



# Downtown "Cruising" in Major U.S. Cities and One City's Response to the Problem

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# Downtown "Cruising" in Major U.S. Cities and One City's Response to the Problem



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# FOREWORD

**B**oise, Idaho has, in recent years, begun extensive renovation of its downtown area in an attempt to revitalize business opportunities in the city's core. The political leadership of the city and some citizens have voiced concern over the impact on business of large numbers of young people "cruising" in the downtown area.

This report is divided into sections dealing with the three major phases of the cruising study in Boise. Phase I discusses a national mail survey conducted by the Boise Police Department Planning Unit and on-street interviews with local cruisers. Phase II focuses on a citizen's committee appointed by Boise Mayor Dirk Kempthorne to formulate recommendations for addressing the local problem. Phase III looks at the implementation of those recommendations.

This document does not purport to offer any single solution to a concern voiced by many communities around the country. Rather it attempts to show the range of possible solutions and document the efforts of one community to look at the problem from all sides and arrive at a consensus solution. This document looks at the Boise experience from the Summer of 1988 through early 1990. We have not arrived at a solution that is totally satisfactory to all concerned, but the community continues to work toward that end. If nothing else, this experience has given valuable insights to the benefits of police department interaction with the community to address community concerns.

Any questions on the survey or this report may be directed to Sergeant Mike Worley, Boise Police Department, Planning Unit, 7200 Barrister Drive, Boise, ID 83704, 208-377-6662.

## HISTORY OF CRUISING IN BOISE

The City of Boise, like many other cities, has a concern with young people parking and cruising on Friday and Saturday nights. The problem usually occurs after 9:00 p.m., and is most obvious on warm Spring, Summer and Fall evenings.

In the early 1940's, the trend toward driving for pleasure became more available to teenagers. With easier access to cars, cruising became a popular pastime. Drive-in restaurants were the places where everyone would meet. In Boise, two drive-in's anchored each end of the route that the cruisers used and Main Street became the primary route to "drag". During the 1960's, other drive-ins became popular and Fairview Avenue became the street to cruise.

In the early 70's drive-ins lost their popularity on the "Cruising Scene", however the pattern had been established. If you were young, had a car and friends, you cruised; it was the accepted American pastime. Even the movies helped promote the craze, with "American Graffiti" bringing a whole new generation of youth back to cruising after the slump of the gasoline shortage. The young drivers from surrounding cities of Nampa, Caldwell, Em-

mett, Mountain Home Air Base, and surrounding rural areas came to cruise the "Big City". In the late 1960's, the north/south streets were incorporated into a one-way network, fine tuning the "drag" into a circular motion. This basic cruising route remains today.

For years cruising the downtown has seemed like nothing more than innocent fun or youths' rite of passage - a place to show off cars or friends, and a chance to meet in an unsupervised environment. Most of the adults in the community ignored cruising until crossing a street on foot or leaving a parking place became difficult because of the constant stream of cars.

### THE SITUATION IN 1988

The simple problems had become intolerable to some. Reports ranged from citizen harassment, vandalism, and underage drinking, to littering and urinating in public. Windows had been broken and empty business parking lots were trashed. Several

downtown businessman and many citizens indicated they felt it was time for a change.

The Police Department responded by increasing downtown patrols on Friday and Saturday nights during the warm weather. Motorcycle and foot patrols were also added. The enforcement did not stop the cruising in the downtown area but it did contribute to more control of the problems associated with cruising. Some felt it brought the cruise problem to tolerable levels. In particular, the use of motorcycle patrols had a measurable impact on congestion. However, with budget limitations it became difficult to keep enforcement manpower at such levels in the downtown area. Handling the problem with existing on-duty manpower became the norm.

In the Spring and Summer of 1988, the primary streets were under construction during the renovation of the downtown area and traffic flow already disrupted. It seemed a perfect time to develop a program to minimize the cruising problem.

# PHASE I

## The National Survey

**I**n July of 1988 the Planning Unit of the Police Department began developing a survey questionnaire to solicit some solutions other cities have developed to deal with the cruising problem. This questionnaire was mailed to the police departments of 435 cities with populations of more than 50,000 throughout the United States on October 4, 1988. The mailing included a stamped, self addressed envelope, to help improve the return of the responses. The mailing also included a request for any additional information on programs used to deal with similar situations.

229 departments, or 52.6% of the those contacted replied. Three other cities which were not surveyed, learned of the survey and submitted information. This document is a summary of those replies and the efforts of a citizens committee to provide viable solutions to the perceived problems. The responses were overwhelming; many sent our envelopes back brimming with information. Others sent large manila envelopes filled with ordinances, laws, alternatives and pamphlets.

After reviewing the results of the survey, we found the responses of cities were as varied as the number of cities surveyed. Some cities state that they do not have a cruising problem, or that they do not consider cruising to be a problem. Most of the cities have increased their manpower in cruising area's

at admitted high costs. One city formed a local tax district to pay for the cost of policing the area, and others have been very imaginative in their approach to solving their problem.

It is interesting to examine the cities that have used an open approach to their problem. Topeka, Kansas, is trying to find an alternative cruising area that appeals to the cruisers and does not conflict with the area businesses. Arlington, Texas has rented a college parking lot and provides portable restrooms, and officers for security. They also clean the area the next day with help from "community services". We noted that the only cities that appear to have made a permanent change in the cruising problems are those that are willing to accept something new. These cities feel that cruising is a community problem rather than just a law enforcement problem.

Many cities have joined representatives from city administration, law enforcement, citizens, judges, and young people to create a solution that satisfies their community. One city feels that the presence of the youth in their downtown area is evidence that their downtown is alive and well.

This summary makes no attempt to propose a solution to the "cruising problem". It is a compendium

of ideas from which police departments and communities may draw a suitable solution.

On the following pages are a summary of the survey conducted of cruisers in downtown Boise and highlights of the replies received from other departments, arranged by type of response to dealing with cruising.

## SURVEY OF CRUISERS

In an effort to hear from our local cruisers, we conducted a survey in the downtown area of Boise. Two volunteers from the Boise State University Internship Program, Marti Armfield and Cliff Cummings, donated their time to the project.

They surveyed cruisers during two separate weekend nights in October, 1988. About 80 young people were surveyed. Their ages ranged from 19 to 21. This age group represents a mid-point of the estimated age group present on a typical night downtown. The results were:

### A. Reasons stated for cruising

1. An unsupervised environment
2. Too young for local bars
3. A place to socialize with friends
4. Display driving ability
5. Compare choices of "transportation"

### B. Changes cruisers would like to see

1. Availability of public restrooms
2. More trash cans in the downtown
3. Opened parking lots

4. Better lighting in parking lots

5. Supervised drag strip

An estimated 80% of our local cruisers stated that their parents knew and approved of their cruising in the downtown area. They concluded that their parents preferred the downtown area because of the supervision of Patrol Officers.

Most of the youth surveyed drive their own cars and cruise the loop more than 10 times in an evening. They then park and meet with friends in available open parking lots. Depending on the weather, this activity occurs on all Friday and Saturday nights from late February to early November.

The cruisers admitted that they could help the situation they created in the downtown area. Of the individuals surveyed, the consensus is that they are willing to meet the city half way to resolve the problems created by their presence in the downtown area. The majority would be willing to try new ideas rather than lose the downtown area to cruising.

Those surveyed made it quite clear that, if an ordinance were enacted making it unlawful to cruise the downtown area, cruising would simply move to other areas of our city<sup>1</sup>. They continued by stating that they would move to other areas in the city, until their activities covered the entire city and residential areas.

## SUMMARY OF REPLIES TO SURVEY

Following are summaries of information provided in response to the mailed cruising survey. Responses are grouped according to the major emphasis used by each department in dealing with their

<sup>1</sup> It is an observation of some officers working the downtown area that we are not dealing with single individuals, but a relatively organized group of young adults. They have the ability by word of mouth and a network of CB Radios to communicate within their own ranks. This ability allows them to rally, organize, agitate or just watch the police activities. It is also the estimate of some patrol officers working the downtown area that about 65% of the cruisers are Boise residents. The remainder come from surrounding cities and counties.

cruising problems. Following each section is a brief synopsis of the information presented.

In most cases, the phrasing used here is as it was received from the replying departments.

## CRUISING ORDINANCES

### ● Eugene, Oregon

The City of Eugene had a large cruising problem. They stated that they had tried every possible solution, such as five motor officers, traffic diversions and signal changes. Eugene finally achieved the results they wanted, with the enactment of a cruising ordinance.

