

## The Driver License Status of the Voting Age Population in Wisconsin

by John Pawasarat, Employment and Training Institute, University of Wisconsin-Milwaukee, June 2005.

Because one of the most important employment issues facing central city Milwaukee residents is access to a valid drivers license, the UWM Employment and Training Institute has conducted considerable research on drivers license suspension and revocation issues for Milwaukee adults and teenagers and explored the impacts of past and current state policies suspending licenses for failure to pay fines and forfeitures on residents of central city neighborhood. **This research report provides a first-time analysis of drivers license issues based on the racial/ethnicity of drivers and unlicensed adults in Wisconsin.** The importance of possessing a valid drivers license cannot be overstated in Milwaukee's labor market. Annual employer surveys conducted by the Employment and Training Institute for the Private Industry Council of Milwaukee County have found that three-fourths of Milwaukee area job openings are located in Milwaukee County suburbs and the exurban counties of Waukesha, Ozaukee, and Washington counties – usually not easily accessed by public transportation. Research on welfare recipients finding employment showed that possession of a drivers license and car was a stronger predictor of leaving public assistance than even a high school diploma.

For this report, new ETI research on interrelationships between race/ethnicity, income and geography for the drivers license issue is applied to proposals in the Wisconsin Legislature to require state drivers licenses or photo IDs as identification for voting in elections in the state. The report details the impact of the proposed voter identification legislation on the population of adults 18 and older in the State of Wisconsin compared to the population of adults with a current driver license and current address. The number of Wisconsin licensed drivers is taken from the Department of Transportation (DOT) computer database for licensed drivers current as of January 31, 2002 and analyzed by age, race/ethnicity, gender, and geography. The Census 2000 full count (Summary File 1) for Wisconsin and Milwaukee County is used as the base for comparison. Individuals who were 16 or older on April 1, 2000, the reference date of the Census, are compared to the population of drivers with a drivers license 2 years later when they reached legal voting age. Data on Wisconsin DOT photo ID utilization was only available at the state level by age and gender, and this data is incorporated in the analysis where possible.

### Findings

1. Many adults do not have either a drivers license or a photo ID. An estimated 23 percent of persons aged 65 and over do not have a Wisconsin drivers license or a photo ID. **The population of elderly persons 65 and older without a drivers license or a state photo ID totals 177,399**, and of these 70 percent are women. While racial data was not available on the state population with photo IDs, 91 percent of the state's elderly without a Wisconsin drivers license are white. **An estimated 98,247 Wisconsin residents ages 35 through 64 also do not have either a drivers license or a photo ID.**
2. Minorities and poor populations are the most likely to have drivers license problems. Less than half (47 percent) of Milwaukee County African American adults and 43 percent of Hispanic adults have a valid drivers license compared to 85 percent of white adults in the Balance of State

(BOS, i.e., outside Milwaukee County). The situation for young adults ages 18-24 is even worse -- with only 26 percent of African Americans and 34 percent of Hispanics in Milwaukee County with a valid license compared to 71 percent of young white adults in the Balance of State.

3. A large number of licensed drivers have had their licenses suspended or revoked, many for failure to pay fines and forfeitures rather than traffic points violations. The drivers license file shows 39,685 individuals in Milwaukee County who have drivers licenses but also recent suspensions or revocations on their licenses. Another 49,804 Milwaukee County adults had a recent suspension/revocation but no license with the DOT. Only 65 percent of adults in Milwaukee County have a current and valid Wisconsin drivers license, compared to 83 percent of adults in the Balance of State.
4. A portion of the population with a drivers license and a recent suspension or revocation may retain their license as an ID for voting and others may secure a state photo ID. These licenses cannot be renewed, however, without clearing up the outstanding fines and fees.
5. Students without a Wisconsin drivers license or a Wisconsin photo ID would need to obtain either one to vote. Those students and young adults living away from home but retaining their permanent home address on their drivers license need to provide proof of residence to vote prior to registration under current laws. Because the drivers license is a valid ID, regardless of address, few if any in this population would have a photo ID with a current address. These individuals may have a Wisconsin or out-of-state drivers license but not one with a current address. At UWM, Marquette University, and the University of Wisconsin-Madison, a total of 12,624 students live in residence halls, but only 280 (2 percent) have drivers licenses with these dorms' addresses. All others require special handling to vote under proposed and current legislation.
6. The population that changes residence frequently is most likely to have a drivers license address that differs from their current residence. This would include lower-income residents who rent and students and young adults living away from home (who are likely to have a drivers license listing an incorrect address or their permanent home address). To illustrate this point, 16 Wisconsin ZIP codes were identified which have the highest concentration of undergraduate students (both in dorms and in apartments). These ZIP codes had 118,075 young voting age adults (ages 18-24) but 83,981 (or 71 percent) 18-24 year olds did not have a drivers license with this current ZIP code address. Over half of the adults of the 18-24 year old age group did not have a drivers license with an address in their current ZIP code for college neighborhoods in Eau Claire, LaCrosse, Madison, Milwaukee, Oshkosh, Platteville, River Falls, Stevens Point, Stout, and Whitewater. All of those without a current address on their drivers license or ID need to provide proof of residence.

## **I. Drivers License Status for Minorities**

The number and percent of minorities who are Wisconsin residents has been increasing, particularly in Southeast Wisconsin. This population is also very young. Minorities are much less likely to have a drivers license and if they do, they are much more likely to have a recent license suspension or revocation. Having a suspension or revocation could result in a large number of licenses not having a current address and licenses not being renewed.

Statewide, the percent of Wisconsin residents with a valid drivers license is 80 percent for males and 81 percent for females. For African-Americans, only 45 percent of males and 51 percent of females have a valid drivers license. Hispanics show 54 percent of males and only 41 percent of females with a valid drivers license.

