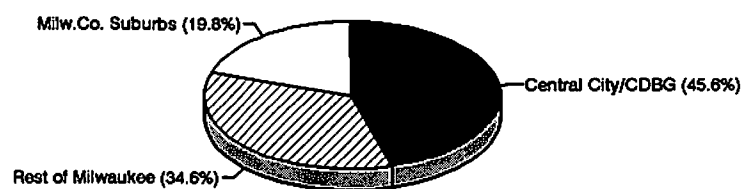
**Milwaukee County License Suspensions
for Driving While Intoxicated**

(N=69,578)



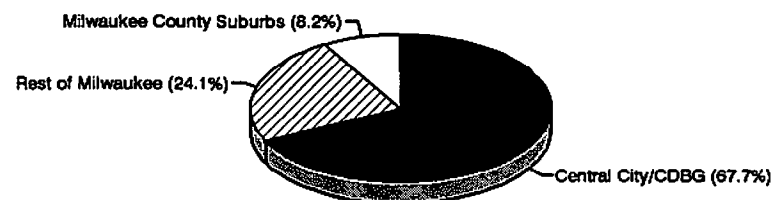
**Milwaukee County License Suspensions
for Traffic-Related Offenses**

(N=15,186)



**Milwaukee County License Suspensions
for Drug Convictions**

(N=8,448)



III. Driver's License Status of Central City Teenagers (Ages 16-18)

Central city teens were much less likely to have a valid driver's license than teens in the outlying areas of the city and in the Milwaukee County suburbs. Only 25 percent of 16-18 year olds living in the city and only 9 percent of teens living in the 53205 and 53206 zipcodes had a valid driver's license, compared to 66 percent of teens (16-18 years of age) in Milwaukee County suburbs. Younger and older teens were much more likely to have a valid driver's license in the outlying areas than in central city neighborhoods.

Teens in the central city were much more likely to have had a revocation or suspension either preventing them from obtaining a valid license or occurring after they received their license. Males were almost twice as likely as females to have suspension problems. In the City of Milwaukee 36 percent of male teens (ages 16-18) and 19 percent of female teens had suspensions while suburban teens showed 12 percent of males and 5 percent of females with suspensions. In most central city neighborhoods the number of teenagers with suspended or revoked licenses exceeded the number of teens with valid licenses. **Most Milwaukee County suspended teens had suspensions for failure to pay fines committed as juveniles, were city residents and never had a driver's license.**

Driver's License Status of Milwaukee County Teens by Age

	AGE OF CITY OF MILWAUKEE TEENS:			AGE OF SUBURBAN TEENS:		
	<u>16</u>	<u>17</u>	<u>18</u>	<u>16</u>	<u>17</u>	<u>18</u>
Total Females	4,842	4,447	4,295	2,085	1,976	1,998
Percent with driver's license	10%	28%	38%	42%	73%	86%
Percent with suspension	16%	20%	20%	3%	5%	8%
Total Males	5,109	4,335	4,371	2,229	2,056	2,023
Percent with driver's license	12%	27%	40%	39%	77%	86%
Percent with suspension	26%	36%	47%	6%	11%	19%

Suspensions were examined to identify type and number of actions taken against youth by area of the city and county. State policies permit local governmental units to place a hold on DOT driver's license applications for non-payment of juvenile and civil forfeitures unrelated to the operation of a vehicle. Most suspensions (85 percent) for teens were solely for non-payment of fines.

Many youth drive while suspended. Most (71 percent) Milwaukee County teens with a driver's license revocation (1,304 out of the 1,828 total) received the revocation for driving while suspended. Multiple suspensions are common, and before a license can be obtained the youth must pay all fines plus a \$50.00 reinstatement fee. As of December 1996, 19,653 suspension orders were issued for Milwaukee County youth (1992-1996), and 93 percent were for failure to pay fines and civil forfeitures.

A total of 8,724 youth had 19,653 suspensions recorded against them. Most suspensions (88 percent) were city residents and 63 percent were central city residents.

Central city neighborhoods were examined by zipcode to assess driver's license status for male and female teens ages 16-18. In five zipcode areas (53204, 53205, 53208, 53212 and 53233) at least half of male teens had their driver's license suspended or revoked. In three zipcode areas (53206, 53212 and 53233) at least 30 percent of female teens had their licenses suspended or revoked.

Driver's License Status of Central City Male Teens Ages 16-18 Years

<u>Zipcode</u>	<u>Total</u>	<u>Teens With Suspension/Revocation:</u>		<u>Teens With Driver's License*:</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
53204	1,060	576	54%	168	16%
53205	385	219	57%	43	11%
53206	1,216	585	48%	124	10%
53208	1,086	602	55%	191	18%
53210	934	402	43%	162	17%
53212	919	464	50%	116	13%
53216	921	303	33%	259	28%
53218	1,105	373	34%	317	29%
53233	<u>127</u>	<u>72</u>	77%	<u>11</u>	9%
TOTAL MALES	7,753	3,596	46%	1,391	18%

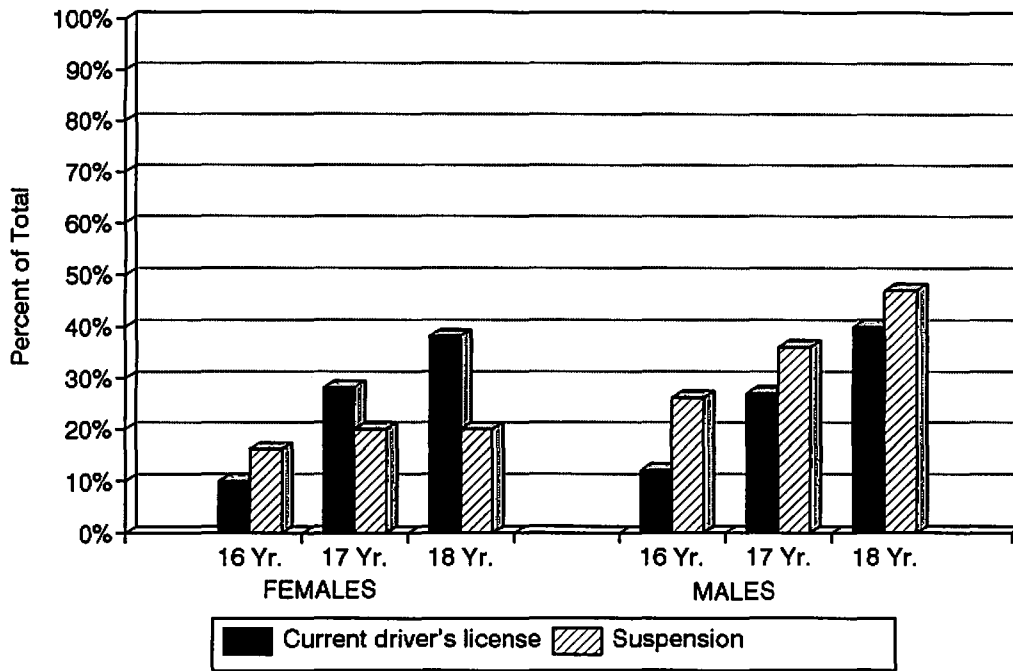
* Does not include instruction permits.

Driver's License Status of Central City Female Teens Ages 16-18 Years

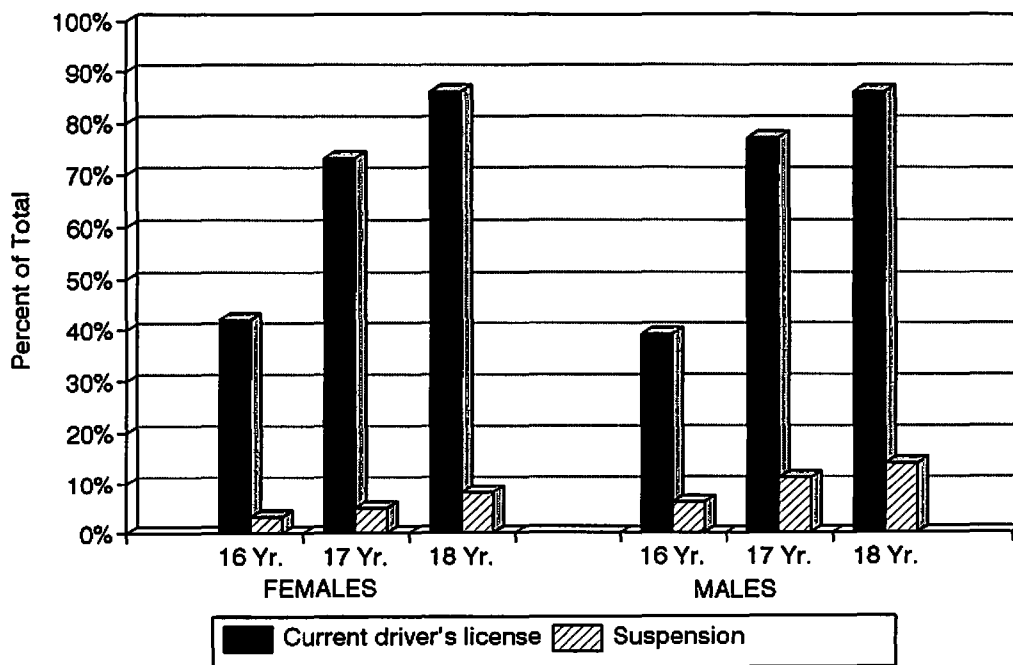
<u>Zipcode</u>	<u>Total</u>	<u>Teens With Suspension/Revocation:</u>		<u>Teens With Driver's License*:</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
53204	1,047	292	28%	140	13%
53205	383	111	29%	33	9%
53206	1,248	377	30%	97	8%
53208	1,037	257	25%	143	14%
53210	1,020	223	22%	161	16%
53212	939	278	30%	106	11%
53216	932	148	16%	240	26%
53218	1,049	192	18%	310	30%
53233	<u>123</u>	<u>41</u>	33%	<u>22</u>	18%
TOTAL FEMALES	7,778	1,919	25%	1,252	16%

* Does not include instruction permits.