The purpose of the ordinance was to prohibit the repeated driving of a motor vehicle along and across one portion a congested public thoroughfare. This was enacted between the hours of 10:00 p.m. and 5:00 a.m. No vehicle is allowed to pass a designated sign no more than two times. At that time a written notice shall be issued to the violator. It states:

*YOU HAVE BEEN CITED FOR VIOLATION OF SECTION ---- OF EUGENE CODE, FOR REPEATED PASSAGE OF A MOTOR VEHICLE ON OR ACROSS A TRAFFIC CONGESTION THOROUGHFARE. IF THE VEHICLE YOU ARE DRIVING IS AGAIN DRIVEN ALONG OR ACROSS THIS TRAFFIC CONGESTED THOROUGHFARE IT WILL BE IMPOUNDED AND TOWED AT YOUR EXPENSE OR THE EXPENSE OF THE OWNER OR OTHER PERSON ENTITLED TO POSSESSION OF THE VEHICLE.*

Eugene's cruising is now under control. They have had no more problems this summer, after this ordinance was put into effect.

### ● Everett, Washington

The Everett Police stated that cruising was taking up about 8% of their activity, with about 4,000 to 5,000 cruisers per weekend night. After the ordinance signs were posted in Fall 1987 they ex-

perienced a dramatic drop in cruising. Now, a year later, the cruisers have disappeared.

The ordinance reads that cruising is a misdemeanor and may be punishable by a fine not to exceed \$1,000.

*NO CRUISING AREA - No person shall drive or permit a motor vehicle under his care, custody or control to be driven past a traffic control point more than two times in the same direction of travel within a two hour period in or around a posted "No Cruising" area.*

### ● Harrisburg, Pennsylvania

The City of Harrisburg has a cruising ordinance that has been in effect since 1986. This ordinance prohibits the repetitive unnecessary driving of motor vehicles, also known as cruising, in a designated area of the city.

*CRUISING IS DEFINED AS: driving a motor vehicle on a street past a traffic control point, designated by a police officer, in the designated area under conditions which traffic is congested at or near the control point, three or more times within any (2) hour period from the hours of 8:00 p.m. to 4:00 a.m. Passing the control point a third time under the same conditions stated herein shall constitute cruising and therefore a violation of this ordinance.*

*Exclusions include official emergency vehicles, taxi cabs for hire, other commercial or passenger vehicles being driven for business purposes, and for residents of the designated area who are traveling to a specific destination.*

### ● Knoxville, Tennessee

Knoxville has an area called the "Strip" which borders the University of Tennessee campus. They saturate it with officers between the hours 8:00 p.m. to 2:00 a.m., enforcing the existing laws as they see them, including trespassing, open containers and traffic violations.

The city has recently passed a cruising ordinance, however, merchants have asked the Police Department not to use the ordinance because of the effect it may have on their businesses.

*ORDINANCE STATES: a fine of \$50 for those who pass a traffic control point more than three times.*

● **Los Gatos, California**

The City of Los Gatos enforces an Anti-Cruising Ordinance that has been in effect for over two years.

The ordinance states.

*CRUISING PROHIBITED: Cruising in the Central Business District shall constitute an infraction.*

*PENALTY FOR CRUISING: THE MINIMUM PENALTY FOR A FIRST CONVICTION OF CRUISING IS A \$100 FINE; FOR A SECOND CONVICTION WITHIN ONE YEAR, A \$200 FINE; FOR A THIRD OR SUBSEQUENT FINE \$250.*

*CRUISING IS DEFINED AS: Driving a motor vehicle on a highway past a traffic control point designated by a peace officer, under conditions in which traffic is congested at or near the control point, three or more times within a two-hour period, after having driven past said control point twice within the same period and having been given written notice after the second time that after passing the control point the third time will constitute a violation of this section.*

Los Gatos reports that the results of this ordinance is due to the combined efforts of merchants, residents, community members and the Police Department.

● **Livermore, California**

The City of Livermore was once a very popular community for cruising. Flyers advertising cruising were distributed throughout the area. The Police Department was continually developing operational plans to cope.

Barricades were set up, traffic re-routed and officers were assigned to the area. Eventually a "cruise" ordinance was enacted into law. Since the implementation of the ordinance the cruising problem has become nonexistent.

*The ORDINANCE STATES: Cruising is driving a vehicle past a traffic control point three or more times in one direction within a three hour period. These area's are referred to as "CENTRAL TRAFFIC AREA'S"*

*After having driven past the CENTRAL TRAFFIC AREA two times within the same period and having been given written notice after the second passing. The third time that they pass the control point will constitute a violation of the law.*

*The penalty for the first conviction shall be no less than \$25, second conviction within a year no less than \$75 or more than \$200.*

● **Mesquite, Texas**

The City of Mesquite passed an ordinance which makes it a violation of the law to pass a designated police checkpoint three times within a two hour period. The enforcement action included installation of signs which designated the cruising area and states the violation and the fine.

Enforcement was accomplished by placing police officers at locations within the cruising area and establishing a police checkpoint. The vehicles are not stopped or detained at the checkpoint. The police officer uses a portable lap-top computer and enters license numbers of vehicles as they pass. The program records the time and license number of all vehicles entered. If the vehicle passes three times the computer displays the license number and the times that the vehicles have past though the checkpoint, then signals the police officer of a possible violation.

When the officer returns to the station, a complete list of license numbers, times and locations can be printed for use in court. Posted signs read:

*ENTERING NO CRUISING ZONE 8:00 p.m. - 4:00 a.m. MAXIMUM FINE \$500. IT IS ILLEGAL TO PASS THIS CONTROL POINT 3 TIMES WITHIN A 2 HOUR PERIOD.*

The City of Mesquite now has their cruising problem under control.

● **Newport Beach, California**

Newport Beach is a geographically diverse city with six islands and a three mile long peninsula. This peninsula is fed by a single roadway and is a popular cruising area. The resulting traffic gridlock presents a public safety risk due to potentially increased response time for emergency vehicles and personnel.

A program, designated the City Cruising Control Ordinance, was developed and passed to control cruising in this area. This program involved careful selection of a turnaround location where cruising control advisement signs were posted. The program also included a computer, and twelve officers to man the operation.

The license plates of all vehicles are entered into the computer. The computer alerts officers upon "seeing" a plate a second time. The driver is then cited for the violation. The department has operated this checkpoint on and off for a period of two years, and feel they have received good results with this type of enforcement.

● **Oceanside, California**

Oceanside Traffic Code was amended to regulate cruising on certain streets. The beginning and end of the portion of streets within the Beach Area is clearly identified by signs which briefly and clearly state the provisions of the cruising ordinance. The written warning reads as follows.

*WARNING!*

*YOU AND YOUR PASSENGERS ARE HEREBY NOTIFIED THAT THIS VEHICLE IS BEING DRIVEN THROUGH A TRAFFIC CONTROL POINT WHILE CRUISING CONTROLS ARE IN EFFECT. IF WITHIN TWO HOURS OF THIS NOTICE THIS VEHICLE PASSES THIS CONTROL POINT AGAIN, IT WILL CONSTITUTE A VIOLATION OF OCEANSIDE TRAFFIC CODE SECTION 12.5, PUNISHABLE BY A FINE NOT EXCEEDING \$250 FOR EACH VIOLATION.*

● **Richmond, California**

The City of Richmond adopted a cruising ordinance to control their problems of cruising. In the past they were able to keep the problem under control with saturation of patrol vehicles, citations for traffic violations and trespassing laws.

The traffic cruise ordinance states that no vehicle shall pass a posted traffic control point twice within the same two-hour time period. This law was enacted in October of 1985 and has put a halt to cruising in their town.

● **Sacramento, California**

Sacramento declared an emergency ordinance relating to cruising on March 22, 1988. This ordinance stated that cruising was prohibited in zones posted with "No-Cruising" signs. Violation of this ordinance is an infraction with minimum penalty for a first conviction is a \$100 fine. A second conviction within a year is \$200, and for a third conviction within the same year, the minimum penalty is a \$250 fine.

A patrol officer monitors a "Traffic Control Point". He may then issue a written notice to any person operating or occupying any motor vehicle passing a traffic control point within the next succeeding four hours. At that time it will be considered a violation of the cruise ordinance.

● **Santa Rosa, California**

The City of Santa Rosa uses a curfew restriction and a cruising ordinance to control the cruising problem in their community.

The restriction states:

*10-16.010 Loitering--Curfew restriction. It is unlawful for any minor under the age of eighteen years to loiter, idle, wander, stroll or play in or upon public streets, etc.-- between the hours of 10:00 p.m. and daylight unless accompanied by an adult.*

*10-16.020 Loitering--Parents Responsibility. It is unlawful for any parent or guardian to allow a minor under the age of 18 to loiter, etc in violation of Section 10-16.010*

Cruising is prohibited in the city core of Santa Rosa. The cruising ordinance is enacted when a person has driven a motor vehicle past the same traffic control point two or more times within a two hour period. Violation of this ordinance shall result in.

A. written notice after passing control point the first time

B. after the second time a fine not to exceed \$100.

C. the second offense within a year \$200., the third offense not to exceed \$250.

#### ● Seattle, Washington

The City of Seattle has enacted a cruising ordinance defining cruising and traffic congestion areas. It also prohibits cruising during certain times, and considers a violation of this ordinance a traffic violation.