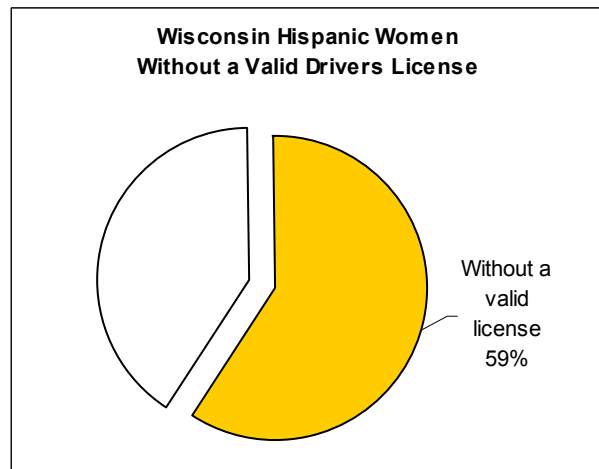
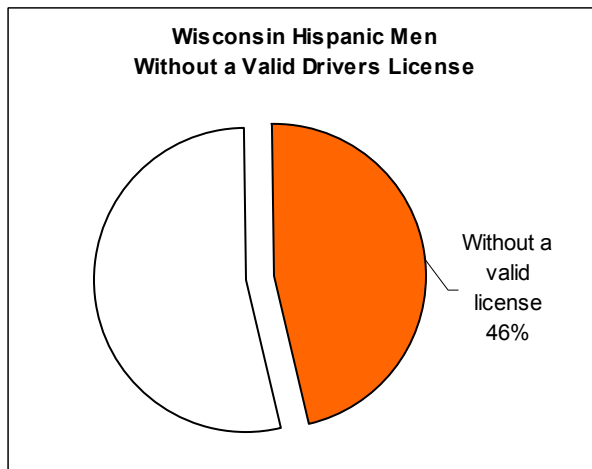
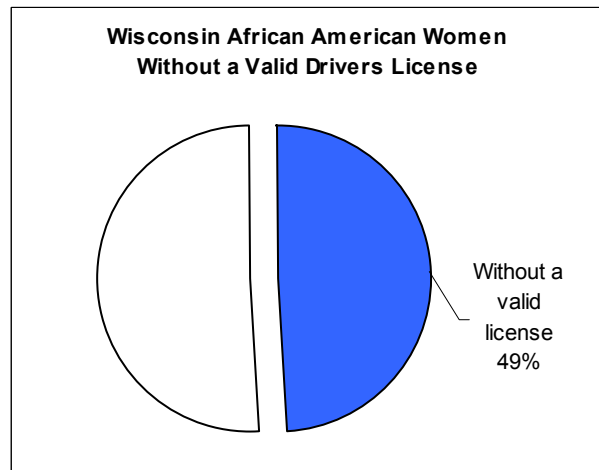
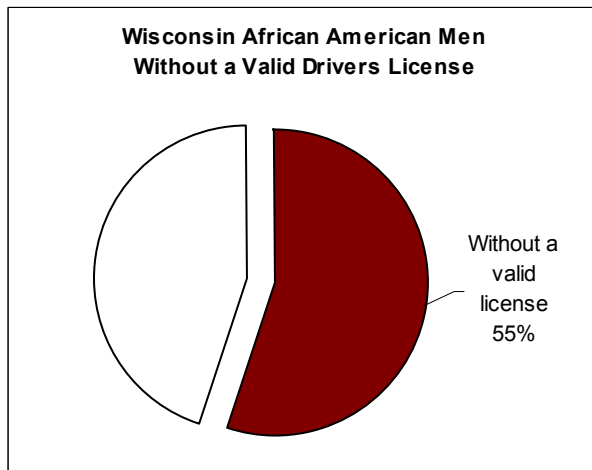
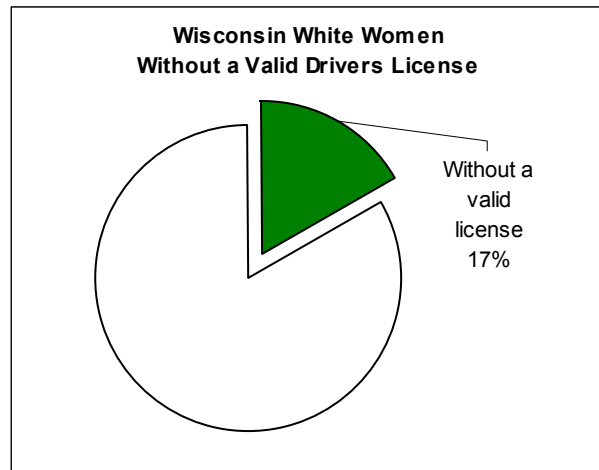
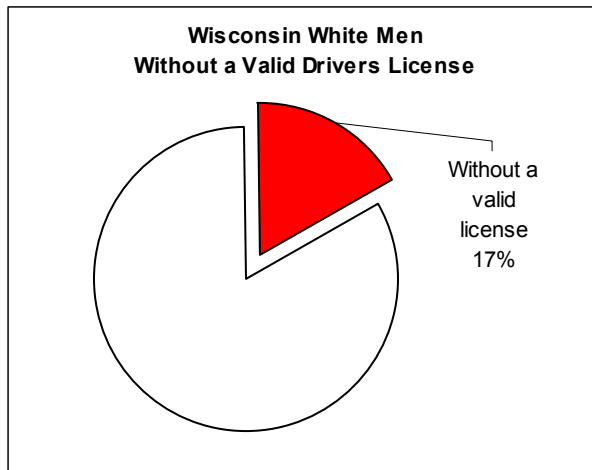
For young adults (ages 18 through 24) even fewer minorities have valid drivers licenses to use for voter identification under the proposed legislation. Statewide, only 22 percent of young African American males and 34 percent of young African American females have a valid license. For young Hispanics, 43 percent of males and only 37 percent of females have a valid license. For whites, 64 percent of males and 75 percent of females have valid licenses.

Many Wisconsin residents have a drivers license with a recent suspension or revocations, and minorities are twice as likely to be in this situation. If these individuals have retained their license, they will be able to use it as an ID for voting purposes. Statewide, an estimated 11 percent of African American adults and 8 percent of Hispanic adults have a license with a current revocation or suspension, compared to 4 percent of whites.