Driver's License Status of Teens in City of Milwaukee



Driver's License Status of Teens in Milwaukee County Suburbs



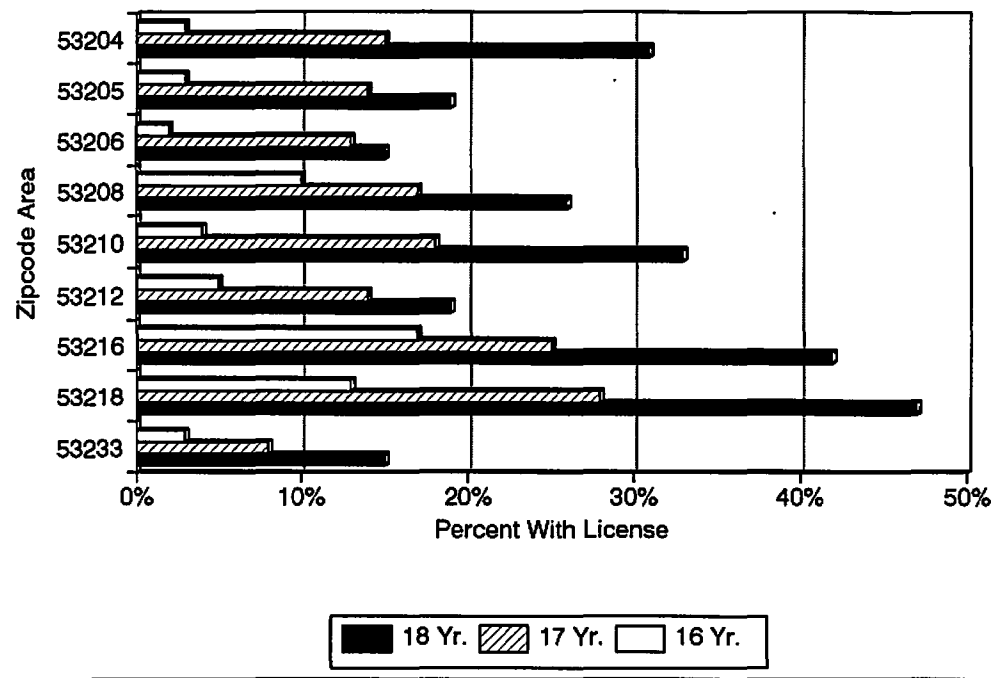
The lowest proportions of teens with a valid driver's license were in zipcode area 53206 where only 15 percent of 18-year-old men and 14 percent of 18-year-old women had a valid driver's license.

Percent of Central City Teens With a Driver's License*

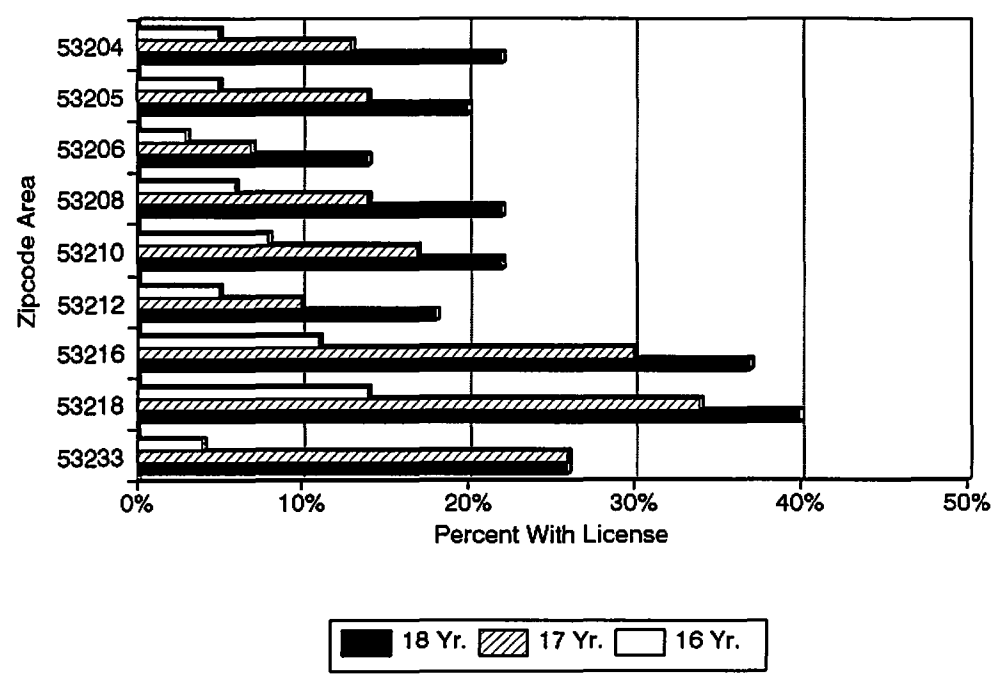
<u>Zipcode</u>	<u>MALES BY AGE:</u>			<u>FEMALES BY AGE:</u>		
	<u>16 Yr.</u>	<u>17 Yr.</u>	<u>18 Yr.</u>	<u>16 Yr.</u>	<u>17 Yr.</u>	<u>18 Yr.</u>
53204	3%	15%	31%	5%	13%	22%
53205	3	14	19	5	14	20
53206	2	13	15	3	7	14
53208	10	17	26	6	14	22
53210	4	18	33	8	17	22
53212	5	14	19	5	10	18
53216	17	25	42	11	30	37
53218	13	28	47	14	34	40
53233	3	8	15	4	26	26

*Does not include instruction permits.

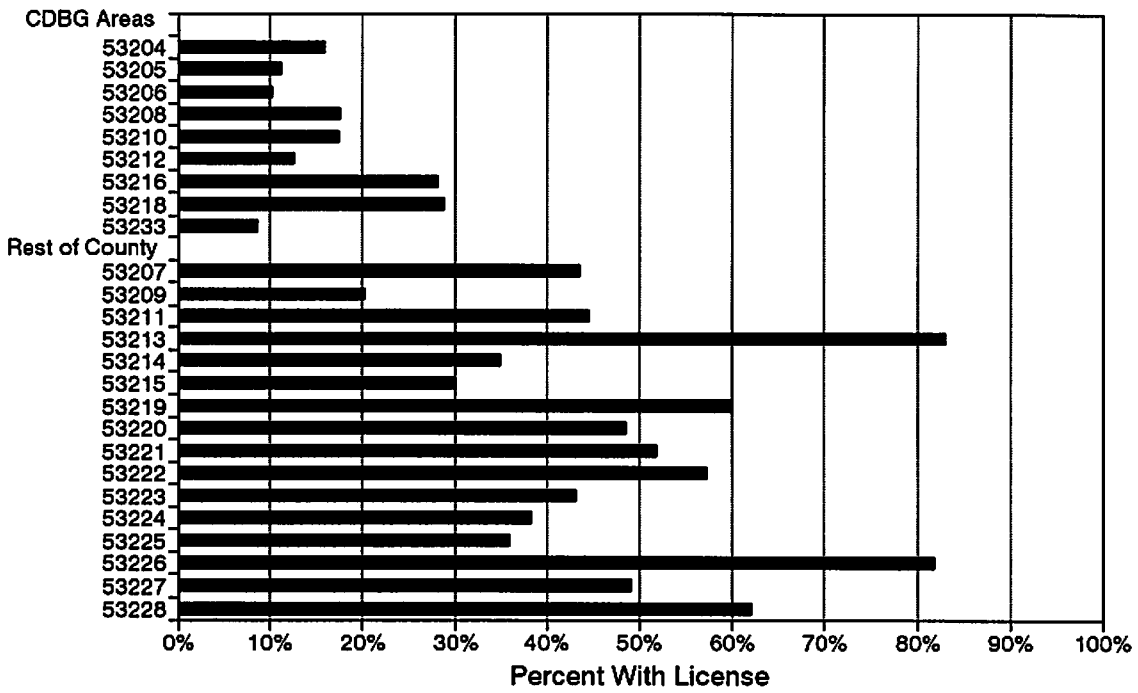
Central City Male Teens With Driver's License