The Chief of Police can declare any portion of a street or way opened to the public affected by traffic congestion caused in whole or in part by cruising, a "TRAFFIC CONGESTED AREA".

When a street is so declared, officers of the Police Department shall post signs identifying it as a "TRAFFIC CONGESTED AREA". This notifies the drivers that passage of a motor vehicle more than one time in the same direction within a four-hour period is a violation of the law.

Seattle also published a pamphlet, "The Alki Cruisers Guide 170, designed to warn the cruisers of the new ordinances.

#### ● Springfield, Missouri

The City of Springfield has a cruising ordinance which they use to control cruising in their downtown area, however, they did not provide a copy of the ordinance to us.

They did indicate that they cite cruisers that are 17 years old and over using a "Police Complaint Form" rather than a traffic ticket. The violations they cite them for include all traffic violations,

trespassing, loitering, racing, and open container laws.

#### ● Stockton, California

When the Stockton's cruising ordinance became effective May 31, 1988, they publicized it in the local newspaper. It was printed in its entirety with the definition of cruising and the fines involved for violations. They quickly found that the publicity alone seemed to stop most of the cruising problems in the park areas. As a result, they have not yet had to enforce the ordinance.

*CRUISING ORDINANCE states: A peace officer may issue a written notice to any person operating or occupying any motor vehicle passing a traffic control point stating that any subsequent passage past that traffic control point within the next succeeding 2 hours will be a violation of the cruising ordinance.*

Regarding public service sentencing, the convicted person is referred to the Alternative Services Volunteer Program. The person must pay a minimum processing fee of \$15 and chose what community project on which to work. There are over 100 different projects and agencies to which the person can apply, such as the Boy and Girls clubs, zoo, and community parks.

#### ● Vacaville, California

Vacaville took emergency measures to declare an ordinance against cruising June 14, 1988. They proposed the same ordinances as the City of Sacramento, relating to cruising and Loitering. They stated that Sacramento had great success with the new ordinance. The fines were also the same and help the city defray the cost of overtime for officers.

#### ● Compiler's Note on Cruising Ordinances

Many people we spoke with in other departments indicated that, although they have cruising ordinances, they do not actually cite for violations. In many cases, it appears that the threat of citation coupled with a high fine has been enough to eliminate or severely restrict cruising in the designated area.

However, most departments indicated that they did not know where the cruisers had gone, only that they have left the designated area. Some of this displacement is to other cities, which then must deal with the problem. Displacement may also be to other areas of the city, which may be a greater or lesser problem than that occurring in the original cruise area.

The concept of the cruising ordinance has apparently been tested in court in several jurisdictions, meeting with mixed results. Legal enforcement often appears to hinge on the ability of the citing officer to identify not only the vehicle but also the driver. The officer generally must be able to testify not only that the specified vehicle passed the checkpoint in violation of the law, but also that the cited driver was operating the vehicle on each pass that contributed to the violation.

#### Cruising Ordinances — Summary

Most of the cities that have enacted some form of cruising ordinance still have a large force of officers working the downtown area. Cruising ordinances are typically employed in conjunction with trespass and loitering ordinances, as well as other ordinances already in place. A fine system is usually set up with the amounts in "Attention getting" figures. These have been stated to be from \$25 to \$500, with \$250 being the most frequently cited. Several cities have these ordinances in place but choose not to enforce them for various reasons, including fear of the law being unconstitutional and city business community fears that enforcement will drive customers away.

These solutions still require a large number of officers and the expense of additional equipment, such as computers, to work the problem.

### INCREASED MANPOWER

#### ● Altoona, Pennsylvania

About three summers ago the City of Altoona had a cruising problem in the downtown area, which they were able to correct this problem over a period of about six weeks.

They used a special detail of officers assigned to the downtown for a four hour period each night, which enforced all the local ordinances, made legal traffic stops and wrote citations for all traffic infractions.

They were successful with this approach in the downtown area. The only drawback to this was that the cruisers moved to a neighboring borough. This borough was forced by the community to enact a "cruising ordinance".

#### ● Anaheim, California

The main cruise night in Anaheim is the first Friday of every month. Over the past five years, the orderly crowds and street rods gave way to young teenagers and gang members.

To take better control of the situation, the city began to post temporary "No Parking" signs on residential streets 24 hours in advance. Several businesses block off their parking lots on cruise night, and post "No Parking" and "No Trespassing" signs.

The most effective approach was a traffic enforcement unit consisting of nine two-officer police units, with motor officers, two sergeants, and twenty civilian traffic controllers to block off streets and disperse the crowds.

Currently the Traffic Division is exploring the passage of a City Ordinance to allow the Police Department to block city streets to prevent cruising.

#### ● Bakersfield, California

The majority of the cruising problem is within the confines of the downtown area of the City of Bakersfield, approximately a ten block area. When the need arises to increase enforcement, they will involve one of the following;

A. Increased traffic enforcement with solo motorcycles,

B. Increased foot patrol

C. Request identification of persons less than 18 years old.

They also utilize their reserve officers in directing a more intense enforcement program as needed. In the past, they have rescheduled usual work hours to provide saturation enforcement.

Bakersfield also strictly enforces the curfew law. They feel this law helps control the majority of the cruising in their city.

*The CURFEW LAW states that: it is unlawful for any parent, guardian or any adult person having the control, custody or charge of any person under the age of eighteen years, to permit, allow or let said person loiter upon the streets of the city or in places of amusement or entertainment or in other places in said city between the hours of 10:00 p.m. and 5:00 a.m. of any said day.*

#### ● Colorado Springs, Colorado

The City of Colorado Springs has also experienced the problems associated with "cruising" in the downtown area on Friday and Saturday nights. The department has approached the enforcement of this problem in several ways, including assignment of additional officers foot and motorcycle patrol, selective enforcement, and "Directed Activities".

"Directed Activities" include the assignment of officers in the downtown area, and the strategic placement of several "No Parking" signs to assist with parking enforcement. Several parking areas along identified problem streets are marked with signs prohibiting parking between the hours of 8:00 p.m. and 4:00 a.m. This eliminates the large groups along the main streets, however, it does create the problem of the juveniles finding another area to park and hang out.

The problem of cruising has grown worse each year, with this year being the worst ever. As a result, a limited number of officers are able to patrol the area due to budget constraints. The city's Tactical Enforcement Unit was used this summer on a time-permitting basis. The laws enforced were fighting, loitering, failure to disperse, littering, parking on

private property, noise, sitting on parked vehicles and urinating in public.

#### ● Corpus Christi, Texas

When the City of Corpus Christi has a problem with cruising they use increased manpower to control the situation. They deploy the motorcycle unit and also the "mini motor patrol", consisting of six officers assigned to ride moped's. They work the involved area until the problem subsides.

#### ● Davenport, Iowa

The City of Davenport, at random times during the summer months, have a special enforcement program that puts additional traffic officers on the street during nighttime hours.

The officers concentrate on the downtown streets during this period of time. They look for traffic violations, loitering and trespassing on private property. They move the youth from the area's where the most complaints come from.

The officers start this program as soon as the weather turns warm and the problems start. With this approach the young people know from the start that the city will not tolerate unlawful behavior from them. At other times, both patrol and traffic units monitor the area.

#### ● Fremont, California

The City of Fremont feels that they keep their cruising under control by using concentrated police enforcement when the problem arises. If they receive information that the youth will be having a "special cruising" night they simply close the streets off. Closure generally involves approximately a four square mile area.

#### ● Greensboro, North Carolina

Greensboro does not have a problem with cruising in the downtown area. They do however, have trouble in their outlying business area's where there is a congestion of fast food restaurants, shop-

ping centers and entertainment facilities. They have spent many man-hours on this problem.

They have been handling these problems in various ways, including saturated patrol, rigid enforcement of littering, drinking, traffic laws, trespassing, meeting with business men and talking with groups of teenagers at these locations.

The most effective is restricting parking on public streets, between the hours of 10 p.m. and 6 a.m. This restriction is enforced by Tactical Squads, two teams consisting of one sergeant and eight patrol officers. They patrol problem areas and saturate it with manpower for pre-determined period of time. Then they return to the area sporadically as needed.

#### ● Inglewood, California

The Traffic Division of the Inglewood Police Department pulled together all of its "human resources" and conducted task force efforts to stem the negative impact gang members were having on the community. The problems consisted of cruising, speeding, amplified music and drive-by shootings.

Through enforcement of vehicle registration laws and fairly new statutes that allow for vehicles driven by unlicensed drivers to be stored, the task force was able to discourage this undesired conduct.

#### ● Irving, Texas

During the summer months, when school is out, officers are assigned daily eight hour shifts (7:00 p.m. to 3:00 a.m.). They patrol the streets, business lots and city parks known to be gathering areas for young people who tend to gather for the purposes of trespassing, drinking, criminal mischief, and loud and boisterous conduct. During other times the beat officers and solo-traffic officers concentrate on high incident area affected by complaints.

Basic city codes are used in Irving to control minor problems. These include; prohibiting alcoholic beverages in city parks, basic trespass laws and unlawful entry.