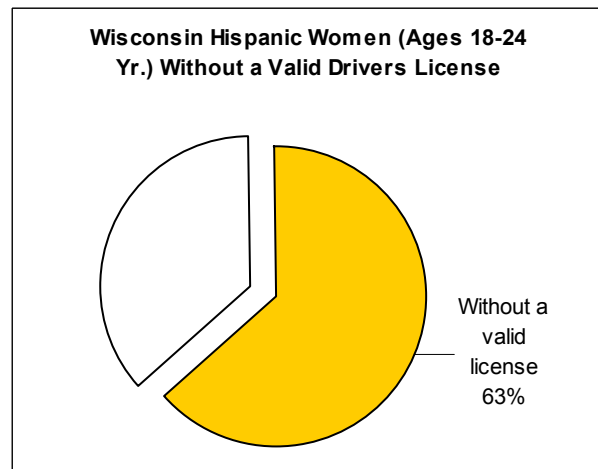
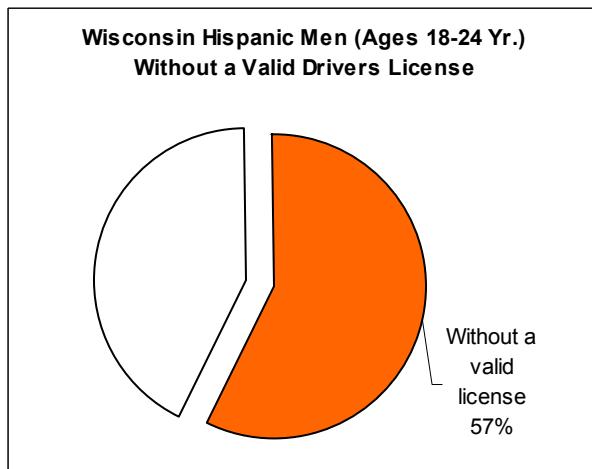
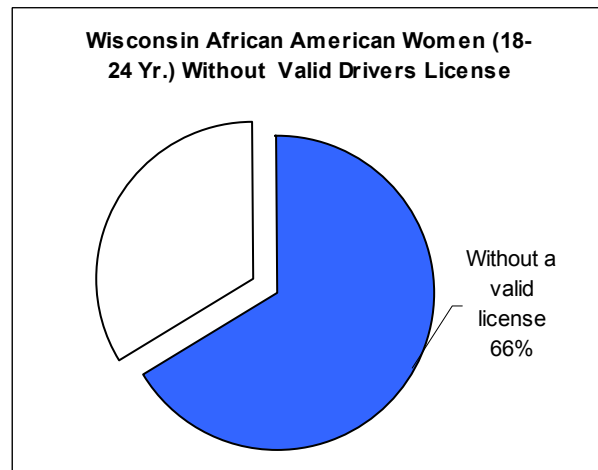
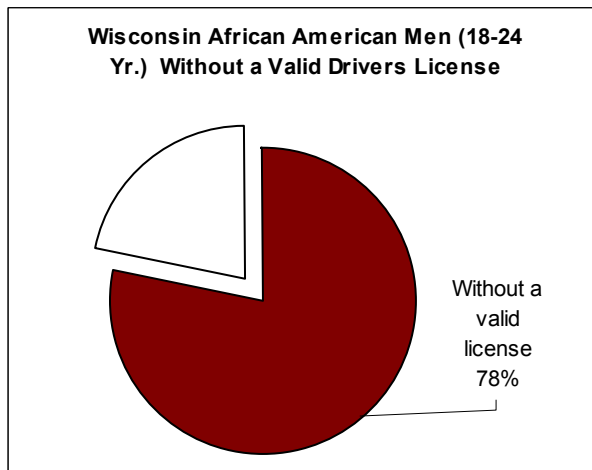
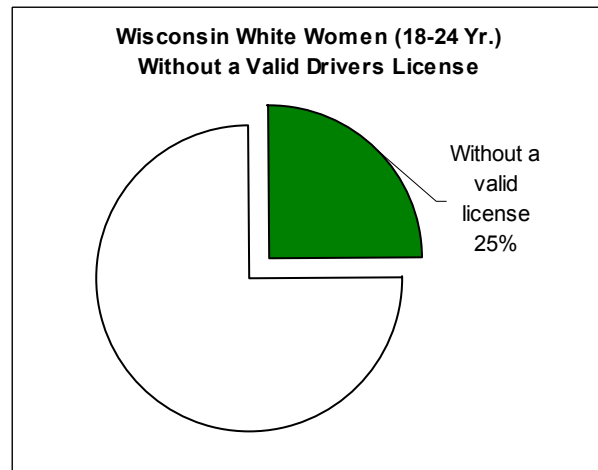
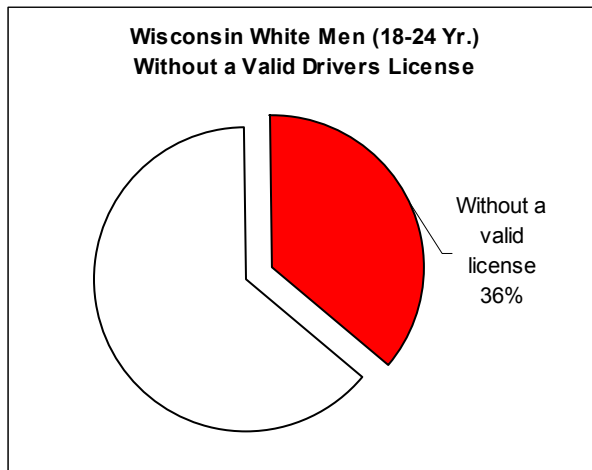
An even larger number have no license but a recent suspension or revocation. An estimated 17 percent of African American adults and 8 percent of Hispanic adults, compared to 1 percent of white adults, fall into this category.

A portion of the population without a drivers license – whether valid or not – will have a photo ID, but without an analysis by race and location, it is not possible to estimate that population.

The graphs below show the percentages of adults of voting age (ages 18 and above) in Wisconsin with valid drivers licenses, without recent suspensions or revocations.



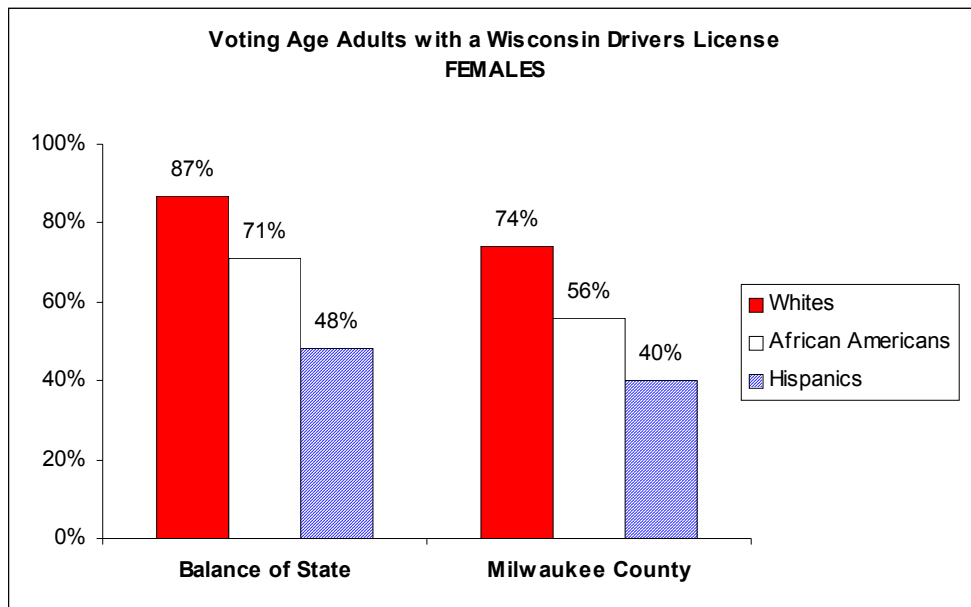
The graphs below show the percentages of **young adults (ages 18 through 24)** in Wisconsin with valid drivers licenses, without recent suspensions or revocations.

