

“ENHANCED ENFORCEMENT PLAN”

Strategies for reducing Noise and Parties, Underage Drinking and Boom Box violations

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I INTRODUCTION

OVERVIEW

The purpose of this plan is to outline the problems associated with nuisances, code violations, crime and safety issues associated primarily with rental properties. These issues include, but are not limited to, noise and related events, underage drinking, code enforcement violations, and loud car stereo violations. A Plan of Action has been identified to reduce and alleviate the impact of these problems within our community.

HISTORICAL STATEMENT

In 1994, our community residents experienced an increase in crime and nuisance problems in their neighborhoods as a result of oversized and often unruly crowds at residential party events. The neighborhood complaints included speeding cars, illegally parked cars, littering, indecent personal behavior, loud noise and music, underage consumption of alcoholic beverages, fighting, unlawful discharge of firearms, and aggressive behavior towards police officers. The situation escalated with the ban on alcohol use in the Greek organizations on the Florida State University campus causing parties to be moved into residential areas.

An examination of statistical data for 1994 revealed that the Tallahassee Police Department had responded to nearly 7000 noise complaints, 1100 physical fights, and 8600 verbal disputes. In addition, officers documented problems at these party events that included homicides, injuries from falling balconies, large physical fights requiring the use of OC Pepper Spray, sprees of gunfire, and physical resistance and assaults on police officers during these events.

In response to this growing problem, the Tallahassee Police Department introduced the Party Patrol and implemented both policy and procedure measures to aggressively reduce the crime and safety issues associated with these problems. As a result of these efforts, our officers have indicated that the attendance, size, and the violence levels have dramatically decreased at these parties. A comparison of statistical data over the past five years, since the introduction of the Party Patrol, does reveal that the levels of verbal disputes and physical fights have seen a reduction, while the level of noise complaints have seen an increase in numbers.

Problem Type	1994	1999	Percent Change
All Noise Complaints	7000	7818	12 % increase
All Verbal Disputes	8600	6940	19 % decrease
All Physical Fights	1100	885	20 % decrease

An analysis of this information indicates that our efforts have been extremely successful in the reduction of the residential parties that were completely out of control. The size of the parties are smaller, the hosts are generally more cooperative, and the levels of violence have been decreased as a result of these enhanced efforts. However, the data analysis and community sentiment also revealed an emergence in problems that have adversely impacted the quality of life within our neighborhoods.

EMERGING PROBLEMS

While the enhanced efforts have successfully reduced the out-of-control parties resulting in a great benefit to the community, our analysis has also revealed some emerging problems that have reduced the quality of life for our Tallahassee residents.

1. The incidence of nuisance problems, noise, and parties continues to increase in the community. These events are defined as noise and party-related problems where the problem persists repeatedly over weeks and months thus creating a long term nuisance for neighborhood residents. In many cases, the police department has gained compliance at noise complaint locations by giving warnings to the host, only to have the noise continue on other nights resulting in long term nuisance problem for the neighbors.
2. The problem of underage alcohol consumption has emerged as a significant problem within our community, which merits immediate attention. The availability of alcohol to underage persons is most prevalent at residential parties, clubs and retail outlet stores. In fact, our alcohol compliance inspections routinely find at least 35% of convenience stores selling to minors.
3. The emergence of loud car boom box stereos in recent years has resulted in increasing noise complaints from neighborhood residents.
4. Associated with the parties are the complaints from neighborhoods regarding the amount of litter, debris, alcoholic beverage containers, parking, traffic issues, etc. proliferating a neighborhood during and following parties.

II PLAN OF ACTION

MISSION STATEMENT

The mission of the Enhanced Enforcement Plan is to improve the quality of life for community residents through the use of effective educational and enforcement techniques that target problems associated with both noise, party-related problems, and underage possession of alcohol by minors.

OVERVIEW OF OPERATION PLANS

In light of the historical information and the identification of these emerging problems, the Police,

Communications and Neighborhood and Community Services Departments have developed a plan of action to alleviate the impact of these crime, safety and nuisance issues within our community. The Plan is designed to enhance enforcement efforts to address the identified problems. As part of this overall Operational Plan, there are seven distinct operations that are to be directed by individual plans of action.