#### ● Kansas City, Missouri

Patrols were increased in the area's of the cruisers. This included officers on foot, motorcycle's and patrol cars. Some officers were stationed on store rooftops to direct security to potential trouble spots on the streets.

At this time they do not have a cruising ordinance nor are they planning on one in the future.

#### ● Lakewood, Colorado

The City of Lakewood had a very disruptive cruising problem. The department created a plan called a "Modified Diversion", using forty officers and sixteen vehicles. The public works department provided ninety portable barricades and a truck and driver. The plan cost the city \$8,400 per night.

The basic goal of the plan was to eliminate cruising activities while having minimal impact upon legitimate traffic and businesses. The hours of the diversion was between 9:00 p.m. and 2:00 a.m. on Friday and Saturday night. This was implemented on two consecutive weekends. By 9:30 each night the cruisers had essentially disappeared. Lakewood feels that cruising is no longer a problem.

#### ● Little Rock, Arkansas

The Little Rock police have addressed the problem by placing six motorcycle officers and one Sergeant in a given problem area. Enforcement of loitering, disorderly conduct, drinking, and traffic laws has eased a lot of the pressure. However, without continuous enforcement the problem persist. Cooperation from the judicial officials is imperative in use with the community services.

#### ● Parma, Ohio

Cruising has never become a problem for the City of Parma. If the need does arise for increased law enforcement, the department sends six motor officers for selective enforcement of said area. They issue citations for traffic violations, loitering, trespassing and disorderly conduct. Essentially

they take care of the problems before it has a chance of becoming a problem for the community.

● **Pasadena, California**

The City of Pasadena reports that they have no current problem with cruising, however, their experience has proven that they can and have controlled cruising with increased manpower. The best method they found was to saturate the area with patrol, and use heavy enforcement of vehicle code violations.

● **Roseville, Michigan**

The Roseville Police Department schedules four to twelve officers on overtime to police the cruising problem in their town during a time period roughly between Easter and the end of October. The officers are scheduled to work from 9:00 p.m. to 3:00 a.m., and are given orders to strictly enforce the laws in the problem area.

The officers are requested to write tickets for immediate court appearances (one to two weeks after the ticket date). These immediate court dates pose an immediate fine on the violators so that they can't afford another cruising-related violation, thus keeping them off the streets. Cooperation with the judges is important for this program to be successful since it requires coordination of cost of fines and special court dates for violators.

The cooperation and support of the City Council is needed for the overtime. Actually, for the \$80,000 expended for cruising control, about \$15,000 is returned in fines. This year, 1988, the problem was not as severe and the cost was down.

During the years they have even taken polaroid pictures to use in the documentation of loiterers. These pictures are then used to prove their case in court. News coverage in the local paper warns potential violators of the problem and the strict enforcement.

In the summer of 1988 Roseville Cruiser Detail ran for a total of 20 weekends.

Total violations were 787

Officers worked 1,681 hours

Overtime cost \$53,792

Revenue from fines \$96,095

Net profit for City \$42,303

● **San Jose, California**

Cruisers are a problem for the San Jose downtown area. They use a special enforcement unit which consist of one sergeant and five officers. All violators are cited; businesses chain off driveways, post "No Trespassing" signs, and traffic is rerouted. An anti-cruising ordinance is being reviewed at this time.

● **San Mateo, California**

During the past several years the San Mateo Police Department has tried several approaches in dealing with the cruiser problem.

To date they utilize two techniques to control the problem. Motorcycles are assigned to work the involved area roadway as well as parking lots, on a priority bases. The second approach involves an equipment checks station. In this case, cars which have any equipment violations are escorted to check stations and given complete safety checks along with the appropriate citations. The check stations are set up at various locations and manned by a police officer who is supported by police cadets and reserves.

● **Santa Ana, California**

Santa Ana has more of a problem with parking on private property than a cruising problem, only experiencing traffic congestion when they move the youth out of the lots.

Police have worked with the business owners to help keep the youth off their parking lots by requesting them to chain off their parking lots after business hours.

Heavy enforcement with motor officers and the impounding of as many cars as possible has been

an effective, if costly, solution. They also impound or store unsafe vehicles, and vehicles driven by an unlicensed driver.

#### ● Santa Clara, California

Due to temperate climate the cruising problem in Santa Clara is a year around problem. They have not solved their problem but they have reduced it to a tolerable level.

They do not have a cruising ordinance at this time because they feel it would be too cumbersome to administer with the volume of traffic which they encounter on the "El Camino Real" at peak cruising hours.

To control the cruising problem they increase their manpower with extra patrol and enforce all traffic violations, open container laws, and the state trespassing ordinance.

#### ● Shreveport, Louisiana

When the City of Shreveport has a problem with cruisers they send extra patrol to control the traffic of the downtown area.

The city's Business Association purchased horses for a mounted patrol division of the department. When extra help is needed the Association covers the cost of foot patrol and mounted patrol.

The patrol officers cite the cruisers for trespassing violations, traffic, and loitering. They feel that they can control the cruisers with out any further ordinances.

#### ● St. Petersburg, Florida

The City of St. Petersburg is currently redeveloping a significant portion of its downtown area, experiencing similar problems to the ones in the Boise area.

A downtown Deployment Team was created within their Patrol Operations Bureau to address transient concerns. This unit operates from golf carts, for greater mobility, and are assigned specifically to the downtown area and the new develop-

ments now coming into these boundaries. The team has adjusted to the associated influx of youth by increasing their patrols in the vicinity, patrolling parking lots and assisting in crowd control.

The department also assigns three two-man teams, whose assignments are to respond solely to any incidents involving large groups of youths. When the youths gather at certain lots, the deployment teams work with the owners of the lots and post "No Trespassing" signs. Special assignments are then made to that area and the strict enforcement of that law in addition to selected City Ordinances, takes care of the problem within a week or so. The other ordinances enforced are in reference to alcohol, noise, parking and traffic.

St. Petersburg also has a "Business Crime Watch", which works closely with the city businessmen to help them deter crime.

#### ● Tampa, Florida

The City of Tampa is not presently experiencing the specific problem of young people cruising in their downtown area. There are, however, some locations where young people tend to congregate during nighttime hours, leading to an increased number of complaints and demands for service. This puts a strain on the police department's manpower. The following measures were implemented to help with the situation.

A. Utilization of a telephone report desk manned by civilians. In one year alone, they handled 25,000 complaints.

B. Permitting off duty officers to work extra duty crowd control assignments at certain business establishments. Though performing as a police officer they are paid by the establishment.

C. Placing more emphasis on the recruitment and utilization of Reserve and Auxiliary Officers.

#### ● Virginia Beach, Virginia

Virginia Beach is a seaside resort city that has experienced a cruising problem for 25 years. The current population is 380,000 year around, and host

to about 1,000,000 tourists during a 12-month period. The effected area is 25 blocks of four lane two-way traffic, with prohibited on-street parking. From May 15 though September 15, traffic is virtually bumper to bumper for 15 blocks in both directions.

Virginia Beach does not have a specific cruising ordinance. They do, however, shift forty of their officers to the affected area to supplement those who normally work there. They enforce the laws pertaining to alcoholic beverages, pedestrians use of roads, disorderly conduct, noise pollution, and trespassing.

#### ● Washington, D.C.

The City of Washington does not have a cruising problem. They do have cruising related problems, such as loitering, trespassing and disorderly conduct. When the problems occur in downtown areas, they increase patrol to that area and enforce the laws of the city.

#### ● Wichita, Kansas

When Wichita has a problem with cruising in their city, the Traffic Patrol Section utilizing the following strategies.

A. All of the North/South streets are posted one-way for a certain length of time on peak nights, an officer is stationed at each of the junctions. At the East/West cruising thoroughfares are all diverted North and South.

B. All Downtown left turn bays are blocked off.

C. All drivers licenses are checked which slows traffic severely, and causes the cruisers to voluntarily find other places to go.

#### ● Winter Park, Florida

The City of Winter Park has experienced a cruising problem in their downtown area on Friday and Saturday nights.

To combat this problem they assigned two officers on foot patrol, along with a K-9 officer to keep the

sidewalks free and clear from congestion and to arrest for alcohol violation. Motorcycle officers were also assigned to the downtown area to cite violators for anything from speeding to double parking. The decision was made that no one received a warning, every violation of the law was strictly enforced.

To eliminate congestion, they rerouted the normal traffic pattern of the main thoroughfare with signs such as "Right Turn Only", "Left Turn Prohibited", "Detours", and "One Way". With these measures it was extremely difficult for traffic to transverse the main street.

Winter Park has a program called the School Liaison Program, in which a police officer is assigned to a High School as a teacher. These officers are familiar with a large number of the cruising juveniles, and are extremely helpful in identifying these kids and working with them through the School Liaison Program.

All these methods have proved to be very effective in dealing with cruising in Winter Park. They feel they have the cruising problem under control, and are satisfied with the results.