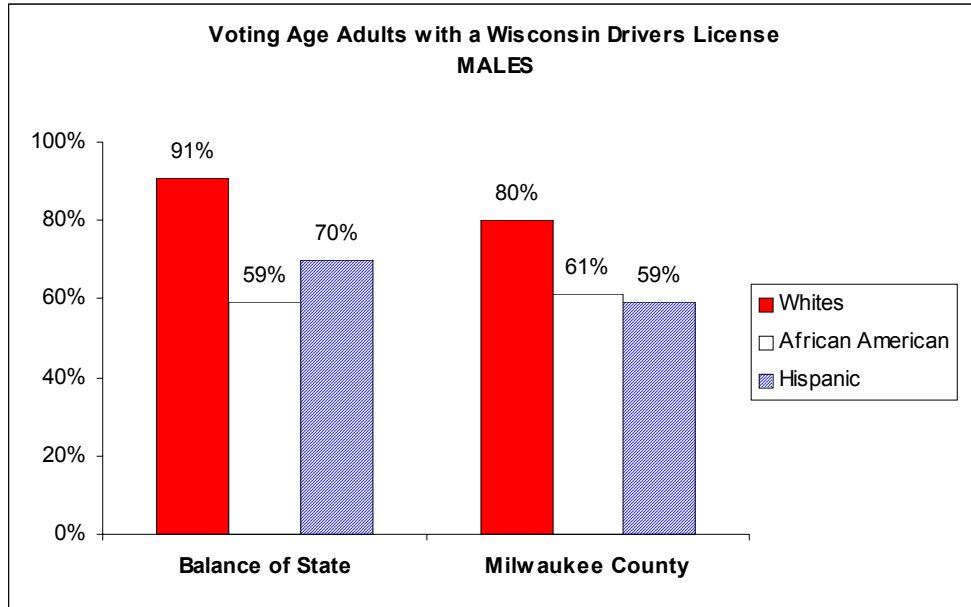


## II. Drivers License Status of Milwaukee County Residents

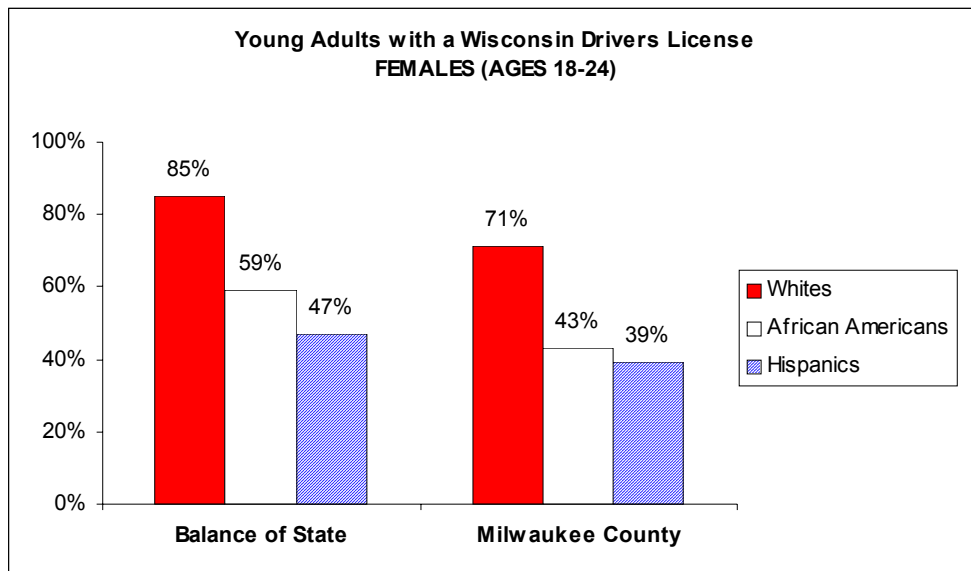
Milwaukee County residents are more than twice as likely to be without a drivers license as adults in the balance of the state. Almost a third (30 percent) of Milwaukee County voting age adults do not have a drivers license compared, to 12 percent of residents in the Balance of State. The county is home to much of the state's African American and Hispanic populations who have lower percentages with a current drivers license. Milwaukee is also home to Marquette University, UWM, and a number of other post-secondary institutions that house significant numbers of non-resident students. Dense urban neighborhoods and extensive mass transit systems may also account for more individuals without a drivers license in Milwaukee County.

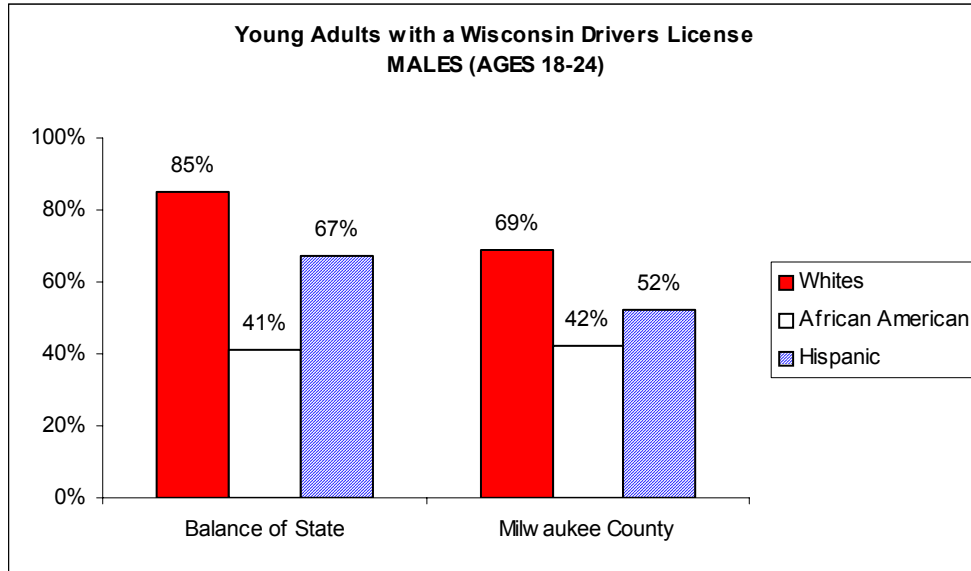
The graphs below (and the tables on pages 21-22) show the differing impacts by race/ethnicity and area of the state (i.e., Milwaukee County and the "balance of the state") that would result from using the drivers license as a voter ID. The combination of race and geography results in some populations having less than half of the percentage of eligible voters based on drivers license ID requirements. This analysis does not include photo ID utilization, as the published state photo ID data is only available by age and gender and at the state level. **In the graphs below all licensed drivers are included, including persons with suspensions and revocations.**





The percentages of young adults with drivers licenses for use as voter IDs is strikingly lower than for the voting age population as a whole. For some minority subpopulations, less than half of young voting age adults show a current drivers license. **In the graphs below all licensed drivers are included, including persons with suspensions and revocations.**





A ZIP code analysis of the percentages of adults of voter age holding drivers licenses shows wide differences within Milwaukee County as well. The tables below show the percentage of Milwaukee County adults with drivers licenses.

The first table shows adults with a valid license. In the 53217 “North Shore” communities of Bayside, Fox Point, Glendale and parts of River Hills, and Whitefish Bay, 92 percent of adult males and females had valid drivers licenses, compared to rates of 40 percent or below on the near northside of Milwaukee (ZIP codes 53205 and 53206) and around Marquette University (53233).

The second table shows adults with any Wisconsin drivers license, whether valid, suspended or revoked. Here, the percentages of males with licenses is 95 percent or above in the “North Shore” (ZIP code 53217), Hales Corners (ZIP code 53130), and Oak Creek (ZIP code 53154). Fewer than half of females in Milwaukee ZIP codes 53233, 53204, 53205, and 53206 had a license.



### Voting Age Adults in Milwaukee County with Valid Drivers Licenses

ZIP Code (ZCTA)	Voting Age Males	% of males with a valid drivers license in the ZIP Code	Voting Age Females	% of females with a valid drivers license in the ZIP Code
Milwaukee 53233	7,485	21%	6,471	16%
Milwaukee 53205	2,858	38%	3,854	36%
Milwaukee 53206	8,860	40%	12,555	37%
Milwaukee 53204	15,707	47%	13,113	33%
Milwaukee 53212	9,796	47%	11,827	44%
Milwaukee 53210	8,632	49%	11,713	50%
Milwaukee 53208	10,668	53%	12,992	46%
Milwaukee 53202	11,129	55%	9,217	57%
Milwaukee 53216	9,976	57%	13,577	60%
Milwaukee 53218	11,895	61%	15,734	58%
Milw., Wauwatosa 53225	8,582	62%	10,497	63%
Milwaukee, Brown Deer, Glendale, River Hills 53209	15,447	62%	20,067	63%
Milw., West Milw. 53215	19,384	63%	20,407	52%
Milwaukee 53224	6,247	63%	7,565	63%
Milw., Shorewood, W. Bay 53211	14,669	65%	16,068	64%
W. Allis, Milw., W. Milw. 53214	14,124	65%	14,474	68%
Milw., Brown Deer 53223	10,443	66%	13,060	65%
St. Francis 53235	3,562	67%	3,878	63%
W. Allis, Milw., Greenfield 53227	9,273	74%	10,534	71%
Milwaukee, Greenfield, West Allis, West Milwaukee 53219	12,956	74%	14,995	70%
Milwaukee 53207	14,327	75%	15,028	74%
Milwaukee, Wauwatosa 53222	8,818	76%	11,357	71%
Franklin 53132	12,208	77%	11,121	90%
Wauwatosa, Milwaukee 53226	7,085	77%	8,433	77%
Milwaukee, Greenfield 53221	13,444	78%	15,615	72%
Cudahy 53110	7,007	79%	7,639	75%
Wauwatosa, Milwaukee 53213	9,298	80%	10,974	80%
Greenfield, Milwaukee 53220	9,532	81%	11,319	78%
South Milwaukee 53172	8,001	81%	8,342	83%
Greenfield, Milwaukee 53228	5,295	85%	6,292	80%
Oak Creek 53154	10,832	88%	11,564	87%
Greendale 53129	5,329	88%	6,145	89%
Hales Corners 53130	2,826	89%	3,302	84%
Bayside, Fox Pt., Glendale, River Hills, W. Bay 53217	10,707	92%	12,087	92%
<b>Milwaukee County</b>	<b>336,402</b>	<b>66%</b>	<b>381,816</b>	<b>65%</b>