- Party Patrol Operations
- Loud Car Stereo Critical Enforcement Operations
- Noise Enforcement
- Alcohol Availability to Minors
- Community Coordination and Orientation Education Efforts
- Enhanced Education
- Evaluation Process

1) Enhanced Enforcement Operations

The enhanced enforcement operation coordinates efforts between the Police Department and Neighborhood and Community Services with primary responsibility assumed by the Party Patrol. The goal of the Enhanced Enforcement Operations process is to more effectively target resources to deal timely and effectively with violations of statute and code that create party-related nuisance, crime and safety issues. The Party Patrol is a team of officers specifically designated to target complaints associated with party nuisance, crime and safety issues. The role of the Party Patrol has been greatly expanded to ensure the accomplishments of the Mission Statement. The strategies include:

- Expand the Party Patrol from a weekend operation to a Thursday, Friday and Saturday operation. **(TPD completed task 8/3/00, first weekend resulted in nearly 30 arrests and 40 traffic citations)**
- Expand the Party Patrol to an almost full year-round operation to better address noise and party-related problems. **(TPD completed task 8/3/00, expect to operate most weekends except in the cold winter seasons, when there is a significant reduction in complaints, the cost of the Party Patrol is approximately \$1100.00 per night)**
- Enhance the goals of the Party Patrol to include the reduction of availability of alcohol to underage persons. The Party Patrol will conduct compliance enforcement efforts targeting “on premise consumption” locations (clubs) and “off premise consumption” locations (retail stores). **(TPD Plan starts 8/24/00 and will operate through the Fall semester, another plan will be developed for the Spring)**
- Introduce a “Pilot Program” making cellular phones available to members of the Party Patrol to facilitate cellular rather than onsite contact with victims, thus alleviating the common concern of retribution. An accountability process will be put in place to ensure that the utilization of these phones is

consistent with this plan. **(TPD completed task 8/1/00, 6 phones loaned from Alltel at no cost for this 6 month pilot program)**

- The Party Patrol will aggressively enforce the laws relative to noise violations. Officers encountering obvious violations of the noise laws will take enforcement action, upon the first visit, without the need for an initial warning to the violator. **(TPD Party Patrol started 8/3/00, noticeable increase in arrests thus far for party hosts)**

- Implement enhanced enforcement efforts, in cooperation with Neighborhood and Community Services, Code Enforcement staff. A police and code enforcement officer will visit all problem properties the following morning to insure code violations have been corrected, e.g., parking issues, removal of litter and debris, etc. and to insure the tenants/property owners are informed of the intent to intensify and strictly and severely enforce future violations of statutes and codes. **(TPD and NCS process completed 7/31/00)**

- Implement a process in which rental property owners are advised of police and code actions taken against their tenants and guests.

- Implement a process by which officers/patrols have at hand information relative to the number of visits, regardless of enforcement action or lack there of, taken on previous occasions. **(TPD CAD data available, NCS and TPD will revisit nuisance locations the morning after TPD action and will cite any other code violations still in effect. The information will be provided to TPD)**

- In the absence of the Party Patrol Squad, increase the level of pro-active enforcement by zone officers. **(TPD briefed all officers 7/14/00)**

2) Loud Car Stereo Critical Enforcement Operations

The goal of the Loud Car Stereo (Boom Box) Enforcement Plan is to effectively reduce the incidence of loud car stereo violations. The Enforcement Plan initially will utilize five (5) pre-selected enforcement dates, pre-determined staffing levels, and pre-selected locations to accomplish the objective of education, enforcement and evaluation regarding this issue. The enforcement effort will include both Operations Personnel and Support Personnel. Upon completion of the enforcement dates, the operations plan will be evaluated for possible changes and enhancements.

- Patrol Districts will acquire 25 metal and 30 plastic "Boom Box" signs for neighborhood associations and community members. **(TPD completed task 7/13/00, the signs will be post mounted next to the crime prevention association signs, when inventory is depleted, residents will be directed to the original vendor, Traffic Engineering has agreed to mount at no cost, the same process as the crime prevention association signs)**

- Patrol Districts will acquire three 3 foot squared "Noise Enforcement Zone" signs for use by Directed Patrol officers at enforcement locations. **(TPD completed task 7/7/00, they are used on our Boom Box DP operations, the signs were made by Traffic Engineering and read in bold print "Noise Enforcement Zone" with different slogans at the bottom such as "Turn it Down and Slow it Down")**

- Patrol Districts will include neighborhood association leaders in the installation of the new noise signs. **(TPD organizing for 8/17/00 photo op with media attendance)**
- Patrol Districts will formulate an enforcement operations plan identifying ongoing enforcement efforts and periodic enhanced enforcement dates and locations. **(TPD Plan is complete with 3 remaining dates 8/17, 8/24, 8/25, each night involves Patrol and Support Personnel with some 35 officers on each night)**

3) Noise Enforcement Operations

The goal of this operation is to reduce party-related noise problems. The Patrol Watch Commanders will provide specific directions to zone patrol officers and supervisors regarding the priority of this mission.