#### Increased Manpower — Summary

The cities that use manpower to work the problem all do it on a large scale, employing foot patrols and motorcycles to enforce existing ordinances to the fullest. Some cities use off-duty officers in large numbers to work only these problems, while others have formed special units to work cruising problems. The cost of this type of patrol has been quoted at amounts up to \$8,400 per night.

Those cities that do not incur a large additional expense in saturation patrol are those that have a relatively large force in relation to their crime problems and population.

#### OTHER ORDINANCES

##### ● Albuquerque, New Mexico

Albuquerque Police Department has tried to handle their cruising problem in a number of dif-

ferent ways. With cooperation of area businesses, signs stating "No Trespassing - Customers Only" are posted in the parking lots. This allows enforcement of criminal trespass laws, as long as the managers or owners testify that the offender was not shopping at the center at the time of the offense, or that their business was closed.

Each Spring, the Police Department plans for the Summer's activity. Each area command stays on top of the situation and takes enforcement action as soon as the problem begins.

#### ● Anchorage, Alaska

The citizens of Anchorage do not object to cruising. The police however, are very tough on poor driving and excessive speed. They feel that citations tend to keep the young drivers in line and safe. The majority of the parking lots close at 11:00 p.m. and they cite or arrest any trespassers after that time.

#### ● Battle Creek, Michigan

They have found by experience with youth crowds and loitering that enforcement early in the summer months is the only thing that works. Warnings are given from May until graduation (June). From then on, saturation patrols arrest for violations of State ordinances.

#### ● Billings, Montana

Billings has had a problem with cruising for more than 30 years. Since the weekends are the worst, the department overlaps their shifts to assign more officers to the downtown area. The enforcement mostly entails citations for all traffic violations that may apply.

The department has met with business owners to have them post parking lots with no trespassing signs. Some of the owners have hired their own private security companies to patrol their lots.

The city of Billings uses their minor curfew law. If a minor is 14 years old or older and found in possession of alcohol, the "Parent Board" will decide on the punishment or restitution to fit the

offense. The "Parent Board" is a branch of Youth Services.

They have also closed off all neighborhood streets to local traffic only. So they can cut down the amount of traffic caused by the cruisers going around the blocks to get back to Main Street. It took an extensive amount of manpower to get the cruisers to avoid this area of Billings.

#### ● Birmingham, Alabama

Birmingham does not have a cruising ordinance. If a problem occurs, they write citations for unlawful assembly, failure of disorderly persons to disperse, disorderly conduct, public intoxication, and loitering.

#### ● Bloomington, Minnesota

To assist Bloomington Police in their attempts to reduce night-time underage drinking and trespassing in unused business lots, the police request businessmen to fill out a form giving the department authority to post no trespassing signs. They make arrests for criminal trespass, but they do not tow the vehicles.

#### ● Clarksville, Tennessee

The City of Clarksville does not have a cruising problem, however, youths and young adults tend to gather in private parking lots on the weekend nights.

At the present time, police enforce the trespassing and loitering ordinances to clear the lots. They also increase the number of patrol officers working the downtown area.

#### ● Columbia, Missouri

The City of Columbia uses the trespassing ordinances to control the cruisers who park and use the business lots in town. Business owners sign a release for the officers to enforce trespass statutes after regular closing hours. This law and traffic enforcement keeps the cruising under control.

### ● Fargo, North Dakota

The City of Fargo, does not have a cruising ordinance. They do, however, list the strategies they have put to use with their problem.

- A. Developed a noise ordinance
- B. Street closing with barricades - this method only effective if used initially when problems begins to surface.
- C. Additional foot patrol assigned to area.
- D. Roof-top surveillance in area for traffic offenses and drug violations.
- E. Officer saturation used on Week-ends, Friday and Saturday nights that are most active.
- F. Publicity as to enforcement action being taken in the area.
- G. Parking limited after a certain time.
- H. Strict violation enforcement used.
- I. Parking and ordinance signs posted in area.

### ● Fort Lauderdale, Florida

Fort Lauderdale has had a major problem with their cruising problem in the beach strip area. Permanent street closures were not a long term solution to their problem, but they were used in temporary traffic flow problems during the spring break. They were also used to give relief to the residents of the area. Due to the reduction in attendance, they are no longer in use.

They also enforce a no parking ordinance for the strip from 9 p.m. to 5 a.m. With this and the combination of the basic trespass laws and traffic violations they feel they have control of the situation.

### ● Fort Worth, Texas

Fort Worth reported a very serious cruising problem, which includes local youth and out of town cruisers. After numerous complaints from the community a detail was formed to control the prob-

lem. The detail involved a nine block area for a period of six weeks.

Officers cited violators for traffic offenses, trespassing, open containers and vehicle inspection requirements. The prevention of large crowds in parking lots by the use of traffic cones and enforcement was their most reliable technique for the problem area.

### ● Fresno, California

The City of Fresno has been subject to the problems associated with cruising for many years. An ordinance was drafted in early spring of 1988, it has yet to be accepted by the city council.

To control the problems this year, they surveyed all the businesses involved with the problems of cruising. The department then requested all with private parking lots to post "No Trespassing" signs. With these signs posted, the officers were able to cite or arrest violators for trespassing. For heavy vehicle traffic, they enforce city traffic ordinances and vehicle codes.

They involved the whole community in helping with the cruising problem. They started with including the judges with the initial planning, so they could be better prepared to make the proper decisions in court. They then used the media to inform the community so all could be aware of the problems and solutions. With the community better informed, they then distributed a booklet to the participants asking assistance from them, and the area car clubs. Chemical toilets were also added to the downtown area, as requested by the public.

### ● Garden Grove, California

On occasion, the department uses the authority of the Garden Grove Municipal Code to close streets or restrict access due to a cruising problem. They also enforce the city trespass ordinance, and cite drivers for traffic violations.

### ● Glendale, California

The Glendale area keeps their youth off the streets with enforcement of a curfew.

*CURFEW - CHILDREN UNDER AGE OF EIGHTEEN PROHIBITED ON STREETS, ETC., DURING CERTAIN HOURS; No person under the age of eighteen years shall loiter about any public street, avenue, alley, park or other public place between the hour of 10:00 p.m. and the hour of sunrise of the following day, unless accompanied by his parent or legal guardian having legal custody and control of his person or by his spouse over the age of twenty-one years.*

● **Green Bay, Wisconsin**

The City of Green Bay has a cruising problem. They are currently in the process of developing a cruising ordinance to fit the community's need, and will notify us when it is completed.

For the time being, they will enforce traffic ordinances as the violations occur.

● **Honolulu, Hawaii**

The City of Honolulu does not have a present cruising problem. To avoid the problem they enforce a strict parking ordinances and trespassing laws.

*ARTICLE XIV. STOPPING, STANDING OR PARKING PROHIBITED IN SPECIFIC PLACES. (1) no persons shall stop, stand or park a vehicle except when necessary to avoid other traffic or in compliance with the law or the directions of a police officer or traffic control device in any of the following areas, etc.*

● **Houston, Texas**

Houston has a cruising problem in one section of their city. The city's business association was involved with planning the strategy to address the cruising problem.

To control the problems associated with cruising they use city ordinances pertaining to parking, trespassing, drinking and cite drivers for traffic violations.

● **Janesville, Wisconsin**

Because of the extensive cruising problem in Janesville, the city and police decided to take a stricter approach to the problem.

They put parking restrictions on the main streets, which included no standing, stopping or parking between the hours of 9:00 p.m. and 5:00 a.m. This was designed to eliminate the groups that park and congregate. All public parking lots are closed from 10:00 p.m. to 6:00 a.m. They contracted the owners of the private lots to also post them closed.

Establishment of high visibility and strict enforcement police presence, with necessary equipment. They also changed all traffic signals to all-way red flash between 9:00 p.m. and 5:00 a.m.

● **Manchester, New Hampshire**

Over the last few years the City of Manchester had considerable problems with cruising in their downtown area. After a survey of their cruisers they found that 70% of the drivers were from out of town and in some cases out of state. It was not uncommon on weekends to have traffic bumper to bumper for a mile and a half.

After numerous complaints from the council, the department had a few cities send in their cruising ordinances. The Greenville Police Department in North Carolina had the ordinance that best suited their needs.

The main concern they had about the ordinance was that they had to prove that the driver was in fact the one who past the check point. The city attorney agreed with the department and advised against the ordinance.

Within the last two months, they instituted a new program in the downtown area.

- A. Prohibit parking on the main street between 9:00 p.m. and 3:00 a.m.
- B. Special units to patrol just the downtown area
- C. Strictly enforce all laws (State and Local)

### ● New Orleans, Louisiana

At the present time New Orleans does not have a problem with cruising, but did have a similar problem along the lake front. This problem was solved by making the street used a one-way street, closing the street to other than local traffic after 10:00 p.m., and making the street a limited access road. The latter was accomplished by a series of gates, closing Lakeshore Drive to traffic after 10:00 p.m. daily. They reported no more problems after enacting this plan.