**Voting Age Adults in Milwaukee County with Drivers Licenses  
(including Valid, Suspended and Revoked Licenses)**

<b>ZIP Code (ZCTA)</b>	<b>Voting Age Males</b>	<b>% of males with a drivers license in the ZIP Code</b>	<b>Voting Age Females</b>	<b>% of females with a drivers license in the ZIP Code</b>
Milwaukee 53233	7,485	25%	6,471	19%
Milwaukee 53205	2,858	49%	3,854	42%
Milwaukee 53206	8,860	55%	12,555	43%
Milwaukee 53204	15,707	58%	13,113	36%
Milwaukee 53212	9,796	61%	11,827	50%
Milwaukee 53210	8,632	64%	11,713	56%
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<b>Milwaukee County</b>	<b>336,402</b>	<b>75%</b>	<b>381,816</b>	<b>68%</b>

### **III. License Suspensions and Revocations**

Wisconsin law permits units of government to suspend a drivers license for failure to pay outstanding fines. In the case of juveniles who fail to pay fines for truancy, curfew violations, underage drinking, jaywalking, etc., a suspension order is placed which prevents the youth from obtaining a license until these fines are paid. The suspensions solely for failure to pay bills make up almost half of the total suspensions in the state. Previous studies of the impact of these suspensions have shown the adverse impact on residents of central city neighborhoods in Milwaukee. Milwaukee County residents are twice as likely to have a suspension in a year than are residents in the balance of the state. Most of this disparity occurs because Milwaukee has the largest concentration of poor young minorities, who show the highest levels of suspensions for failure to pay fines.<sup>1</sup> Review of drivers license files showed 89,489 Milwaukee County residents and 237,434 adults in the Balance of State with recent license suspensions or revocations. Other residents lost their licenses in the past and have not paid the fines and fees required to restore them.

### **IV. Drivers License Status of Elderly Residents**

The population of 177,399 older persons without a Wisconsin drivers license or photo ID would be adversely effected by the voter ID legislation proposed, except for those living in nursing homes and assisted living quarters. Nearly all of those affected appear to be white (91 percent) and most are female (70 percent). The population of those 65 and over totaled 780,947 as of 2002 (based on Census data), while those with a Wisconsin drivers license totaled 560,686 and those with a photo ID and no license totaled 42,862, leaving 177,399 without an ID. Only a small portion (5 percent) of the older population is in a nursing home (38,199 persons statewide as of 2000) and some of these nursing home residents may still have an unexpired Wisconsin drivers license.

### **V. License Status of College Students in Residence Halls**

Students enrolled at post secondary institutions and not currently living at home may face problems when attempting to vote while at school. Most college students do not change their drivers license address when attending school. Student ID's typically do not include addresses, and students in dorms are most often under 21 years of age with no reason to obtain a photo ID from the DOT to prove they are of legal drinking age. Statewide, students living in dormitories in the 2000 Census totaled 51,249.

As shown below, very few University of Wisconsin-Milwaukee, University of Wisconsin-Madison, and Marquette University students 18-24 years of age have a drivers license that lists their dorm as their current address. Fewer than 3 percent of students have a drivers license with their current

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<sup>1</sup> See John Pawasarat, **Removing Transportation Barriers to Employment: The Impact of Driver's License Suspension Policies on Milwaukee County Teens** (University of Wisconsin-Milwaukee Employment and Training Institute, 2000) online at [www.uwm.edu/Dept/ETI/barriers/teensdot.htm](http://www.uwm.edu/Dept/ETI/barriers/teensdot.htm); John Pawasarat and Frank Stetzer, **Removing Transportation Barriers to Employment: Assessing Driver's License and Vehicle Ownership Patterns of Low-Income Populations** (UWM Employment and Training Institute, 1998) online at [www.uwm.edu/Dept/ETI/dot.htm](http://www.uwm.edu/Dept/ETI/dot.htm); and **Neighborhood Indicators Central City Milwaukee: 1992-Present** online at [www.uwm.edu/Dept/ETI/reports/indypage.htm](http://www.uwm.edu/Dept/ETI/reports/indypage.htm).

residence hall address, while 97 percent could require special handling at the polls under proposed legislation and at the time they register to vote under current legislation.

**University Students in Residence Halls Compared to Licensed Drivers at the Address:  
UWM, Marquette University, and UW-Madison**

<b>Residence Hall</b>	<b>Address</b>	<b>With Drivers License at address</b>	<b>Residents Capacity</b>
<b>University of Wisconsin-Milwaukee:</b>			
Sandburg Residence Halls	3400 N. Maryland Ave.	51	2,700
<b>Marquette University (Milwaukee)</b>			
Cobeen Hall	729 N. 11 <sup>th</sup> Street	8	350
Carpenter Hall	716 N. 11 <sup>th</sup> Street	3	300
Mashuda Hall	1530 W. Wisconsin Ave.	10	400
McCormick Hall	1530 W. Wisconsin Ave.	9	725
O'Donnell Hall	725 N. 18 <sup>th</sup> Street	6	300
Schroeder Hall	715 N. 13 <sup>th</sup> Street	7	650
South Hall	525 N. 17 <sup>th</sup> Street	1	87
Straz Hall	915 W. Wisconsin Ave.	12	376
(Sub-total, Marquette University)		(56)	(3,188)
<b>University of Wisconsin-Madison</b>			
Adams Hall	1520 Tripp Circle	12	276
Barnard Hall	970 University Ave.	8	138
Bradley Hall	1900 Willow Drive	10	246
Chadbourne Hall	420 N. Park Street	23	687
Cole Hall	625 Elm Drive	8	244
Elizabeth Waters Hall	1200 Observatory Drive	5	473
Friedrick Center	1950 Willow Drive	0	50
Kronshage Hall	1650 Kronshage Drive	11	616
Merit House	919 W. Dayton Street	0	23
Ogg Hall	716 W. Dayton Street	38	950
Sellery Hall	821 W. Johnson Street	21	1,148
Slichter Hall	625 Babcock Drive	7	198
Sullivan Hall	635 Elm Drive	5	257
Tripp Hall	1510 Tripp Circle	8	280
Witte Hall	615 W. Johnson Street	17	1,150
(Sub-total, UW-Madison)		(173)	(6,736)

There are 15 residence halls at the University of Wisconsin-Madison, having a capacity of 6,736 beds. However, the number of licensed drivers with the residence hall addresses totaled 173, or less than 3 percent of the residents. At the Sandburg Residence Halls at UWM, out of 2,700 dorm residents, less than 2 percent of dorm residents had a drivers license with the Sandburg address. Similarly, less than 2 percent of the students living in the Marquette University dorms (or 56 out of 3,188 residents) had a drivers license with their dorm's address. It is not possible, based on published data tables for state photo IDs, to determine how many students have obtained Wisconsin photo IDs or how many have state drivers licenses with a different home address listed.