- Officers will undertake a pro-enforcement policy to reduce noise and party related problems. **(TPD Memorandum 00-418 and 00-468)**
- Officers encountering flagrant violations and nuisance problem locations will take immediate action without the need for warnings to the violators. **(TPD completed task 7/6/00, noticeable increase in enforcement arrests)**
- Implement enhanced enforcement efforts, in cooperation with Neighborhood and Community Services, Code Enforcement staff. A police and code enforcement officer will visit all problem properties the following morning to insure code violations have been corrected, e.g., parking issues, removal of litter and debris, etc. and to insure the tenants/property owners are informed of the intent to intensify and strictly and severely enforce future violations of statutes and codes. **(TPD and NCS completed process 7/31/00, details have been worked out to report locations and for response each weekend)**
- The Party Patrol will aggressively enforce the laws relative to noise violations. Officers encountering obvious violations of the noise laws will take enforcement action, upon the first visit, without the need for an initial warning to the violator. **(TPD Party Plan started 8/3/00)**

4) Alcohol Availability to Minors

The Alcohol Compliance Inspections Plan consists of various forms of underage alcohol enforcement. The goal of the program is to effectively reduce/eliminate the availability and possession of alcohol by underage persons. Each of the packaged Directed Patrol (DP) Plans contains comprehensive instructions and procedures for each type of enforcement strategy. The packaged DPs address enforcement strategies such as unlawful sales by retail outlets, unlawful sales/possession at on premise locations, "shoulder tap" operations at on-premise locations, and proactive patrols of neighborhood areas for alcohol violations. The enforcement strategies include the following:

- Patrol Districts will develop pre-formatted Directed Patrol Plans that target compliance enforcement at “on premise” clubs and “off premise” retail outlets. The Directed Patrols will be made available to Patrol, COP, and Party Patrol. **(TPD task completed 7/13/00, there are 5 formatted plans which will be deployed on these operations for convenience stores, bars, and restaurants, this is a partnership with the state beverage agents)**
- Implement a plan for consistent enforcement of alcohol laws at both “on” and “off” premise alcohol locations. The goal being to bring about a high level of compliance (90%) during these DP operations, thus reducing the availability of alcohol to underage persons. **(TPD task completed with first operation on set for 8/24/00, afterwards letters will be sent to all store managers reporting the clerks who properly card and those who are arrested, then the beverage agents send violation notices to the store, which impacts the alcohol license)**
- The Party Patrol will direct attention to neighborhood parties with a “No Tolerance” policy for underage possession of alcohol. **(TPD Party Patrol briefed on 8/3/00, we have increased our enforcement in neighborhoods)**
- All district patrol officers will receive an orientation regarding the priority of the “No Tolerance” policy for underage alcohol violations. **(TPD task completed on 7/6/00)**
- The Bar and Lounge Team (BLT) will conduct consistent administrative inspections of alcohol sites to ensure compliance to alcohol laws, code rules, and fire/safety ordinances. **(TPD task has 8/17/00 deadline)**

5) Community Coordination and Orientation Plan

The goal of the community coordination and orientation plan is to effectively solicit assistance and participation in the enhanced information process by coordinating, informing and involving other agencies, governments, organizations and jurisdictions.

The Community Orientation process involves extensive interaction with the media, various city departments, the judicial process/system, and partnerships:

A. Media Orientation

The Public Information Office will produce a "Media Release" detailing the goals and objectives of these operational plans. The Communications Department shall ensure that all television, radio, and newspaper sources are provided with this information. A special emphasis will be placed on all media sources catering to student-oriented and younger audiences. In addition, members of the media will be offered the opportunity to accompany officers during the car boom box enforcement and party patrol enforcement operations. Interviews will be offered by staff for television and radio talk shows, television and print interviews, and other media requests. Press conferences will be strategically scheduled to provide continued information to the public regarding noise and party-related problems, underage drinking, boom box violations, and false alarms.