### ● Ogden, Utah

Ogden has experimented with saturation patrols where extra officers were called in and assigned to the "boulevard". This has proven to be effective but is labor intensive and only a temporary cure.

They looked into the possibility of adopting a "cruising ordinance" and received information from Los Gatos, California. Initially the results from Los Gatos looked promising. Legally however, they had problems with this approach and decided not to continue with the ordinance at the present time. They still deal with the problem on a weekend to weekend basis. The most congested time is during the summer or long school holiday weekends.

The minor curfew law is the most effective in controlling the problem. This law makes the parents or guardians responsible for their legal charge under the age of 16, or to permit such minor to go in or be in alleys, streets or public places after the hours specified.

### ● Omaha, Nebraska

Omaha has committed a great deal of manpower to their cruising problem. The cruising loop contains some of Omaha's largest shopping and office buildings in the city.

What started out being a basic traffic problem has turned into a large amount of vandalism. One of the solutions was to post "NO U TURN" signs to discourage their cruising routes.

The city also put into effect an ordinance to make it a misdemeanor to be on any property that is posted "Closed Property" within the hours posted on the signs.

One of the city councilmen have also helped to start a "Teenage Committee Task Force", as another approach to the problems associated with the downtown area.

### ● Peoria, Illinois

Peoria has their cruising problem under control. They used saturation and strict traffic enforcement along with signs posted to eliminate turns and "U" turns at favorite turnaround points. They enforce all city ordinances concerning parking and trespassing violations in private parking lots.

### ● Racine, Wisconsin

Racine Municipal Ordinance and Wisconsin State Statutes has a disorderly conduct ordinance that provides a "catch all" for many of the problems associated with "cruising".

They have been successful with similar problems on their lake front area. At such time they increase their manpower for a short period of time to deal with the problem. Two officers are assigned to foot patrol duties when the lake front is open to the public. The officers are instructed to take enforcement action against any violators. During the time that the lake front is closed, chain gates were placed in front of the entrances. Violators are cited for trespassing at that time.

### ● Reno, Nevada

Presently, the Reno Police have developed two strategies to restrict downtown cruising. First, downtown special events are planned almost every weekend in the Summer months and main streets are barricaded through the weekends. Secondly, city ordinance allows the on duty command officer to erect barricades and close the main street when cruising becomes a problem on weekends.

They have an average daily tourist population of about 40,000 people that clash with thousands of

cruisers on the weekends. They have tried every approach possible, from massive enforcement sweeps, re-routing traffic, ignoring the problem and proposing a cruising ordinance to the City Council.

They attempted to pass a cruising ordinance to ban cruising, however, a great deal of community protest swayed the City Council to reject the measure. Local schools, media and parents seem to feel that cruising is a harmless tradition and that the downtown casino industry would be the only benefactors of the ordinance.

#### ● Reading, Pennsylvania

Reading does not have cruisers in the downtown area. They built a pedestrian mall in the center of the downtown area in the 1970's. When they did have problems in the early 1960's and 1970's, they curbed the problem by enforcement of basic loitering, littering and a curfew ordinance.

#### ● St. Joseph, Missouri

St. Joseph uses a trespass ordinance to control the loitering that occurs so often with cruising. The ordinance was just up-dated in November, 1987, to cover this problem.

*The ordinance states: No person shall wilfully and without lawful authority, be on the premises after being notified to depart, by the owner, or agent.*

The merchants do cooperate by becoming actively involved in the prosecution of these cases.

#### ● San Diego, California

The City of San Diego does not have a cruising ordinance. As a coastal community they have periodic traffic congestion problems in the beach areas. Their solution was to minimize beach area access to nonresidents by closing selected streets and rerouting traffic from the area. Eventually, the city council enacted ordinances which permanently closed streets and limited public parking.

Patrol officers use sections of the California Vehicle Code and San Diego's Municipal Code to enforce traffic violations related to cruising.

#### ● Sioux Falls, South Dakota

Sioux Falls reports cruising in the downtown area loop. When cruising is at it's peak during the Summer months, patrol officers saturate the downtown and enforce all traffic laws in the "loop" area.

Additional ordinances enforced are;

A. Noise Ordinance

B. Disorderly Conduct

C. 21 year old drinking age

D. Curfew Law (under 18 not to be in public after 11 p.m.)

#### ● Skokie, Illinois

The Village of Skokie is not experiencing problems with cruising in their city at the present time, however, they do have problems associated with cruising, such as loitering and trespassing.

In a case of ordinance violations, an officer can cite an offender with an "Ordinance Ticket", which is similar to a "Notice to Appear". The violator or offender must appear in court on a Village traffic court day to answer the charges. This type of enforcement action versus action by long-form booking procedures, can save up to two hours of down time for a street officer.

#### ● Syracuse, New York

The Syracuse Police Department has instituted several foot patrols in the downtown shopping district of Syracuse. The beats are extremely successful and have contributed to a significant decrease in downtown criminal activity.

The Special Services Division frequently patrol the downtown area and effectively control "cruising" by making arrests for state law violations of prostitution, patronizing, and drug activity.

The City of Syracuse ordinances gives the Chief of Police the authority to post, regulate and direct traffic as he deems necessary to promote the safety and well being of residents.

● **Tallahassee, Florida**

Tallahassee has experienced problems with cruising and teenage drinking in parking lots around the city. They have dealt with these problems by patrolling these areas, and writing citations for any violations of the law.

● **Tulsa, Oklahoma**

Until 1980, Tulsa had been a common cruising area for teenagers and young adults since the 1950's. On Friday and Saturday nights thousands of teenagers overran the business parking areas and presented bumper to bumper traffic for miles in all directions.

Business owners in cooperation with the Police Department gave their authorization for officers to act as their agents in administering the city trespassing statute. Anyone on the premises after business hours other than employees, are subject to arrested for trespassing. Along with this strategy, a foot beat was instituted, backed by motorcycle patrol. Extra patrol cars and a mobile drunk driving booking unit are stationed in the area.

To the surprise of the city, arrests for trespassing did not became necessary. Once officers had the authority to instruct violators to leave business properties, crowds began to decrease rapidly.

Over a period of approximately three to five months in 1980 these efforts significantly reduced the crowd situation. Within a short period of time the cruising problems permanently disappeared. They credited the success to their cruising problems to total community effort.

● **Tucson, Arizona**

The City of Tucson uses an Arizona Revised Statute to control problems associated with cruising. The statute states:

*No person shall drive a motor vehicle at such a speed as to impede or block the normal and reasonable movement of traffic except when reduced speed is necessary for safe operation or in compliance with law.*

In addition to this law, the city has made arrangements with several business owners for permission of certain car clubs to use their property for parking during business hours.

The businesses have been pleased with the conduct of the car clubs that have obtained permission to use the lots. The clubs appear to do a good job of self-policing in these areas by not allowing disorderly conduct to occur and keeping the property clear from debris.

The property owners that prohibit cruiser parking in their lots have given the Police Department letters which support the Department's enforcement of parking, loitering and trespassing violations on their property.

● **Ventura, California**

The City of Ventura has successfully eliminated cruising. In the past, they had approximately 7,000 to 8,000 cruisers on weekend nights.

In 1985, the 40 year old tradition finally came to an end. They used concentrated traffic enforcement, foot patrol, curfew restrictions, alternate traffic routes, and no stopping or parking was allowed along the route. By the end of Summer, the cruising problem was under control.

● **West Allis, Wisconsin**

The information on West Allis was sent to us from Milwaukee Police Department. West Allis is using the ordinance that was developed by the Portland Police Department. (See Listing for Portland, Oregon)

With this information they adopted ordinances for loitering, trespassing and parking. These are posted in the private parking lots of the downtown area.

### ● Whittier, California

The cruising area in Whittier affected a two mile stretch of road which took approximately one hour each direction to drive. In order to control the cruising, the city posted no parking signs for the hours of 9:00 p.m. to 9:00 a.m. and gave authority to tow or cite violators. They also enforced a curfew law for minors.

There is no cruising ordinance in Whittier, however, they do write citations for any trespass or traffic violations in the area. After keeping a close watch on the "two mile stretch" they feel they have the problem under control and no more problems have occurred since the early 80's.

#### Other Ordinances — Summary

Some cities have found success in vigorous enforcement of existing ordinances, including parking, trespassing, loitering, and traffic ordinances. Judicial cooperation is necessary to ensure that enforcement actions are perceived as meaningful.

## CRUISING ORDINANCE ALTERNATIVES

### ● Arlington, Texas

The City of Arlington had a very severe cruising problem, causing total grid-lock during Friday and Saturday nights. They had tried many conventional ways of handling the situation but it only seemed to aggravate the problems.

The solution that finally worked for the whole community was to rent a parking lot which they named the "south 40 plan". This cost the city \$4,600 a month which included the rent on the lot, police salaries, portable toilets, and maintenance.

They enforce a 10 mph speed limit in the parking lot and use foot patrol and two mounted officers to patrol the area. The lot is frequented by as many as a thousand cruisers a night. After a two month trial period the city council has approved it for another year.