College students not in dorms may be in a similar situation. Students and young people who move away from home to attend school usually have a drivers license but do not change their license address during college. In many cases younger adults may not change their license address until they find a permanent job except for occasional situations when a current drivers license may be required for another purpose. (For example, the City of Milwaukee overnight parking permits require a current drivers license with the address where the vehicle is parked.)

The Wisconsin DOT drivers license file and Census 2000 (SF3 file) are used to assess the degree to which students do not change their license address in “**student intense ZIP codes**” throughout the state. The U.S. Census data was used to compare the number of 18 through 21 year olds to the number enrolled in undergraduate programs in each Wisconsin ZIP code. The top 16 ZIP codes (ZCTAs, Zip Code Tabulation Areas) where the highest number of undergraduates resided accounted for a total of 96,589 undergraduates and 78,075 young people ages 18 through 21. The 18-21 year old population with a drivers license in these same 16 ZIP codes totaled 15,321, or 20 percent of those 18 through 21 years old. The population in these 16 ZIP codes without a drivers license with their current residence totaled 62,754. When the population of 22 to 24 year olds are included, the number without a drivers license address at the current address totals 83,981. In some ZIP codes 98 to 99 percent of the students do not have a license with their current school address.

**18, 19 and 20 Year Olds in the 2000 Census and With a Drivers License for the ZIP Code  
for the Top 16 Student-Intensive ZIP Codes in Wisconsin**

<b>ZIP Code (ZCTA)</b>	<b>Census 2000 population 18-20 yr.</b>	<b>With drivers license at this ZIP Code</b>	<b>Without a drivers license at this ZIP Code</b>	<b>% without a drivers license at this ZIP Code</b>
Madison 53703	5,527	308	5,219	94%
Madison 53706	4,872	56	4,816	99%
LaCrosse 54601	5,880	1,124	4,756	81%
MU-Milwaukee 53233	4,379	109	4,270	98%
Whitewater 53190	4,042	456	3,586	89%
Eau Claire 54701	4,711	1,152	3,559	76%
Oshkosh 54901	4,222	913	3,309	78%
Stevens Point 54481	4,010	1,089	2,921	73%
Stout 54751	3,287	632	2,655	81%
UW-Milwaukee 53211	3,435	1,138	2,297	67%
Platteville 53818	2,286	363	1,923	84%
River Falls 54022	2,493	578	1,915	77%
Madison 53705	2,660	750	1,910	72%
Madison 53715	1,781	135	1,646	92%
Milwaukee 53202	1,307	122	1,185	91%
Eau Claire 54703	2,371	1,345	1,026	43%
<b>Total 16 ZIP Codes</b>	<b>57,263</b>	<b>10,270</b>	<b>46,993</b>	<b>82%</b>

The problem of young adults without drivers licenses at their current address is not limited to the

younger college student population. An analysis of the population of 21-24 year olds in the “student intense ZIP codes” also showed a large number of adults aged 21-24 without a drivers license for the ZIP code. Almost 37,000 young adults, 61 percent of those living in these college area ZIP codes, did not have a drivers license for that ZIP code.

**21-24 Year Olds in the 2000 Census and With a Drivers License for the ZIP Code  
for the Top 16 Student-Intensive ZIP Codes in Wisconsin**

<b>ZIP Code (ZCTA)</b>	<b>Census 2000 population 21-24 yr.</b>	<b>With drivers license at this ZIP Code</b>	<b>Without a drivers license at this ZIP Code</b>	<b>% without a drivers license at this ZIP Code</b>
Madison 53703	9,247	2,464	6,783	73%
LaCrosse 54601	5,725	2,938	2,787	49%
Oshkosh 54901	4,669	1,886	2,783	60%
MU-Milwaukee 53233	3,315	563	2,752	83%
UW-Milwaukee 53211	5,037	2,331	2,706	54%
Stevens Point 54481	4,456	1,988	2,468	55%
Whitewater 53190	3,369	928	2,441	72%
Madison 53715	3,197	795	2,402	75%
Eau Claire 54703	4,431	2,220	2,211	50%
Stout 54751	3,365	1,201	2,164	64%
Milwaukee 53202	2,941	1,158	1,783	61%
Platteville 53818	2,105	645	1,460	69%
River Falls 54022	2,442	990	1,452	59%
Madison 53705	3,010	1,681	1,329	44%
Eau Claire 54701	3,198	1,946	1,252	39%
Madison 53706	305	90	215	70%
<b>Total 16 ZIP Codes</b>	<b>60,812</b>	<b>23,824</b>	<b>36,988</b>	<b>61%</b>

**VI. The Number of Unlicensed Adults Is Expected to Grow**

According to population estimates prepared by the Wisconsin Department of Administration, the population of adults aged 18 or older as counted in the 2000 Census is continuing to grow in the state, in part because as older residents die or move away from Wisconsin, they are being replaced by a much larger population of young adults. For example, the population of 65-year olds in the 2000 Census totaled 36,876, while the population of 17-year olds in Wisconsin totaled 81,360.

The Wisconsin Department of Administration estimates the population of Wisconsin residents 18 or over as of January 1, 2004 to be 4,119,320, or a 124,401 increase over the 2000 Census count. Assuming the same annual growth of the 18 and over population, the January 1, 2005 estimate will be close to 4,152,521, or 157,602 higher than 2000 population count.

**VII. Households Without a Vehicle Unlikely to Have Current Licensed Drivers**

Census 2000 special tabulation files for the PUMS (Public Use Microdata Sample) offer detailed data on households in Wisconsin. Of particular interest are those households that do not have any vehicles. Statewide, a total of 371,501 persons, aged 18 and over, were reported in households with 0 vehicles (cars or trucks). These persons were heavily concentrated in the City of Milwaukee, where 87,300 adults were in households without vehicles. While many adults in other households may be unlicensed, it is likely that households where there is **no** car or truck owned by any household member would have much higher numbers of persons without current drivers licenses. As shown in the table below, while the City of Milwaukee has 11 percent of the state’s adult population, it has 23 percent of the adults living in households without a vehicle.

**Wisconsin Voting Age Adults Without a Vehicle in Their Household  
Census 2000 PUMS Files**

<u>Location</u>	<b>Total Voting Age Adult Population:</b>		<b>Adults With NO Vehicle in the Household:</b>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
State of Wisconsin	3,990,736	100%	371,501	100%
City of Milwaukee	425,372	11%	87,300	23%
Milwaukee County Suburbs	268,667	7%	23,831	6%

As seen in the tables below, the number of adults without a vehicle in their household varies greatly by subpopulation. Older adults, for example, without vehicles in their household reflect statewide distributions of this age cohort and show less intense concentration in the City of Milwaukee compared to outstate. The numbers of older adults without vehicles in the household are similar for the City of Milwaukee as for the Milwaukee County suburbs.