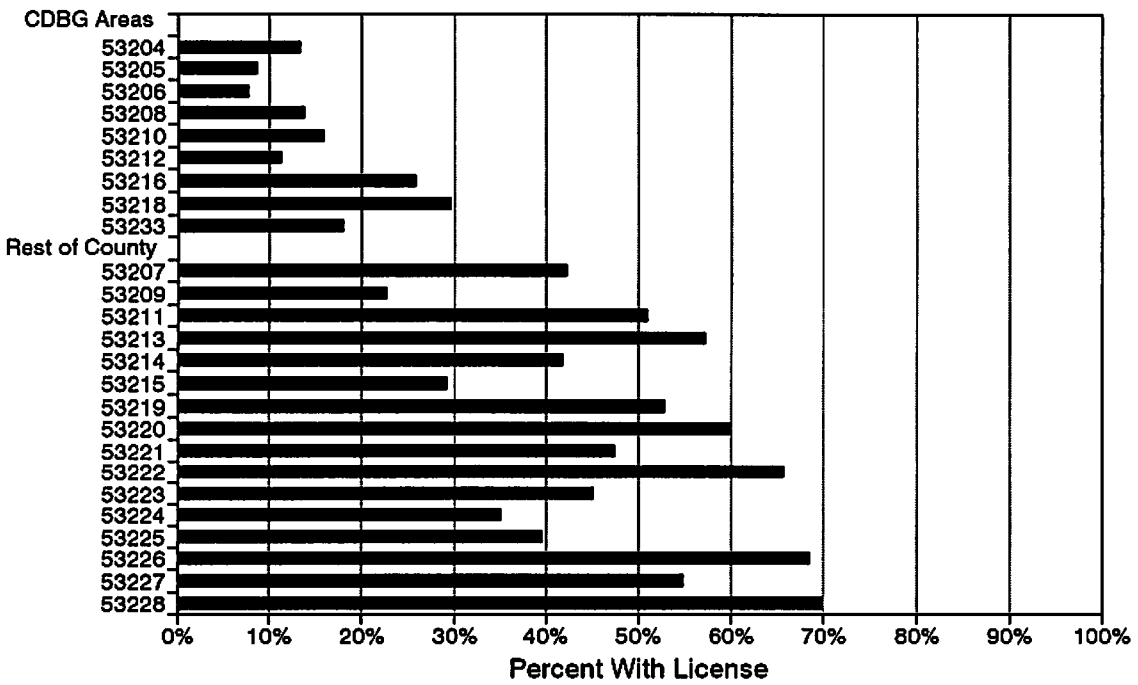
Central City Female Teens With Driver's License



Milwaukee County Male Teens (Ages 16-18) With a Driver's License



Milwaukee County Female Teens (Ages 16-18) With a Driver's License



IV. Driver's License Status of Adults in Households on Public Assistance

The records of 93,908 adults living in Milwaukee County in a household on public assistance were analyzed to assess driver's status and car ownership compared to public assistance status in June 1997. Welfare case data on individuals were matched by name and date of birth with DOT driver's license files and vehicle records to establish individual and household variables on the number of drivers and cars in household. This section analyzes the transportation status of all 65,793 adults ages 18 through 55 and not on SSI in Milwaukee County public assistance cases. The majority of these adults (73 percent) are women.

Driver's License Status of Adults in Public Assistance Households

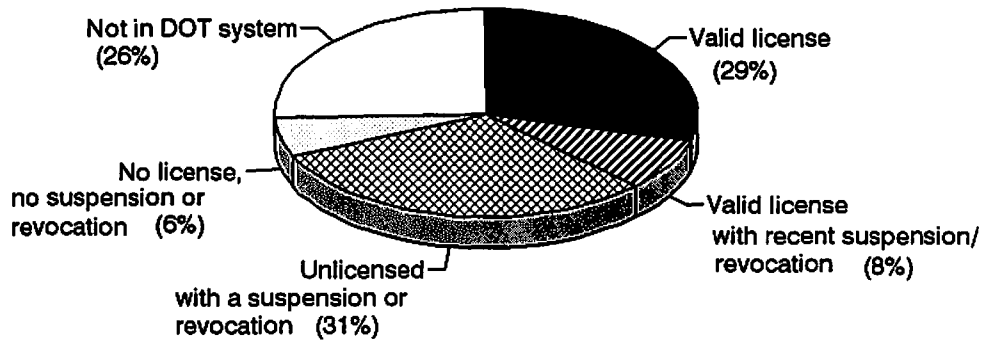
	<u>Males</u>	<u>Females</u>	<u>Total</u>
TOTAL	17,780	48,013	65,793
	100%	100%	
Licensed			
With no recent suspension or revocation	5,195 29%	14,684 31%	19,879
With a prior suspension or revocation	1,470 8%	2,352 5%	3,822
Not Licensed			
With a suspension or revocation	5,498 31%	7,108 15%	12,606
With no suspension or or revocation	1,056 6%	4,643 10%	5,699
Not in DOT system	4,561 26%	19,226 40%	23,787

The matches with DOT files undercount the number of individuals in both files if the listings for date of birth or spelling of the first or last name differ beyond the parameters set out in the matching methodology. (See Appendix A) Because DOT files record suspensions for individuals who fail to pay civil forfeitures, many matches found individuals (particularly males) in suspension status who had no current driver's license. Of the 17,780 adult males in public assistance cases, 29 percent had a valid license with no recent suspension or revocation on file, 8 percent had a valid license but had a recent suspension or revocation, 31 percent had no valid license and were in suspension or revocation status, and 6 percent had no valid license, an expired license or instruction permit, and no suspension and no revocation listed. The remaining population (26 percent) showed no matched records with the state driver's license file.

Females showed similar proportions having a license. Thirty-one percent showed a valid license and no current suspension, 5 percent showed a valid license but with a recent suspension or revocation on file, 15 percent had suspensions or revocations on file and no valid license, and 10 percent were in the DOT file with no valid license, no suspensions and no revocations usually consisting of those with an expired license or instruction permit. A large number of women on public assistance (40 percent) showed no matched records in the state driver's license file.

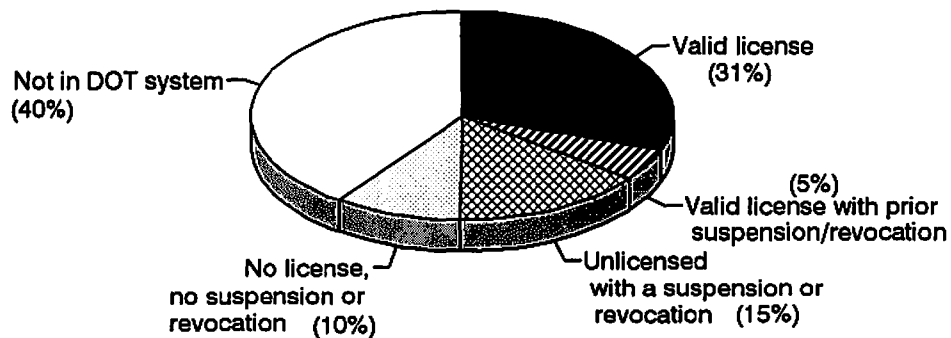
Driver's License Status of Men in Public Assistance Households

(N=17,780)



Driver's License Status of Women in Public Assistance Households

(N=48,013)



Suspensions of Adults in Public Assistance Cases

Suspension orders were examined for all individuals in the 18-55 age group to assess severity of the action relating to their license status. A total of 16,815 adults in the public assistance population had 43,962 suspensions recorded in the DOT files. Most suspensions appeared to be for failure to pay civil fines unrelated to vehicle operation; 82 percent of suspensions resulted from failure to pay fines, civil forfeitures or juvenile fines. Suspensions for driving while intoxicated (DWI) accounted for 10 percent of suspensions, and points violations made up 5 percent of the 43,962 suspensions.

Suspensions of Adults in Public Assistance Cases

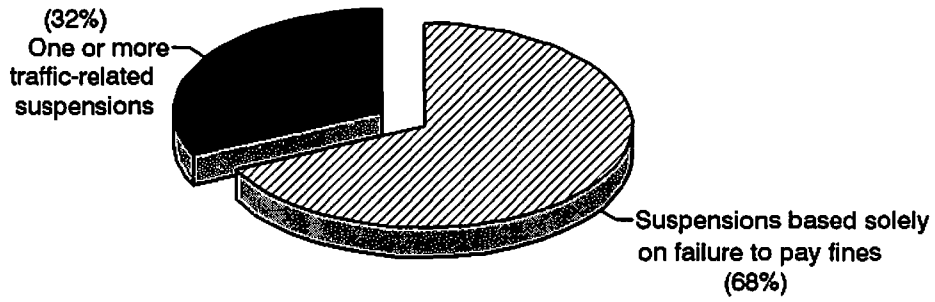
<u>Reason for Suspension</u>	<u>INDIVIDUALS:</u>		<u>SUSPENSIONS:</u>	
	<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Total	6,748	10,067	22,600	21,362
Failure to pay fines	5,983	9,493	17,817	18,403
Points violations	952	1,061	992	1,100
DWI-related	1,236	606	2,921	1,473
<hr/>				
Number of suspensions based solely on failure to pay fines	4,620	8,446	13,039	15,124
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Number of suspensions for adults with points or DWI	2,128	1,621	9,561	6,238

Note: Numbers do not total since individuals may have multiple reasons for suspensions.

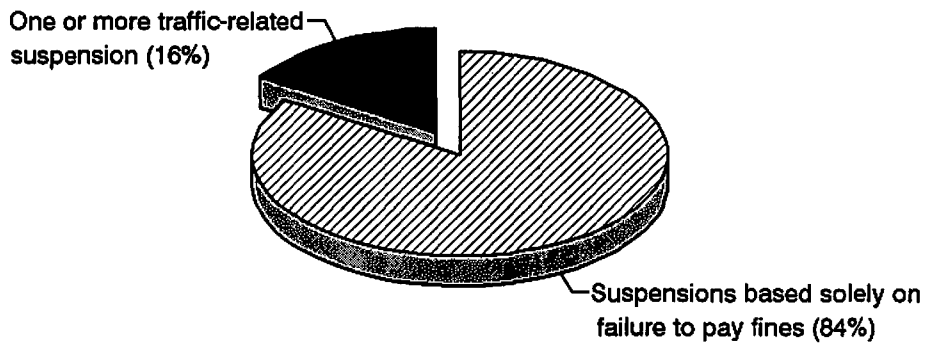
Traffic-related suspensions for points violations or DWI-related reasons accounted for 32 percent of the males and 16 percent of the females with suspensions in the DOT file. These suspensions accounted for a much larger proportion of total suspensions since 73 percent of this group had 3 or more recorded suspensions. In contrast, 51 percent of drivers with only suspensions for failure to pay fines had only one listed suspension, 22 percent had two suspension orders, and 26 percent had three or more fines they are required to pay in order to correct the suspension.