### ● Clearwater, Florida

The City of Clearwater is a major tourist city, faced with cruising and the problems associated with it for many years. One of the solutions has been to establish a Police Aide Program.

The Police Aides are used to assist regular full time officers, with various duties on Clearwater Beach. These duties include traffic control, taking police reports on non-criminal matters and providing directions to visitors and tourists.

The Police Aids complete a two day extensive training program, and are trained to use a police radio, control of vehicle and pedestrian traffic, incidence investigation and city ordinance orientation. The ages range from 19 to 72 years old. They come from all walks of life, college students, parents and retired citizens.

The whole community seems very pleased with the auxiliary police staff. The newspaper clippings that Clearwater included with the returned survey verifies these facts.

### ● Huntington, West Virginia

Huntington cruisers come by the thousands from a 50 mile radius of the city. All attempts to curtail or stop the cruising have been ineffective. Even the enforcement of a cruising ordinance had no bearing on the situation.

A large parking lot was set aside and designated for the cruisers. The parking area was dedicated by their Mayor as "Cruise Avenue". Traffic pattern makers were erected to create two circular routes moving in opposite direction. They used motor officers and foot patrol to aid in traffic control. The city also regularly provides entertainment within the cruise area, such as bands and contests.

The establishment of "Cruise Avenue" was an immediate success. The cruisers were able to continue the weekend past-time and the officers were able to monitor the crowds.

### ● Macon, Georgia

The City of Macon states that their cruising problem was similar to ours. Basically, they spent a tremendous amount of manpower but could not correct the situation.

Within the last six months they have developed a youth council. This council consists of students elected from all the schools in the Macon and County area. The council has a variety of functions; not the least of which is one of policing a special area designated for those persons wanting to cruise and congregate in their community.

They primarily use police officers, dressed in casual clothes but still recognizable as officers, to patrol the area. Marked units and uniformed officers patrol the area from time to time.

So far they have had very little problem with this arrangement and are pleased with the results.

### ● McAllen, Texas

McAllen has incorporated the use of a Teen Court. This program creates a new dimension of diversion, accountability and responsibility to the Juvenile Court system. Cases coming to the Teen Court include Class C offenses such as: vandalism under \$20, shoplifting under \$20, simple assault, attempted criminal trespass, truancy, and violations of city ordinances.

The McAllen Teen Court recruits volunteers from the local high schools by describing the program to students. All convicted "cruising" defendants must serve on Teen Court as part of their sentence.

### ● Napa, California

Napa reported that they did have a cruising problem within their downtown area. After studying the experiences of other cities that had tried a cruising ordinance, they decided against it. They felt that it did not reduce or eliminate the problem.

At the current time their approach is concentrated traffic enforcement along the cruising route and selected enforcement in the parking lots as it relates to alcohol and drugs. It appears that their low

profile has worked, because the number of participants have decreased over the last few years.

They do have one major cruise annually during the last weekend of August, at that time they concede the street over to cruisers for several hours. At midnight, officers announce that the cruise night is over, and the crowds disperse with no further enforcement.

### ● Phoenix, Arizona

Phoenix had all private businesses place "No Trespassing" signs in their parking lots within the cruising areas. Officers working the area then used lap-top computers to enter names of the violators that were warned. On succeeding contacts, offenders were cited for the violation. The program automatically drops the name from the file if no contact was made in 36 months.

### ● Portland, Oregon

The City of Portland conducted a survey study of city cruising problems within the United States. With this information they published a handbook on "Cruising". They then distributed this handbook to the violators in the cruising areas.

With this information in hand they endeavored to change the view of the businessman and the citizens of Portland. They wanted them to realize that the problem of cruising was a shared community responsibility, not just a "law enforcement" problem.

It was determined that unless the community is willing to provide other social outlets, (Under 21 Clubs, parking on designated lots, organized events, etc.) cruising would continue to be a major factor with the youth of Portland.

They have endeavored to obtain the co-operation of the County and nearby cities that feed the problem. An effort is being made by all involved to control the cruising at acceptable levels. This problem is a natural part of maturing and cannot be eliminated. With this in mind they are trying to make it as painless as possible for all involved.

### ● Salem, Oregon

Salem enacted the usual trespassing and parking ordinances to control their cruising problems. In addition they formed a Citizens Advisory Committee to work with local police and the city council.

### ● Topeka, Kansas

At the present time Topeka does not have a cruising ordinance. The Police Department is currently meeting with members of the mayor's staff and local youth groups, in an effort to decide if a cruising area could be created that would satisfy the needs of the public and be relatively easy to patrol.

The plan would be to designate a specific area for cruising. This would make cruising in other parts of the city illegal, punishable with a steep fine.

They are trying to locate the "cruising zone" close enough so that it would be acceptable to the cruisers, but not a nuisance to the community. It would be multipurpose for staging parades, runs and hot air balloon rallies.

### Ordinance Alternatives — Summary

Some cities have been innovative in their approach to solving cruising problems. Ideas range from renting large parking lots and providing portable toilets to attempting to relocate the cruise area where it will not burden the businesses affected. A few cities have enlisted the aid of car clubs in policing themselves. Some have organized committees of citizens and cruisers to help solve the problems, or have organized "Teen Courts" to handle the violations that arise out of the cruise area. These cities have taken the approach that the problem cannot be eliminated so they work with the cruisers to minimize the problem.

The cities that have been most successful in long term solutions of the cruising problem are those that have involved all segments of the citizenry and governmental bodies in the planning. Those cities that block off the downtown area, for the most part, just move the problem to a different area of the city or to a different city.

## MALLS

### ● Bellevue, Washington

The City of Bellevue does not experience problems with cruisers in their downtown area, however, they did experience problems with cruisers in their major malls and parking lots.

They were able to alleviate the problem by working together with the store security guards on city overtime, using a team consisting of one lieutenant, four officers and one narcotics detective.

### ● Denver, Colorado

Denver's primary cruising problem was in their downtown area. After the downtown mall was built in the former cruising area, the cruisers move to the surrounding suburbs. Today the outlying districts have had to deal with their own cruising problems, with mall parking lots being the cruisers choice.

The enforcement level is determined by each of the areas own precinct officers. In most cases a strict enforcement crack down is used to control the situation, with as many as 150 citations written at one time.

### ● Louisville, Kentucky

Louisville reports that the majority of the cruising problems occur mainly in mall parking lot's. The malls handle their cruising problems by hiring off duty officers to patrol the parking lots and the mall interiors. Also in many locations the access roads were simply closed off, which put a stop to the cruising in that location.

If cruisers begin to use the downtown area they send a detail of officers to clear the situation, before it become a problem.

### ● Nashville, Tennessee

Nashville states their cruising problem occurs only within mall parking lots. Cruising violations are dealt with by mall security. (The mall security hires only off duty officers.) The cruising Statute used is

"Criminal Trespass by Motor Vehicle", because the mall is privately owned property.

*Criminal Trespass Law states: Any person who drives, parks, stands, or otherwise operates a motor vehicle on, through or within a parking area, driving area or roads located on privately owned property which is provided for use by patrons.*

#### ● Richmond, Virginia

Richmond has reported the same problems with cruising that occurs in our community, however, they have had success with placing restrictions on parking and prohibiting left turns and "U" turns to break up their cruising loops.

At the present time, the cruiser/parkers have moved to a side street whose businesses are closed at night. While their activities are sometimes less than desirable and require police attention, their present location has little impact on traffic flow and generates few complaints.

When cruising occurred at the malls, officers pair off with mall security guards. As a foot patrol unit, they enforced the laws of trespass and loitering. The private security guards worked along with the officers and learned techniques in public relations, traffic control, and basic police radio usage.

A team of two motorcycle officers and four unmarked cars provided traffic control, enforcing trespass ordinances and all traffic violations.

Within a four week period of time they were able to turn the enforcement of the mall solely over to the mall's private security.

#### ● Salt Lake City, Utah

The Salt Lake Police Department utilizes foot patrol officers at the two downtown malls. They patrol the area from 10 a.m. to 10 p.m. These shopping centers are a tremendous draw to juveniles, they use them as meeting places and hangouts.

For the vehicular problems, they use Traffic Enforcement Officers on motorcycles for the most part. The officers usually run a road block two or three

times a year on State Street, and find it very effective for checking licenses.

## COMMUNITY SERVICE SENTENCING

#### ● Baltimore, Maryland

The Crime Resistance unit and Baltimore Youth clubs were both founded by the Police Department in conjunction with the business community. In addition, the Baltimore City Community Services Program rely on alternative sentencing, as the basis to their program.

#### ● Bossier, Louisiana

The City of Bossier has a Work Day release program. The purpose of this program is to relieve overcrowding and expenses at the Bossier City Jail. This is accomplished by allowing persons convicted of misdemeanor crimes to perform public service work during normal working hours and returning to their residence after work. The expense of feeding and clothing them for twenty four hours a day for the duration of their sentence is then eliminated.