**Wisconsin Older Adults (Ages 55 and Above) Without a Vehicle in Their Household  
Census 2000 PUMS Files**

<u>Location</u>	<b>Total Adult Population (Ages 55+):</b>		<b>Older Population With NO Vehicle in the Household:</b>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
State of Wisconsin	1,111,676	100%	149,158	100%
City of Milwaukee	98,902	9%	24,351	16%
Milwaukee County Suburbs	84,872	8%	14,441	10%

Non-white residents show very different patterns of potential impact of drivers license policies on voting. Fully, 60 percent of African American adults in Wisconsin without a car or truck in their household live in the City of Milwaukee.

**Wisconsin African American Voting Age Adults Without a Vehicle in Their Household:  
Census 2000 PUMS Files**

<u>Location</u>	<b>Adult African American Population (Ages 18+):</b>		<b>Adult Afr. Americans With NO Vehicle in the Household:</b>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
State of Wisconsin	327,073	100%	80,034	100%
City of Milwaukee	170,209	52%	47,858	60%
Milwaukee County Suburbs	15,264	5%	3,104	4%

**Wisconsin White Voting Age Adults Without a Vehicle in Their Household:  
Census 2000 PUMS Files**

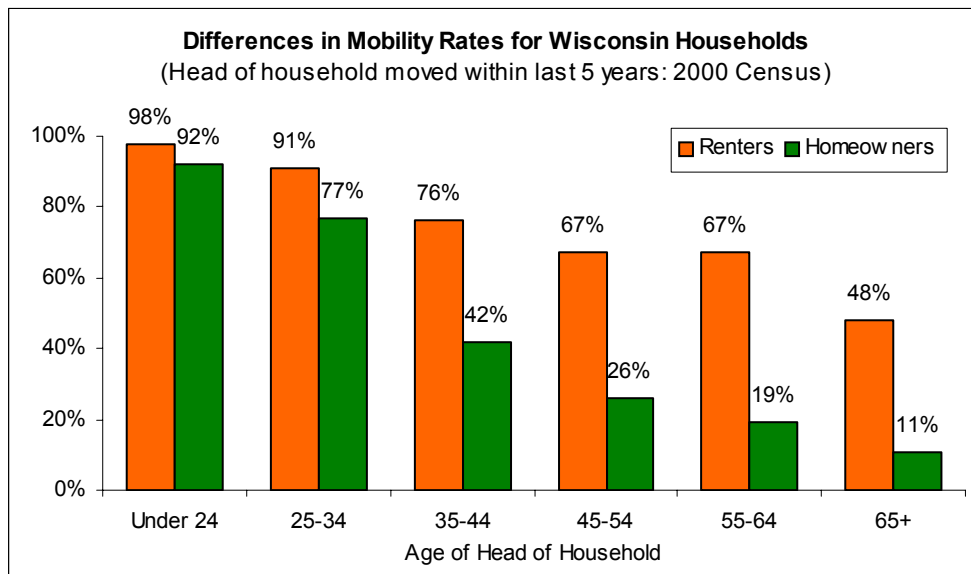
<u>Location</u>	<b>Adult White Population (ages 18+):</b>		<b>Adult White Pop. With NO Vehicle in the Household:</b>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
State of Wisconsin	3,663,663	100%	291,467	100%
City of Milwaukee	255,163	10%	39,442	14%
Milwaukee County Suburbs	253,403	7%	20,727	7%



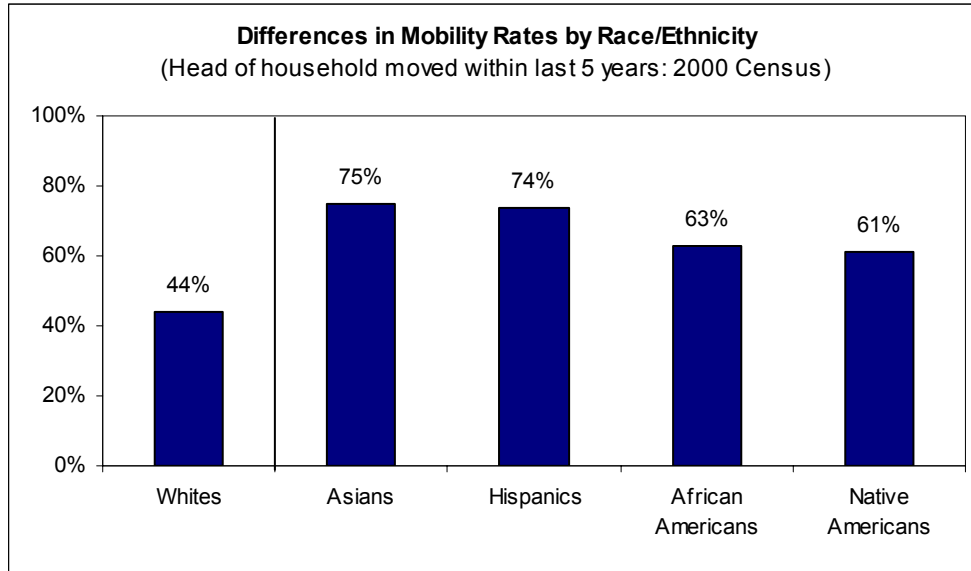
## VIII. Subpopulations Without a Current License or Photo ID Address

Many people move to another residence at various times and for various reasons. As a result, some subpopulations will be less likely to have a Wisconsin drivers license or photo ID with a current address. The Wisconsin drivers license is usually valid for eight years, but many citizens move frequently and may not update their license address each time they move. According to the 2000 U.S. Census, 46 percent of Wisconsin households had moved into their current residence since 1995 or after. This moving population involved 962,425 households. Any of these residents who had not updated their drivers license to their current address would require special processing by the local election board or at the polls. Those most effected by proposals to use the drivers license to verify voters' current addresses would include the following:

1. **Renters.** Seventy-six percent of Wisconsin households who are renters changed their residence between January 1995 and March 2000, and many may have moved multiple times. (By comparison, 22 percent of households owning their own home had moved between January 1995 and March 2000.) Almost forty percent of the renting households moved one or more times in the 2-1/4 year period from January 1999-March 2000.



2. **College students.** As detailed above, college students do not usually contact the Department of Transportation each time they move during their college years and instead maintain their permanent home address on their drivers license.
3. **Minorities.** Mobility rates differ substantially by racial/ethnic groups in Wisconsin. According to the 2000 Census, whites are least likely to move with 44 percent of white households having moved in 1995 or after. By comparison, the mobility rates for Native Americans, African Americans, Hispanics, and Asians ranged from 61 to 75 percent.



**Wisconsin Household Heads Who Moved from Jan. 1995 to Mar. 2000 by Race/Ethnicity:  
2000 Census**

<u>Race/Ethnicity of Householder</u>	<u>% of Household Heads Who Moved from 1/1995 to 3/2000</u>
Whites	44%
Native Americans	61%
African Americans	63%
Hispanics	74%
Asians	75%

4. **Younger adults.** Mobility rates for Wisconsin adults differ by the age of the householder. Statewide, 97 percent of head of households ages 18-24 had moved in 1995 or after. Older adults showed much lower mobility rates.