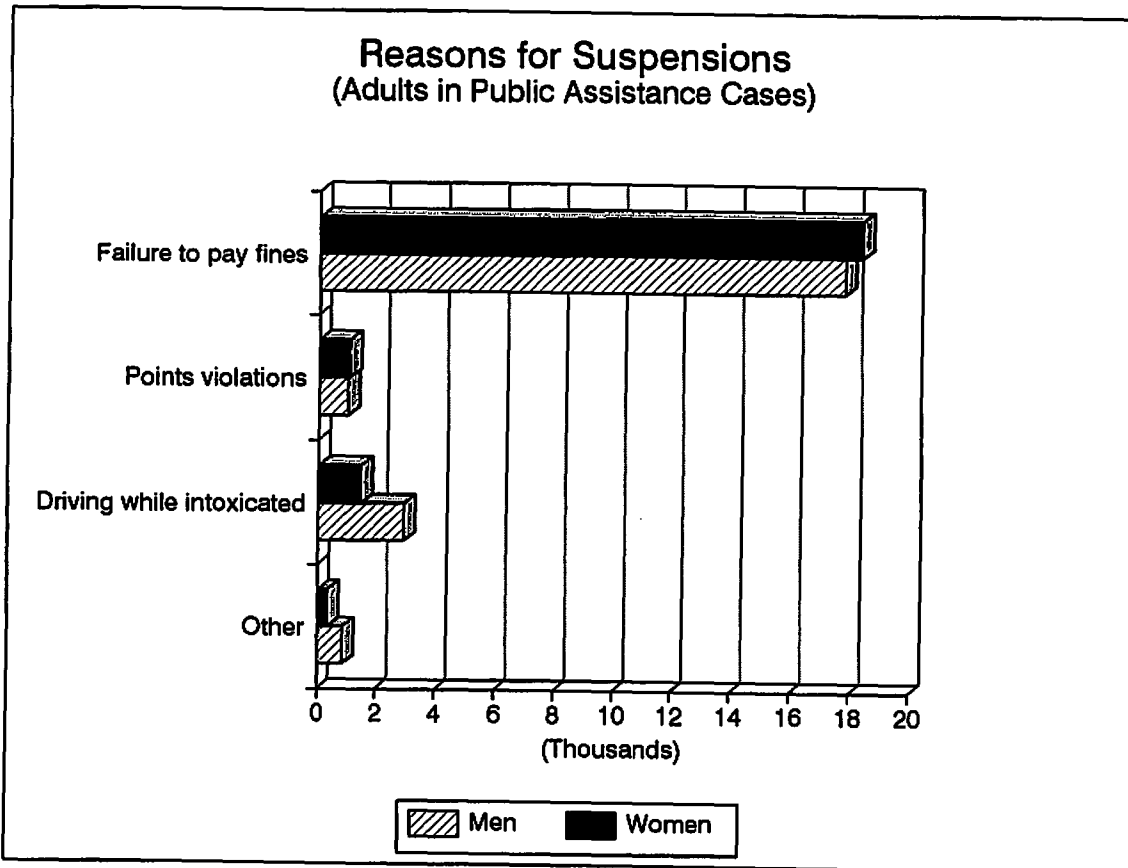
Many of the suspended population ages 18-55 continued to drive while under suspension, resulting in revocations, most often for driving while under suspension. Of those with suspensions for traffic violations or failure to pay fines or forfeitures, 38 percent also had revocations and 29 percent had revocations for OWS (operating while suspended).

Men With Suspensions (Milw. County Public Assistance Cases)



Women With Suspensions (Milw. County Public Assistance Cases)





Revocations of Adults in Public Assistance Cases

Suspended males had much higher rates of revocation than females, both for drivers with records of traffic-related suspensions (61 percent had a revocation) and for drivers with no traffic-related suspensions (47 percent had a revocation). About half (46 percent) of women with traffic-related suspensions had revocations, compared to a fourth (27 percent) of women with no traffic-related suspensions.

Revocations for Persons With Suspensions Based on Traffic vs. Non-Traffic Violations

<u>Public Assistance Population</u>	<u>WITH TRAFFIC VIOLATION:</u>		<u>NO TRAFFIC VIOLATION:</u>	
	<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Individuals with suspensions	2,128	1,621	4,620	8,446
Percent with a revocation	61%	46%	47%	27%

Individuals with suspensions and a revocation were likely to have more than one revocation with almost two-thirds of men and almost one-half of women having more than one revocation. A total of 15,443 revocations were recorded for those 6,450 individuals with suspensions recorded against them; 41 percent of revoked males had three or more revocations and 21 percent of revoked females had three or more revocations. Individuals with both suspensions and revocations on file have a much more difficult time reinstating their license.

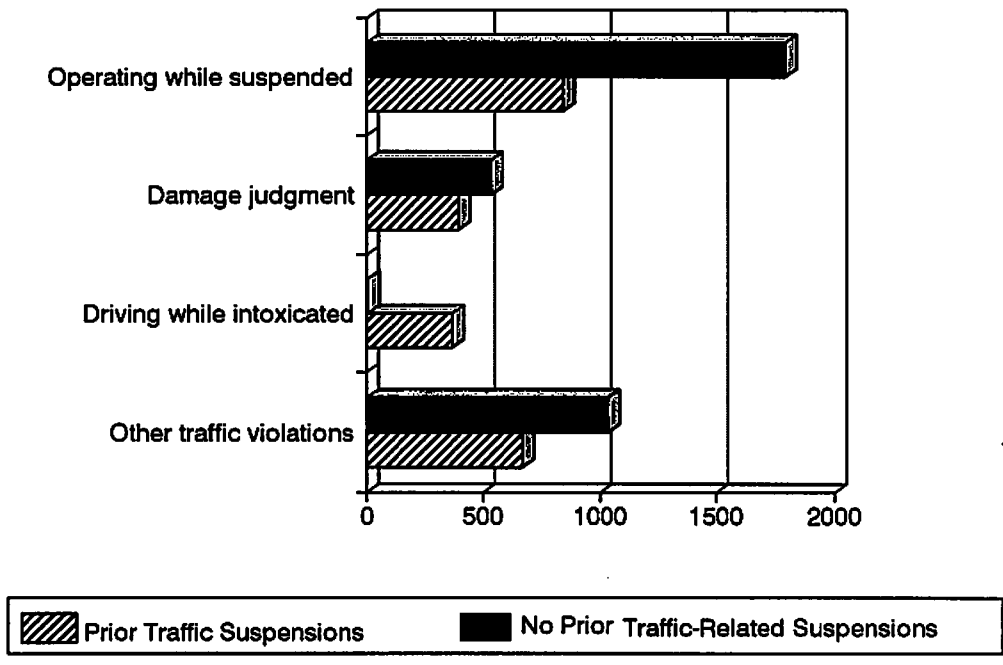
Reasons for Revocations by the Milwaukee County Adult Public Assistance Case Population

<u>Reasons for Revocations</u>	<u>PRIOR TRAFFIC-RELATED SUSPENSIONS:</u>		<u>NO TRAFFIC SUSPENSIONS:</u>	
	<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
Individuals with Prior Suspensions:				
Total	1,302	745	2,153	2,250
Driving while intoxicated (DWI)	371	109	8	2
Damage judgment	397	275	535	738
Other traffic violations	669	239	1,037	487
Operating vehicle while suspended (OWS)	841	423	1,793	487
Individuals with Any Traffic-Related Revocations:				
Total	1,059	526	1,394	1,131
OWS, only reason for revocation	238	217	745	1,109
Damage, only reason for revocation	137	165	204	433

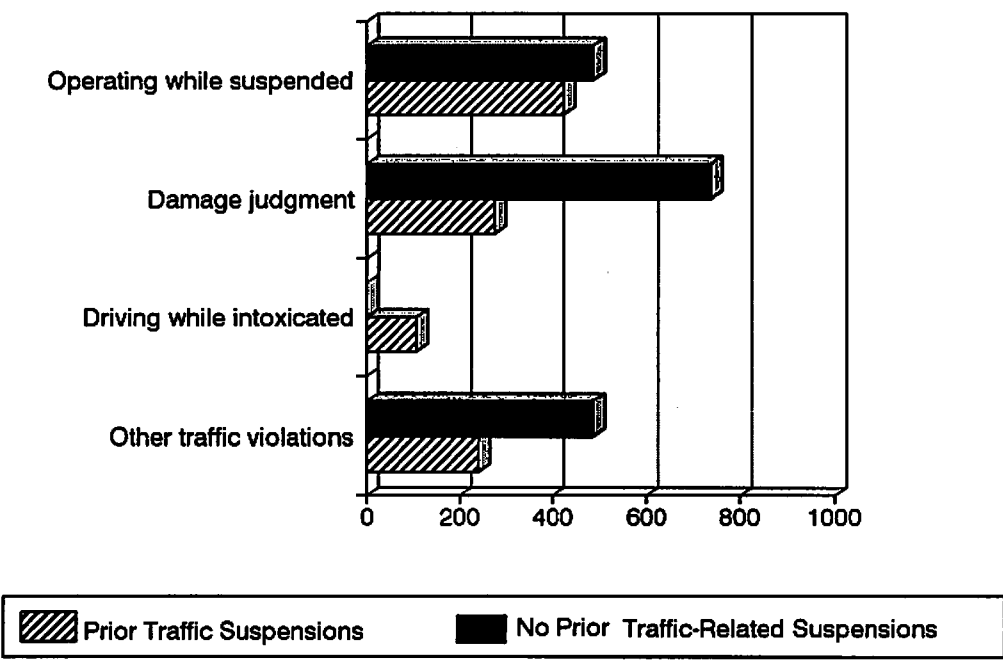
The most common reason for revocations was for operating a vehicle while under suspension (OWS) or after revocation (OAR). Of the 15,443 revocations examined, 8,171 were for OWS or OAR involving 4,819 individuals. Second highest was for driving-related offenses (not including DWI, OWS, OAR or damage judgments) mostly for points or habitual traffic offender status. Damage judgments were third with 2,490 revocations; DWI-related offenses were fourth with 774.