(TPD media orientation is on-going, press conference held 7/6/00; Our PIO and city PIO will work with our Quiet Storm team to utilize all mediums: WCOT, utility inserts, city page in the Democrat, all media, and seminars in front of organizations such as the Greeks)

B. Department Staff Orientation and Participation

The **Police Legal Office** will produce a Legal and Procedures Bulletin that will detail applicable laws, appropriate probable cause statements, recent case law information, and appropriate evidence procedures. The Legal Office will ensure that the bulletin contains all appropriate information to enhance the enforcement abilities of the field officer and the communications staff. The State Attorney's Office and the Property Evidence Section will be consulted to obtain their input into these enforcement efforts.

(TPD task completed 7/5/00, bulletin has been completed and issued to all personnel)

Police representatives will ensure that the Juvenile Assessment and Receiving Center, the Leon County Jail, the County Court and Judicial system, and all local law enforcement agencies are made aware of the scope of this operation. The University Police Departments in particular may provide significant assistance in regards to participation in mutual aid Directed Patrols. The Alcohol, Tobacco, and Beverage Department will also provide an invaluable role in the compliance enforcement efforts targeting availability of alcohol to underage persons.

(TPD task to be completed 8/15/00)

The **Police Communications Section** will receive a training session that will detail all pertinent information to be obtained from complainants in regards to processing a call for service that is related to a noise or disturbance complaint. It is essential that the complainant understand the importance of officer contact in these types of incidents. The contact may be in person or via cellular phone, but the officer must have the opportunity to speak with the victim to verify the complaint. The training session will include the legal bulletin, operational plans, and a verbal briefing of the mission statement. The involvement of the Communications Center staff will be critical to successfully attaining the goals of the operation plan. In addition, the Communications Center will implement enhanced dispatch codes for noise complaints, such as "22N" for noise and "22P" for party calls.

(TPD task completed 8/10/00 with a checklist and information given to all supervisors and communications operators regarding the new strategies)

The **Patrol Districts** will assemble a team to produce an "A to Z" Guide addressing the enforcement of Quality of Life issues. The goal being to bring about consistency and priority to those issues that have a negative impact on the quality of life for our residents. Some examples include false alarm enforcement, noise enforcement, party related offenses and enforcement, barking dog complaints, trash complaints, parking violations, etc. The guide would include legal information, State's Attorney recommendations

on enforcement, procedures for enforcement and answers to common questions. The notebook must be easily formatted for future updates and additions.

(TPD has expanded this project to include several issues and it's deadline to late in the year)

Neighborhood Preservation, Code Enforcement Division, in partnership with the Police Department, will coordinate the process of enhanced enforcement of code violations relative to party-related incidents the morning following police action at a location. Each weekend morning at 8:00 a.m., a Code Enforcement Officer and a Reserve TPD Officer will meet with the watch commander at TPD headquarters and investigate any party-related code violation issues from the preceding night. The Code Officer and the Reserve TPD Officer will contact the violators that morning and will take appropriate action to resolve any outstanding code violations and educate the violator about the consequences of further code, criminal and safety infractions. The residents will be advised that future visits to the location will result in immediate enforcement. The Code Enforcement Supervisor will provide informational brochures and upon request, provide training to patrol squads regarding their role. The Communications Center will implement special codes for use by officers to notify the Code Team, such as disposition "511" for nuisance violations.

(TPD/NCS task completed - Enforcement will be ongoing)

C. Community Partnerships

It shall be the objective of the Tallahassee Police Department to continue the development of partnerships with community and government organizations to resolve these problems in a collaborative manner.

· Partnership for Alcohol Responsibility (PAR)

The PAR organization is funded through a grant by the Robert Wood Johnson Foundation and the American Medical Association to build community partnerships that will result in the reduction of alcohol by underage minors. The PAR organization divides the objectives between committees such as community policy, media policy, university culture, and alternative events. The organization is actively working to change campus culture, restrict bar special and advertisements, develop alternative events, and implement policies with student input that promote responsible consumption.

(TPD Partnership is actively on-going with objectives set for topics such as alcohol advertising, bar density, alcohol free events, university and community policies, and increased disciplinary actions; this has been a very productive partnership)

· University Partnerships

The Police Department has partnered with Florida State University, Florida Agricultural and Mechanical University and Tallahassee Community College to increase the level of student accountability for violations of the student conduct code. Our agency provides arrest information of all students to the

appropriate institution who then mandates the appearance of the student before a judicial affairs office. The Administrative Sergeants shall provide information to the patrol officers to emphasize the importance of this partnership in bringing about a long term solution to these issues.