**Wisconsin Households Heads Who Moved from Jan. 1995 to March 2000: 2000 Census**

<u>Age of Householder</u>	<u>% of Household Heads Who Moved from 1/1995 to 3/2000</u>
Under 25 yr.	97%
25-34 years	84%
35-44 years	52%
45-54 years	34%
55-64 years	32%
65 and older	21%

## **IX. Subpopulations Considered in the Drivers License Analysis**

Drawing on its prior research work using institutional databases and its work studying the use of the Wisconsin drivers license for collection of fines and civil forfeitures, the Employment and Training Institute assessed the extent to which the population of licensed drivers compares to the state's estimated eligible voting population. The research identifies subpopulations that are underrepresented in the drivers license file and who may need separate attention at the polling place. Examination of DOT records and U.S. Census counts of the state population show significant **subpopulations without a current license**.

1. **Persons who use mass transit.** In cities, persons who use mass transit and do not own a vehicle may not have or need a drivers license. The City of Milwaukee will have the largest population of unlicensed residents using mass transit.
2. **Lower income residents.** Some lower income households may find the costs of purchasing, maintaining and insuring a vehicle to be prohibitive. Without a car, they have little reason to obtain a drivers license.
3. **Teenagers who don't own their own car and who have not obtained a license.** While many teenagers obtain a drivers license soon after they turn 16, some do not. In some households the teenager may not have access to a car or may have access to alternative transportation from relatives and friends. In Wisconsin drivers license applicants under age 18 are required to show evidence of completion of a driver education course before receiving their probationary license – a requirement that presents an economic impediment in lower-income households, as free drivers education may not be available.
4. **Senior citizens.** Many older adults give up driving for health or economic reasons. While only 5 percent of Wisconsin seniors aged 65 and older are in nursing homes, many others do not drive.
5. **Women.** Females are disproportionately underrepresented in the drivers license file. Rates of licensing are lower for Hispanic women and for older white women.
6. **Bad drivers.** Persons who have lost their drivers license due to suspensions and revocations include those who lost their licenses for repeat speeding offenses, drunk driving (“DWI,” or “driving while intoxicated”), or drug convictions.
7. **Drivers with unpaid fines.** The vast majority of suspended licenses in Wisconsin are for failure to pay municipal and circuit court fines and civil forfeitures (sometimes called “driving while poor”). The suspension of drivers licenses for failure to pay fines falls disproportionately upon citizens of color in the state, who are both disproportionately poor and also are more likely to be subject to racial profiling. In some cases, college students also will be overrepresented in this population. For example, a student fails to pay parking tickets. The agency (municipality, university, etc.) issuing the ticket pays DOT to put a trap on the student's vehicle license. The fine costs escalate and if the student continues driving with an expired plate may result in a traffic citation.

8. **Non-drivers with suspended licenses.** In Wisconsin it is possible to receive a suspended drivers license even if an individual has never had a vehicle-related ticket or problem. Teenagers cited for being out of their homes after curfew, jaywalking, or underage drinking may have a suspension placed on their “drivers license” even though they’ve never actually had a drivers license.
9. **Persons with medical or vision problems.** Individuals may stop driving or never obtain a drivers license for medical reasons if they or their physician believe that they are unable to drive safely. Others may be deemed ineligible to obtain or renew a license based on their failure to pass the vision test.

This report offers a first-time analysis of the drivers license population by age, gender, race and geography. Future research analyzing driver’s license suspension issues by type of offense or collection problem and the race/ethnicity and residence of the driver should provide additional useful information for voting and other policy issues.

### ***Acknowledgments***

*Research on drivers license suspension and revocation issues is supported by grants from the Greater Milwaukee Foundation and the Helen Bader Foundation. Review comments were provided by the state Department of Transportation staff. Send comments to: John Pawasarat, Director, Employment and Training Institute, University of Wisconsin-Milwaukee, 161 W. Wisconsin Avenue, Suite 6000, Milwaukee, WI 53203. For other drivers license reports, see the Employment and Training Institute website at [www.eti.uwm.edu](http://www.eti.uwm.edu).*

## CENSUS COUNT AND DRIVERS LICENSE STATUS OF YOUNG ADULTS (AGES 18 – 24) IN WISCONSIN

### MILWAUKEE COUNTY

U.S. CENSUS, ages 18 thru 24 in 2002

	TOTAL	WHITE	BLACK	HISPANIC
MALES	48,240	26,151	12,391	6,731
FEMALES	49,116	26,233	14,269	5,562
TOTAL	97,356	52,384	26,660	12,293

18 thru 24 years

VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	19,928	13,917	2,558	2,322
FEMALES	24,201	16,758	4,299	1,813
TOTAL	44,129	30,675	6,857	4,135

18 thru 24 years

PERCENT WITH A VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	41%	53%	21%	34%
FEMALES	49%	64%	30%	33%
TOTAL	45%	59%	26%	34%

### BALANCE OF STATE

U.S. CENSUS, ages 18 thru 24 in 2002

	TOTAL	WHITE	BLACK	HISPANIC
MALES	233,423	206,900	6,222	10,027
FEMALES	220,592	199,522	4,201	7,194
TOTAL	454,015	406,422	10,423	17,221

18 thru 24 years

VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	145,681	134,918	1,562	4,825
FEMALES	163,024	153,173	1,889	2,929
TOTAL	308,705	288,091	3,451	7,754

18 thru 24 years

PERCENT WITH A VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	62%	65%	25%	48%
FEMALES	74%	77%	45%	41%
TOTAL	68%	71%	33%	45%

**CENSUS COUNT AND DRIVERS LICENSE STATUS OF VOTING AGE ADULTS (AGES 18 AND ABOVE) IN WISCONSIN**

MILWAUKEE COUNTY

U.S. CENSUS, ages 18 and older as of 2002

	TOTAL	WHITE	BLACK	HISPANIC
MALES	337,802	230,688	64,091	28,678
FEMALES	381,237	257,722	84,298	24,632
TOTAL	719,039	488,410	148,389	53,310

18 YEARS AND OLDER

VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	222,740	171,809	28,568	13,731
FEMALES	244,245	186,636	40,612	8,950
TOTAL	466,985	358,445	69,180	22,681

18 YEARS AND OLDER

PERCENT WITH A VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	66%	74%	45%	48%
FEMALES	64%	72%	48%	36%
TOTAL	65%	73%	47%	43%

BALANCE OF STATE

U.S. CENSUS, ages 18 and older as of 2002

	TOTAL	WHITE	BLACK	HISPANIC
MALES	1,692,811	1,579,255	29,091	41,103
FEMALES	1,744,759	1,647,897	21,064	30,836
TOTAL	3,437,570	3,227,152	50,155	71,939

18 YEARS AND OLDER

VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	1,399,635	1,336,496	13,365	23,930
FEMALES	1,469,271	1,403,222	13,182	13,768
TOTAL	2,868,906	2,739,718	26,547	37,698

18 YEAR AND OLDER

PERCENT WITH A VALID WISCONSIN DRIVER LICENSE

	TOTAL	WHITE	BLACK	HISPANIC
MALES	83%	85%	46%	58%
FEMALES	84%	85%	63%	45%
TOTAL	83%	85%	53%	52%

**18-24 Year Olds Without Drivers License at Current ZIP Code**  
 (16 Student-Intense ZIP Codes in Wisconsin)