Most (75 percent) of the 2,995 women in public assistance cases with suspensions and revocations on record were not suspended for traffic violations but for failure to pay fines. A total of 1,109 of these women had a revocation for OWS but no other traffic-related revocation. Together with the 745 men in the same situation these drivers may be the least difficult cases to reinstate. The more difficult cases are those drivers suspended for traffic-related causes with a revocation for a traffic-related, DWI or damage claim; these difficult cases make up 1,590 of the 6,450 drivers both suspended and revoked.

Reasons for Revocations (Men in Public Assistance Cases)



Reasons for Revocations (Women in Public Assistance Cases)



V. Automobile Ownership Rates for AFDC Cases Expected to Find Employment

Automobile ownership rates are much higher for the AFDC welfare population than originally thought. The state welfare department has estimated that 3.3 percent of the "W-2" population in Wisconsin owned a car. However, when state Department of Motor Vehicle records were matched with the Milwaukee County AFDC population, 12 percent of single parent AFDC caseheads expected to work were found to own a licensed vehicle. Records were further analyzed to determine the driver's license status of family members and whether any family members in the household had a licensed vehicle. Another 10 percent of single parent AFDC cases expected to work showed a licensed vehicle in their family household (for a total of at least 22 percent of AFDC households with a car). When the driver license status of other members of the household was examined, 33 percent of cases were found to have at least one person (the casehead or another family member) with a current driver's license.

The methodology used to connect vehicle and driver's license data to households likely results in an undercount of both vehicle ownership and driver's license status due to fairly strict match procedures and the mobility of the population.¹ Vehicle ownership was assigned after geocoding both vehicle and individual address. Differences in reported addresses and addresses updates in one file but not the other will result in undercounting car ownership. Similarly, changes in the name spelling in either file will also result in a non-match. Household vehicle ownership was based on the family's last name and residential address. Family members with difficult last names or different spellings in the files may similarly undercount ownership.

Car/License Status of the December 1995 Single Parent AFDC Cases Expected to Work

<u>Driver's License Status</u>	<u>Total</u>	<u>No Car in House</u>	<u>Car Owned by Casehead</u>	<u>Car Owned by ANY Family Member</u>
All Caseheads	24,811	78%	12%	33%
Licensed with no recent suspension or revocation	6,116	51%	34%	49%
Licensed with a recent suspension or revocation	892	61%	24%	39%
Not Licensed with a suspension or revocation	4,597	83%	7%	17%
Not Licensed (expired license or instruction permit, no suspension or revocation)	2,430	74%	13%	26%
No record in driver's file	10,776	94%	1%	6%

Each casehead's license status was examined by vehicle ownership status for single parent cases on AFDC in December 1995 who were expected to work. For those 6,116 cases with a valid driver's licenses and no current suspension or revocation, 34 percent owned their own car and a total of 49 percent had a car in the household owned by someone in the family. Another

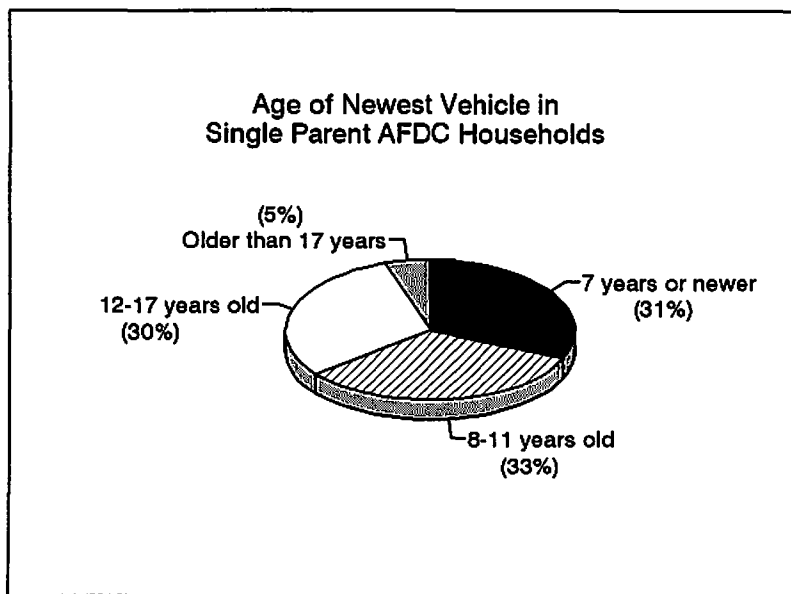
¹ Previous studies of this population have shown mobility rates of over 30 percent during a nine-month period. John Pawasarat, **Initial Findings on Mobility and Employment of Public Assistance Recipients in Milwaukee County and Factors Relating to Changes in W-2 Regions Over Time**, University of Wisconsin-Milwaukee Employment and Training Institute, 1997.

892 caseheads showed a current valid license but a recent suspension or revocation during 1996. For this group 24 percent owned their own car and a total of 39 percent had someone in the family with a vehicle. Those 4,597 caseheads without a current valid license and with a recorded suspension or revocation showed 7 percent owning their own car and 17 percent with a licensed vehicle in the household. Those caseheads with no Wisconsin driver's license file match made up 10,776 or 43 percent of the population and showed only 1 percent of caseheads owning a car and only 6 percent with a car in the household.

The analysis of driver's licenses and vehicle ownership was limited by several factors.

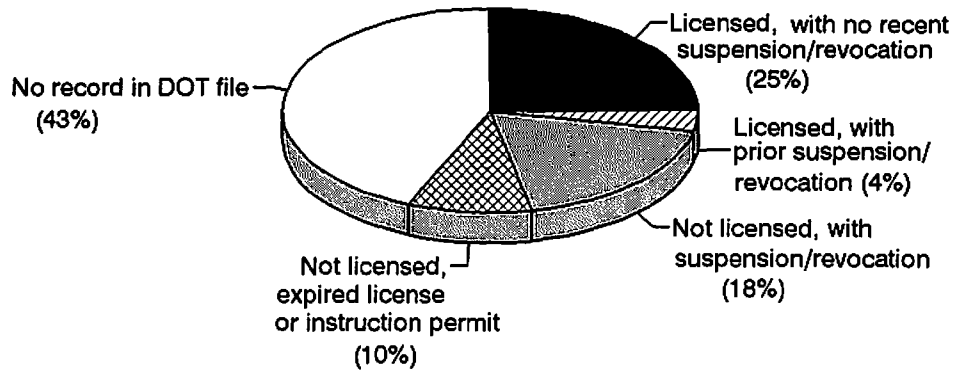
1. Valid licenses were given a two-month window for expiration so that as of December 31, 1996, any driver's or vehicle license was considered valid if its expiration was after October 31, 1996, to protect against any renewal lags in the DOT system. Consequently, licenses which expired in the last two months were not counted as expired. A total of 552 caseheads had a license expire during the other ten months of 1996.
2. In-migration of individuals with cars and valid driver's licenses from other states may underestimate the AFDC population with driver's license and vehicle ownership since 13 percent (N=3,259) of the AFDC population expected to work moved to Wisconsin after 1991. Only 20 percent of these cases showed a Wisconsin driver's license (compared to 28 percent of AFDC cases overall) and only 7 percent showed ownership of a Wisconsin licensed vehicle by the casehead (compared to 12 percent overall).

The age of the newest vehicle owned by the family was examined for families receiving AFDC. Of AFDC families with a vehicle, less than a third (31 percent) owned a 1990 or more recent vehicle, 33 percent owned a 1986-1989 vehicle, 30 percent owned a 1980-1985 vehicle, and 5 percent owned a 1979 or older car.



Driver's License Status of Single Parent AFDC Cases*

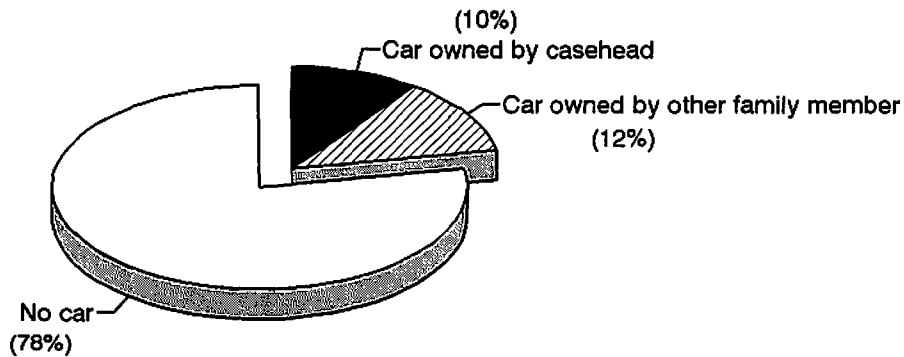
(N=24,811)



*Single parents on AFDC in December 1995 and expected to work.

Car Ownership of Single Parent AFDC Cases*

(N=24,811)



*Single parents on AFDC in December 1995 and expected to work.