(TPD provides a total of 25-50 arrest tickets between all 3 institutions every week)

· Diversion Program Partnerships

The Police Department will convene discussions regarding the content of "Diversion Programs" for first time offenders. The State Attorney's Office and the University Judicial Affairs Office both utilize diversion oriented programs for first time offenders to offenses such as possession of alcohol by minor. A discussion will be convened between both groups to maximize and compliment the effectiveness of these diversion options.

(TPD has a meeting set with FSU Dean of Students for 8/18/00, FAMU to follow and FSU will be processing all TCC sanctions, we have tentative approval that will culminate in all first time alcohol offenders attending our TPD SAFE program, which will include a Party Patrol Q and A session. We are working with PAR to alter the State Attorney's Diversion Program to include Driver's License suspensions and increased fines/community hours; the mandatory attendance at SAFE represents the first time this will have been implemented in a university setting, so there will be much attention)

· Office of Juvenile Justice and Delinquency Program Grant Funding

The Tallahassee Police Department will seek grant funding opportunities from OJJDP and other available sources to sponsor alcohol compliance inspections for the reduction of alcohol availability to underage persons.

(TPD task pending, as next grant funding cycle is June 2001)

6) Education Component

The educational component will provide information to neighborhood associations, law enforcement agencies, criminal justice agencies, city department employees, community groups, business associations, rental property owners, realtors, management companies, apartment associations, the news media and effected student-oriented organizations; such as off-campus housing, Greek organizations, and student government groups. The Police, Communications, and Neighborhood and Community Services Departments will participate and assist in the development and coordination of the education component of the program to include, but not be limited to the following:

- develop letters to be mailed to rental property owners, realtors and management companies outlining codes, policies and procedures effecting rental properties associated with party-related crime, safety and code violation issues.
- develop letters, flyers, etc. to be provided to rental property owners, realtors, and management companies for copying and distribution to new tenants.
- develop letters to be mailed to neighborhood associations for distribution in newsletters and at neighborhood meetings advising of the process for registering complaints of problem locations and situations.
- develop letters, to be provided to neighborhood residents for their use and distribution to new residents of rental properties, that outline neighborhood expectations.
- develop press releases, press conferences, news articles, information and videos, etc. to be provided to the media for use in educating the public of issues, codes, statutes, policies and procedures. **(TPD has actively been involved in the media side with articles for COPNotes, newspapers and trade magazines, our strategy with PAR will be to highlight an issue each week for media release in order to keep this issue active, our efforts were highlighted at the statewide conference addressing college binge drinking problems on July 26th in Boca Raton)**
- produce an information brochure for distribution for use by members of the Police Department and other law enforcement groups. **(TPD has produced the Party Patrol flyer that has been distributed to college apartment complexes and will be used at the Student Connection)**
- participate directly in the “Student Connection” orientation event being hosted at the Tallahassee-Leon County Civic Center on August 18th through August 27th, 2000. **(TPD task complete and awaiting event, we have prepared a large display highlighting party problems and our enforcement plan)**
- ensure all involved City employees receive an overview orientation regarding the goals and objectives of these strategies. Supervisors, patrol squad and code enforcement officers should have a clear understanding as to the need for these strategies and the anticipated results of the plan. **(TPD staff have been briefed on the components and issues relative to the plan, as part of our transition to a pro-enforcement response to these problems)**
- develop an “A to Z” Guide addressing the enforcement of Quality of Life issues. The intent being to bring about consistency and priority to those issues that have a negative impact on the quality of life for our residents. Some examples include false alarm enforcement, noise enforcement, party related offenses and enforcement, barking dog complaints, trash complaints, parking violations, etc. The guide would include legal information, State’s Attorney recommendations on enforcement, procedures for enforcement and answers to common questions. The notebook must be easily formatted for future updates and additions. **(TPD has expanded this project and the deadline for completion is later this year)**

7) Evaluation Process

Assigned representatives of the participating city departments will implement a process to evaluate the effectiveness of the overall Operations Plan in terms of reducing noise, party-related problems, code violations, underage alcohol possession, and loud car stereo violations. The evaluation process will provide for periodic participation in the review process by representatives of neighborhood associations, student organizations, property owner/landlords, management and realty companies. Through these review processes recommendations will be defined for any future policy and procedure changes that would contribute to an effective reduction in these problems within our community. **(TPD will complete an evaluation process in January 2001 making comparisons of data and projects for successes and failures)**