VI. AFDC Welfare Status, Transportation, and Child Care

Previous Milwaukee area job openings surveys have shown that few jobs exist in the central city neighborhoods where the welfare population is most concentrated. Instead, most jobs are in the outlying areas of the county or in adjoining counties where public transportation is limited or very time-consuming to use.² When the difficulty of getting to a place of employment is combined with the challenge of obtaining and transporting children to child care, these double barriers to employment dramatically reduce the likelihood of full-time employment over a sustained period of time for single parents. Possession of a valid driver's license and access to an automobile were examined to assess their relationship to the employment status of Milwaukee County adults expected to work under welfare reform initiatives during 1996 and 1997. Subsidized child care payments to families were also examined to assess the patterns of child care usage by age of the children and by transportation access of parents.

The December 1995 AFDC population of 24,265 single parents expected to work were matched with DOT files to determine the driver's license status including prior and current revocation and suspension status. Milwaukee County child care subsidies were also examined for this population. Those single parent AFDC cases that left AFDC by June 1997 and were using the child care subsidy were much more likely to have a driver's license and access to a car. Of the 1,305 caseheads leaving AFDC by June 1997 and having their child care subsidized during the period from June 1997 through September 1997, 46 percent had a valid driver's license. This rate was much higher than for the total AFDC single parent population where only 28 percent showed a valid driver's license. In addition, 56 percent of the single parents leaving AFDC and showing a child care subsidy had a vehicle in their family, compared to 39 percent for the total single parent population.³

² See, for example, John Pawasarat, Lois M. Quinn and Ann H. Hendrix, **Survey of Job Openings in the Milwaukee Metropolitan Area: Week of October 20, 1997**, University of Wisconsin-Milwaukee Employment and Training Institute, 1997.

³ See John Pawasarat and Lois M. Quinn, **Removing Barriers to Employment: The Child Care-Jobs Equation**, University of Wisconsin-Milwaukee Employment and Training Institute, 1998.

The Importance of a Driver's License

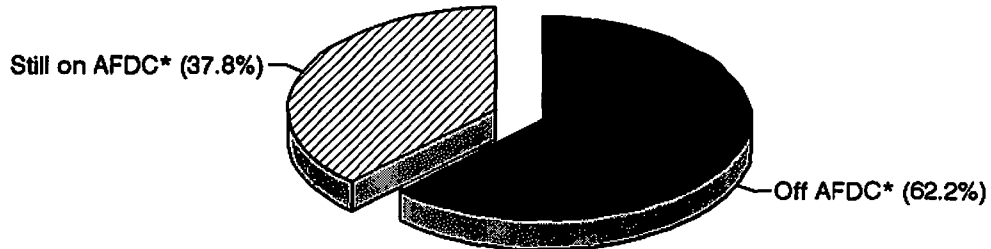
Female single parents on AFDC were much more likely to leave AFDC if they had a driver's license. When 24,265 Milwaukee County single parent AFDC cases expected to work were matched with DOT files, 58 percent had records in the transportation file. Only 7,008 cases (29 percent) had a valid driver's license.

Importance of a Driver's License for Milwaukee County Female Single Parent Cases on AFDC in December 1995 and Expected to Work

<u>License Status</u>	<u>Dec. 1995 AFDC Cases</u>	<u>Cases Off AFDC in June 1997</u>	<u>Percent of Cases Off</u>
Casehead with driver's license	7,008	4,431	63.2%
Casehead without driver's license	<u>17,257</u>	<u>7,382</u>	42.7%
Total	24,265	11,813	48.7%

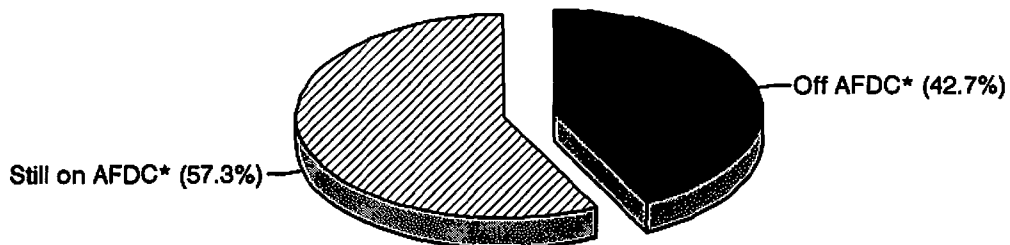
Suspension and revocation status was examined for both the population with a valid license and for those without a license but with prior suspensions or revocations preventing them from reinstating their license. State policies permit licenses to be suspended for failure to pay fines which in many cases are unrelated to operation of a vehicle. The suspension of the license remains in place until all fines are paid along with a \$50.00 reinstatement fee to DOT. As a result, many of the women on AFDC in December 1995 had suspension or revocation actions taken against them for failure to pay juvenile fines, parking fines and other civil forfeitures resulting in suspensions, revocations or preventing them from obtaining a license. Of the 7,008 AFDC caseheads with a driver's license, one out of 8 had had their license suspended or revoked in 1996 or 1997.

Single Parent Caseheads Leaving AFDC: With Driver's License



*AFDC status as of June 1997 for single parents on AFDC in December 1995 and expected to work under W-2.

Single Parent Caseheads Leaving AFDC: With No Driver's License



*AFDC status as of June 1997 for single parents on AFDC in December 1995 and expected to work under W-2.

VII. Background on How Milwaukee Area Workers Get to Their Jobs

For most Milwaukee area employed persons, having a driver's license and access to a vehicle is a given. Private transportation is particularly important for workers living in outlying areas and is relied upon by the majority of central city workers, who have the best access to the county's bus system. The geographic labor market for workers with an operating vehicle is dramatically larger than the market for workers whose employment options are limited to the county bus lines.

The U.S. census data from 1990 for the Milwaukee metropolitan area detailed the importance of a vehicle in providing access to employment for the working population. Use of public transportation in the outlying areas reflected the limited bus service available outside of Milwaukee County, with 95 percent of Waukesha County workers and 93 percent of Washington/Ozaukee workers using a car or truck to commute to work. Less than one-half of a percent of WOW workers used public transit. Workers from the Milwaukee County suburbs showed only slightly higher rates of bus use with 3 percent of the northern suburban workers and 4 percent of the southern suburban workers using public transportation. The heaviest bus use was found among workers in central city Milwaukee neighborhoods where 23 percent used the bus and 62 percent used a car. Central city neighborhoods also had the highest percent of workers walking to work (12 percent).

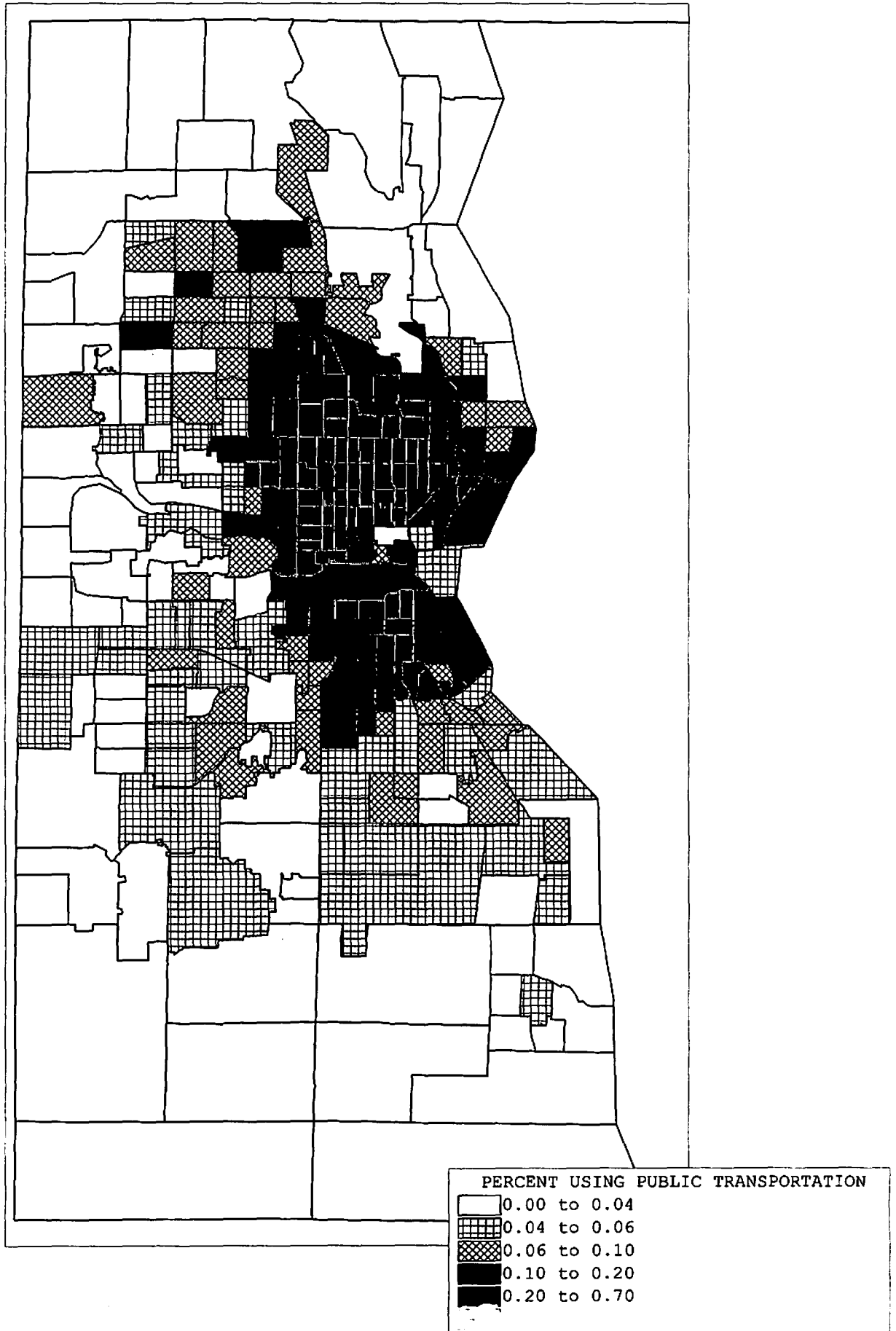
**Means of Travel to Work for Milwaukee Area Full- and Part-Time Workers
(1990 U.S. Census)**

<u>Residence of Worker¹</u>	<u>Total Employed Workers</u>	<u>PERCENT OF EMPLOYED WORKERS WHO:</u>				
		<u>Car Pool or Drive</u>	<u>Bus</u>	<u>Walk</u>	<u>Work at Home</u>	<u>Other</u>
WOW Counties						
Waukesha County	63,495	95%	0%	1%	3%	1%
Ozaukee/Washington Co.	34,452	93	0	3	3	1
City of Milwaukee						
East, Northwest Side	36,862	86	7	5	1	1
North Side	29,427	84	12	2	1	1
Central City	17,780	62	23	12	2	1
South Side	31,043	88	6	3	1	1
Milwaukee County Suburbs						
North Suburbs	23,002	91	3	3	3	0
South Suburbs	45,392	92	4	2	2	0

¹ The Census Bureau provides breakdowns of Milwaukee County data for six geographical PUMAs (Public Use Microdata Areas): 1) the central city of Milwaukee, which approximates the Community Development Block Grant area (PUMA 2203), 2) the remaining south side of Milwaukee (PUMA 2204), 3) the near northwest side of Milwaukee (PUMA 2202), 4) a combined northwest and east side area of the city (PUMA 2201), 5) the northern suburbs of Milwaukee County, including Wauwatosa (PUMA 2205), and the southern suburbs of Milwaukee County (PUMA 2206). See map, p. 35.

PERCENT OF EMPLOYED WORKERS USING PUBLIC TRANSPORTATION

U.S. CENSUS 1990 MILWAUKEE COUNTY



For single mothers the challenges of child care arrangements and the travel to and from work make full-time employment difficult even with a car. The U.S. census provides data on employment and transportation patterns of single parents in the Milwaukee area. Variables (including labor market status, access to a car and age of children in the family) were examined by subarea within the four-county Milwaukee metropolitan area.

Employment Status of Female Single Parents With and Without a Car: 1990 U.S. Census
(Women With Children Under 6 Years of Age Only)

<u>Residence of Worker</u>	WITH A CAR IN HOUSEHOLD:				NO CAR IN HOUSEHOLD:			
	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>
WOW Counties								
Waukesha County	856	53%	23%	24%	**			
Ozaukee/Washington Co.	647	63%	23%	14%	**			
City of Milwaukee								
East, Northwest Side	991	63%	9%	28%	389	16%	0%	84%
North Side	1,722	36%	13%	51%	1,291	20%	7%	73%
Central City	1,157	23%	5%	72%	2,737	9%	14%	77%
South Side	1,203	46%	19%	35%	321	9%	0%	91%
Milwaukee County Suburbs								
North Suburbs	277	12%	26%	62%	**			
South Suburbs	878	36%	25%	38%	**			

** Not shown due to small cell size. Caution should be used in interpreting the data: in some cases percents are based on small numbers of weighted estimates.

Employment Status of Female Single Parents With and Without a Car: 1990 U.S. Census
(Women With Children 6-17 Years of Age Only)

<u>Residence of Worker</u>	WITH A CAR IN HOUSEHOLD:				NO CAR IN HOUSEHOLD:			
	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>
WOW Counties								
Waukesha County	2,444	71%	20%	9%	**			
Ozaukee/Washington Co.	1,894	78%	15%	6%	**			
City of Milwaukee								
East, Northwest Side	2,226	67%	14%	18%	444	53%	11%	36%
North Side	3,274	78%	10%	12%	2,013	25%	10%	65%
Central City	2,506	54%	10%	36%	3,304	18%	14%	68%
South Side	1,482	83%	5%	12%	544	19%	8%	73%
Milwaukee County Suburbs								
North Suburbs	1,060	74%	14%	12%	**			
South Suburbs	2,382	70%	17%	13%	**			

** Not shown due to small cell size. Caution should be used in interpreting the data: in some cases percents are based on small numbers of weighted estimates.

Employment levels were much higher for single parents with access to a car, particularly in the outlying areas and the Milwaukee County suburbs. Most single parents in the metro area regardless of the age of their children had access to a car. Those who did not were heavily concentrated in central city neighborhoods where two-thirds of female single parents did not have a car in their household. In the WOW counties 95 percent of female single parents had a car. When the analysis controlled for the age of children, the likelihood of employment increased most for female single parents with access to a car and with only school-age children. Of single parents with only pre-school children (under age 6), 58 percent of those with a car were employed (most full-time), compared with only a 23 percent employment rate for those without a car. Even higher employment rates were seen for single parent women with only schoolage children and a car -- 71 percent were employed full-time and 13 percent employed part-time. For single parent women with only schoolage children and no car, only 23 percent were employed full-time and 12 percent were employed part-time.

**Employment Status of Female Single Parents by Age of Children
(Milwaukee Metropolitan Area: 1990 U.S. Census)**

<u>Age of Children</u>	WITH A CAR IN HOUSEHOLD:				NO CAR IN HOUSEHOLD:			
	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>	<u>N=</u>	<u>Full- Time</u>	<u>Part- Time</u>	<u>Not Employed</u>
Child(ren) under 6 only	7,731	42%	16%	42%	4,948	12%	11%	77%
Child(ren) under 6 AND 6-17 years	4,398	49%	19%	32%	4,738	6%	10%	84%
Child(ren) 6-17 years only	17,268	71%	13%	15%	6,659	23%	12%	65%

When location was considered, single parent women in central city neighborhoods were least likely to have access to a car. They were also least likely to be employed full or part-time.

Percent of Female Single Parents With a Car: 1990 U.S. Census

<u>Residence of Single Parent</u>	AGE OF CHILD(REN):		
	<u>Under 6 Only</u>	<u>6-17 Years Only</u>	<u>Both Under 6 AND 6-17 Years</u>
WOW Counties			
Waukesha County	91%	97%	90%
Ozaukee & Washington Counties	87%	98%	100%
City of Milwaukee			
East, Northwest Side	72%	83%	66%
North Side	57%	62%	52%
Central City	30%	43%	25%
South Side	79%	73%	54%
Milwaukee County Suburbs			
North Suburbs	100%	73%	54%
South Suburbs	97%	94%	100%

Only 30 percent of central city single parents with a pre-school child(ren) under 6 years of age had a car in their household. Almost all of the female single parents in the suburbs and outlying counties had a car. The lowest rates of car ownership were shown for mothers of both preschool and schoolage children residing in central city Milwaukee neighborhoods, where only 25 percent had a car and 75 percent did not. In the other subareas of the City of Milwaukee, over half of single parents had a car although ownership rates were low in the north side area.

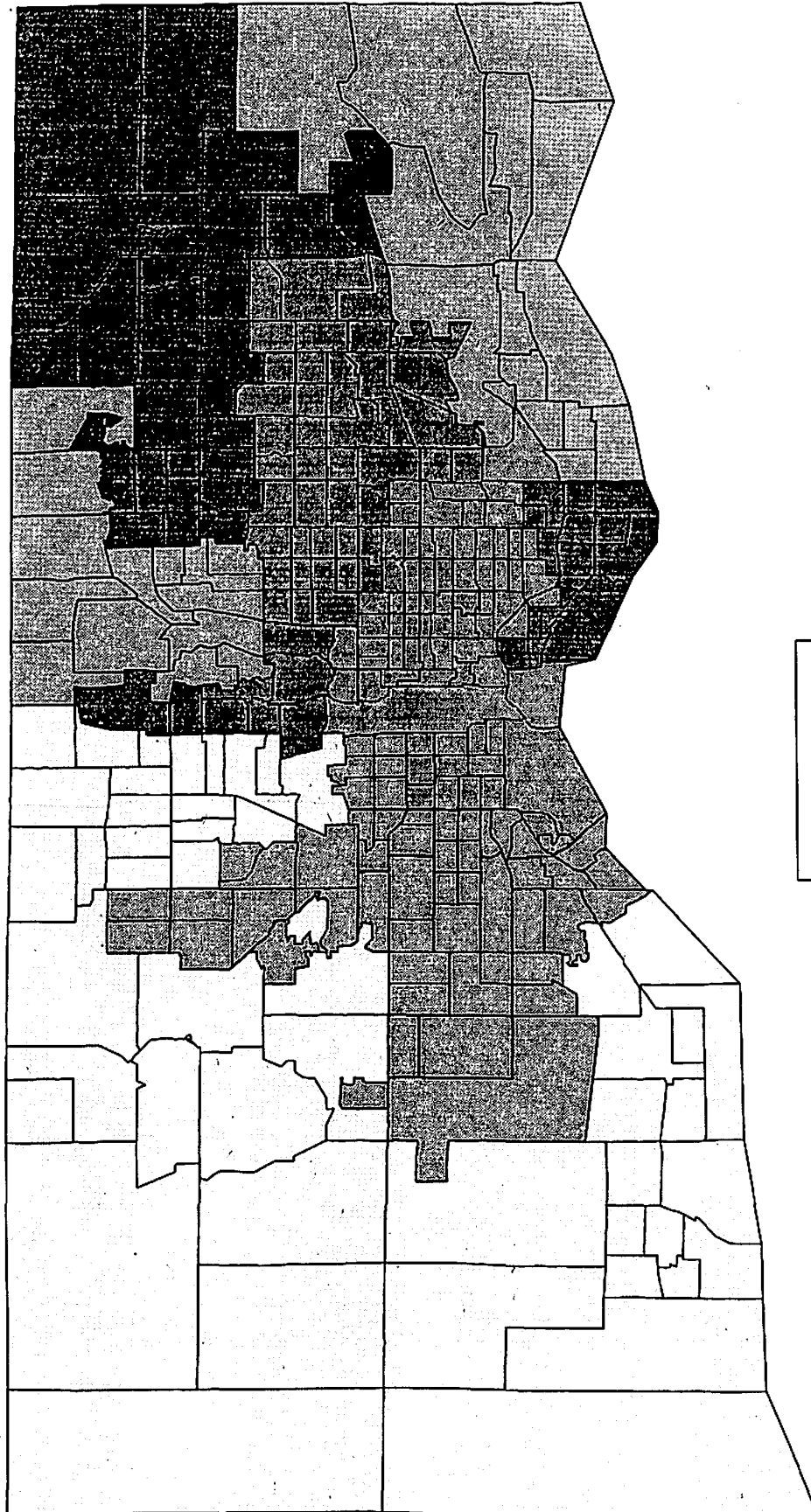
Not surprisingly, single parent who had a car in the household also used a car to reach their job. Among full-time workers in the metropolitan area, 85 percent of single parents with a child under 6 used a car to commute to work, 92 percent of single parents with a 6-17 year old child only used a car, and 82 percent of single parents with both a child under 6 AND a child 6-17 years used a car. However, among single parents residing in central city neighborhoods there were considerably lower rates of vehicle use for commutes to full-time jobs. Among full-time workers in the central city neighborhoods, 41 percent of single parents with a child under 6 used a car, 77 percent of single parents with a child ages 6-17 years used a car, and 62 percent of single parents with a child under 6 AND a child ages 6-17 years used a car to commute to work. Overall, transit use for those single parents employed full-time was heavily weighted by those with a car in the household and by location.







**Means of Transportation for Single Parents Employed Full-time
(Single Parents With Children Under Age 18: 1990 U.S. Census)**

	<u>Number of Parents</u>	<u>TRANSPORTATION TO WORK:</u>				
		<u>Car</u>	<u>Bus</u>	<u>Walk</u>	<u>Home</u>	<u>Other</u>
Child(ren) Under 6 Years						
City of Milwaukee	2,663	67%	21%	8%	0%	4%
All Suburbs	1,209	90%	2%	2%	2%	4%
Child(ren) Under 6 AND Ages 6-17						
City of Milwaukee	1,881	75%	23%	0%	0%	2%
All Suburbs	550	86%	0%	6%	8%	0%
Child(ren) Ages 6-17 Only						
City of Milwaukee	8,080	78%	19%	2%	0%	1%
All Suburbs	5,771	94%	2%	2%	2%	0%

Overall, most suburban female single parents who worked full-time (more than 34 hours per week) commuted to work via a car/van/truck (93 percent) and only 2 percent used public transit. Most (75 percent) suburban women employed full-time did not have younger children. For single parents in the city, 75 percent used a car to reach work and 20 percent used the bus. Sixty-four percent had only older children.

Milwaukee County PUMA's 1990 Census



PUMA Areas	
	2201
	2202
	2203
	2204
	2205
	2206

APPENDIX A

Methodology

Institutional files from the Wisconsin Department of Transportation (DOT) and Department of Workforce Development were used to track the experience of adult welfare recipients in both the DOT and welfare system. Milwaukee Public Schools (MPS) Census files and 1990 U.S. Census data were used to determine percentages of teenage drivers by neighborhood. All adults in the public assistance files in December 1995 or in June 1997 were matched with DOT records as of December 1996 using last name, first name and date of birth. Both files were geocoded to map the populations within the county. Suspensions and revocations were further included to construct an historical profile of the status of recipients in the DOT system. Welfare records were similarly used to track case status in 1996 and 1997. The December 1995 population in the welfare files was then used to examine the DOT status and welfare status of individuals as of June, 1997. Variables on education, number of children and age of the youngest child were also included from fields on the welfare computerized database.

Teen Driver Status

For the analysis of teens with driver's license, DOT data were compared to the MPS school census to assess the number of drivers and suspension/revocation barriers placed against teens in the City of Milwaukee for 1996. School census data for 1995 and 1997 were used to provide an estimate of the 1996 population, correcting for under-reporting in the 18 and 19-year old cohorts. Teen drivers were further compared with estimates of the teen population using a cohort for each year of birth and by gender for city and suburban areas of Milwaukee County. These estimates used the 1990 U.S. census tables by age and sex to compare the number of teens with a driver's license by age and sex to the total estimated population for the city and suburbs in Milwaukee County.

Driver's license status for Milwaukee County teens was analyzed by age and gender for zip codes throughout the county and compared to school census data for zip codes completely within the city boundaries. License status as of December 1996 provides data on current type, expiration date and suspension/revocation status. Teens with instruction permits, probationary status and regular driver's licenses were compared to the total estimated teen population by age and gender within zip codes.

Many teens are included in the DOT files due to their failure to pay juvenile fines or their application for a photo identification card rather than for a driver's license. Teens who were only in the file for identification purposes were excluded from the analysis. Teens with suspensions or revocations were detailed by driver's license status.

Public Assistance and Subsidized Child Care Analysis

The December 1995, September 1996, December 1996 and June 1997 public assistance files for Milwaukee County were used to track the welfare status of individuals over time. The population analyzed included all adults ages 18 through 55 in the CARES files for Aid to

Families with Dependent Children (AFDC), food stamps (FS) or medical assistance (MA). The population was then matched with case level data to determine the welfare case status over time and the AFDC/FS/MA history. Individuals who were caseheads with dependent children were examined separately to assess the family demographics of those expected to work under current and prior welfare reform initiatives.

Public assistance files were further matched as part of a continuing analysis of subsidized child care use in Milwaukee County to determine receipt of child care subsidies as related to driver's license status. Child care subsidy payments for 1996 and nine months of 1997 were tracked over time together with welfare status and driver's license status.

Combining Driver and Vehicle Records

The goals of this analysis were to determine the availability of vehicles to drivers in each household and to determine the geographic location of each driver for mapping purposes (geocoding). The files used were the DOT driver's license records for 1996 and the DOT vehicle registration records for 1996. Information for geocoding was from the 1994 US Census TIGER file, which had been previously updated with records from the City of Milwaukee 1996 DIME database. Files were cleaned of duplicate records, and the vehicle registration file was cleaned of salvage vehicles and commercial vehicles.

The driver's and vehicle files were then geocoded by matching the addresses to the street segments in the TIGER file. This gave an estimated longitude/latitude for each street address. Unit, apartment and lot numbers were not used in the geocoding, so multiple units at the same street number result in the same geocode.

For the purposes of this study, a household was defined as all people with the same last name (up to four letters) and same geocode. The vehicle registration file did not contain the vehicle owner's last name as a distinct field, so a system was developed to extract the last name without extraneous information (such as "JR") and to handle names with hyphenations, apostrophes, multiple words, etc. The vehicle registration data were then collapsed by last name and geocode to give the number and types of vehicles in each household.

The driver's license file was then matched to the household vehicle file using the first four letters of the driver's last name and the geocode, resulting in the number of vehicles available in the household to each driver. This number is conservative in the sense that it often underestimates the actual number of vehicles. Reasons for underestimation include failure of the geocode process to identify vehicle and driver addresses as the same, inconsistencies between the addresses or names in the files (as can happen when drivers move or change their name and updates their driver's license information but not their vehicle registration file), and people with different last names residing in the same household. In the driver's license file, 94 percent of the records were successfully geocoded. In the household vehicle file, which was less consistent in the way street addresses were entered, 91 percent of the Milwaukee County records were successfully geocoded. Reasons for addresses failing to geocode included spelling errors or abbreviations for street names, unusual formatting of the address, incorrect house numbers, PO boxes, and new street names not in the TIGER database.

APPENDIX B

All codes for suspensions and revocations in the Wisconsin Department of Transportation file were grouped into categories which were created to separate more serious offenses from those which were non-traffic related. The 331,304 suspensions and 125,717 revocations recorded for Milwaukee County residents most of which occurred 1992-1996. Groupings for suspensions and revocations separated out as follows:

Suspensions (N = 331,304)

Failure to Pay Fines (232,100)

-	Failure to pay forfeiture	184,372
-	Failure to pay forfeiture, juvenile	33,737
-	Failure to pay non-traffic	12,280
-	Miscellaneous	1,711

Traffic-related Non-DWI (15,563)

-	Points violation	14,806
-	Excessive speeding, reckless driving	550
-	Miscellaneous	207

Drugs 8,583

DWI (75,058)

-	OWI	28,332
-	Blood alcohol concentration	28,117
-	Non-compliance with safety plan	18,445
-	Miscellaneous	164

Revocations (N = 125,717)

Traffic-related Non-DWI (33,713)

-	Points violations	14,436
-	Habitual traffic offenders	14,388
-	Attempt to elude officer	1,462
-	Vehicle use in felony	1,413
-	Miscellaneous	2,014

Damage Judgment 23,188

Operating While Suspended 25,387

Operating After Revocation 28,502

DWI 14,927