With a work day release program the number of people completing their sentences without early releases will increase because the number of people assigned to the work day release program will not be dependent upon the capacity of the Jail.

#### ● Charlotte, North Carolina

Charlotte uses an extensive community services program which is quite successful for their community. It is used for minor violations of the law.

In reference to the downtown area they have the business owner sign an authorization form to arrest anyone who is found on the premises after business hours. It also states that they will testify in court to this statement. The authorization is good for one year at a time.

● **Detroit, Michigan**

Detroit does not have a cruising problem or ordinance. They do however, have a very impressive Community Service program which they are quite proud of.

Since 1968, a group of concerned businessmen and police officers formed an organization called B.U.O.Y., Business United with Officers and Youth. This organization has worked diligently in the field of community relations, taking a leading role in the activities of the area and becoming an integral part in the community.

They offer the community their time and energy developing programs in community relations and in helping the youth in their neighborhood.

The officers and business community work with the youth to encourage them to become productive citizens and not a delinquent or criminal statistic. As productive citizens they become responsible supporters to the Business Community.

● **Plantation, Florida**

The City of Plantation uses community services for violations of crimes that occurs with cruising and trespass. They feel that this effort helped in keeping their cruising problem under control.

● **Waukegan, Illinois**

The City of Waukegan states that they did have a problem with cruising. At that time they would use strict enforcement of the traffic, public drinking, minor drinking and loitering ordinances. If the cruising did get out of control, they simply would place an officer at one end of town and direct everyone out of the downtown area.

They feel that their community services are very effective in their city. Their Criminal Law states:

*"PUBLIC OR COMMUNITY SERVICE" means uncompensated labor for a non-profit organization or public body whose purpose is to enhance physical or mental stability, environmental quality or the social welfare and which agrees to accept public or community service from offenders and to report on the progress of the public or community service to the court.*

# PHASE II

## The Cruising Task Force

In November, 1988, the Boise City Council held a public hearing, to review the many sides of the cruising issue.

Subsequently, Mayor Dirk Kempthorne appointed a task force to consider the problem and to propose solutions to the Council. That task force included downtown business people, cruisers - both high school age and older, law enforcement, juvenile probation, and others with direct knowledge or input into the issue. The task force, under the leadership of Councilman Jay Webb, met for the first time on February 9, 1989. Meetings were initially scheduled bi-weekly, but were later held weekly as Spring approached. The task force issued its report to the Boise City Council on May 9, 1989. During the summer, some of the recommendations were implemented while others continue to be considered.

The following document presents an overview of the issues which the task force identified and the recommendations of the group for dealing with cruising in Boise<sup>1</sup>.

### ISSUES OF CONCERN

The task force deliberated several issues relating to the cruising problem. Cruisers expressed concerns over the dearth of activities in Boise, particularly for those too young to patronize bars. Some older cruisers also said that they preferred not to go to bars.

Cars are a major attraction of the cruise, providing a focal point for the socialization which occurs during cruising.

Downtown business people have been plagued by vandalism, sometimes running into hundreds of dollars in expenses each weekend. Noise generated by cruising is a major concern of some businesses, particularly the hotels in the downtown area. Problems of littering and urination/defecation on public and private property is also of great concern to downtown business people.

Citizens have expressed reluctance to venture into the downtown area due to intimidating behavior of some cruisers. Although this concern may, in many

1 Refer to Appendix A for a map of downtown Boise, showing the referenced streets

instances, be more perceived than real, it does have a very real and negative impact on business in the area.

Some members expressed concerns over police activity in the cruising area. Most cited an insufficiency of police officers to enforce existing laws, and some expressed concern over selection of the "right type" of officers to patrol the area.

The task force also looked at the issue of traffic congestion in the area. The congestion caused by the cruise is exacerbated the current cruise routes; Main and Idaho Streets are also major cross-town arterial streets.

The task force spent a considerable amount of time analyzing the areas of concern. During the process, the group also exchanged notes with a similar task force Fort Collins, Colorado. After agreeing on the general concerns, the task force divided into two major committees to address specific areas. A third, smaller group looked at the re-implementation of Project Clear, a program of community service sentencing for violators of laws in the downtown area.

## RECOMMENDATIONS

1. Establish a standing advisory committee to aid in the implementation and monitoring of task force recommendations. (Cruising Cabinet)

Along with whatever solution is finally implemented, the task force strongly recommended the appointment of a standing advisory committee to act as a continuing liaison on the cruise and other potential downtown problems. The committee should be made up of representatives of youth, police, business people, media, schools, and the courts. They also recommended that parents be represented, as well as an at-large position, filled on a rotating basis by offenders.

It was suggested that this committee meet regularly to review the implementation of initial recommendations, as well as to recommend changes in course as needed.

2. Sanction a cruising area, with many of the amenities thought necessary to the cruise, but in a location less disruptive to night-time businesses and traffic.

It appeared to the task force that the location of the present cruise contributes significantly to some of the problems expressed. The Main/Idaho route takes the cruise past two major hotels which have experienced problems with noise. This could also be a consideration with the new Convention Center, which is on the present cruising route. As stated before, the current location lies along two major cross-town thoroughfares, contributing to the traffic congestion experienced by both cruisers and citizens merely trying to pass from one side of the city to the other.

The task force recommended a sanction of a new cruising route during the specified times of 9:00 p.m. to 12:00 midnight on Friday and Saturday nights. In looking at potential new routes, the task force considered several factors it believed to be necessary for a cruise which would end or reduce current problems. With these factors in mind, selected members of the task force spent time on a recent Friday night exploring several suggested alternative routes. This group rated each proposed alternative.

After completing a survey of proposed routes, it became clear that the best proposed reroute of the cruise would move the cruise to Jefferson and Bannock Streets. This route can serve several purposes and retain the similar appeal to the cruisers. The proposed route would provide the cruisers the same general atmosphere as the Main/Idaho cruise. It would provide a "downtown" atmosphere, slow traffic level, several side street turn alternatives, plenty of on-street parking, well lit streets, and three full lanes of east/west travel.

The impact on the business climate is more difficult to predict. There will be some businesses that will not support the idea of moving the cruise to their part of town. The Jefferson/Bannock route takes the cruise away from the hotels and motels and ends that conflict. It also moves the cruise away from the majority of businesses that stay open for business during the evening hours.

The other factor considered was the impact on traffic flow. Main and Idaho are the major east/west thoroughfares through downtown. Traf-

fic is normally very steady with average traffic congestion on Main/Idaho. When the cruise is added, the congestion becomes intolerable and traffic flow is severely handicapped, sometimes crippling east-west travel. By moving the cruise from the major thoroughfares to auxiliary streets, two desirable ends are achieved. Main/Idaho become clear for normal traffic use, and a similarly desirable area is available for the cruising faction of Boise and the surrounding areas.

The question then becomes one of implementing the plan and encouraging the cruisers to try the new route. Instituting change is never an easy proposition. However, through education and publicity, change can be accomplished. The actual mechanics involved deserve additional analysis by traffic experts.

The task force recommended a news media campaign to announce the change to the sanctioned area. The task force recommended the development of a brochure which could be passed out by police officers and schools for a time before the change. This brochure would also contain a summary of rules for cruisers. Thus it could be used as an educational tool in the long term to inform cruisers of major laws and policies of the cruise.

The group suggested that, before implementation, the Council hold a general information meeting or hearing for citizens and businessmen. This would give those who may not have had an opportunity to hear the recommendations to hear them and then to make their own views known. The members felt this to be particularly important for affected businesses which lie along the proposed route.

3. Establish a storefront police station in the cruise area, with funding for adequate officer staffing during cruising times.

When the whole issue of cruising is considered, it becomes the Police Department's job to manage and enforce the cruising related laws. This causes the dedication of manpower to the cruise itself - a consistent "task force" of police officers who are dedicated to working with and for the cruisers. Enforcing existing laws, educating the cruisers, monitoring the type of activity being carried out on the cruise and manning a store front police station are some of the order maintenance activities that the police should become involved in. This requires funding for the department for a dedicated force

of officers consistently working the cruise to effectively impact the problems. The current manning levels of the Police Department are such that staffing for this "dedicated" force would need to come from overtime funds. The task force believed that this approach would give the added benefit of a force of officers who are working the cruise area because they volunteer or choose to work there. It would allow the Police Department more flexibility in placing officers with good interpersonal skills in these assignments.

The task force also believed it would be helpful to have citizens, both young people and adults, involved in "team approach" to policing the cruise area. Liability and logistical issues would have to be carefully considered and resolved. The consensus was that all would benefit with citizens' involvement, riding or walking with patrolling officers in the cruise area.

4. Review of existing noise ordinances to assess their adequacy, then purchase of decibel meters for police to aid in enforcing noise ordinances.

Overall, there appear to be sufficient laws already on the books to deal with most of the identified problems. A modified version of the Renton, Washington law should be considered. It limits the cruise to a specific area, prohibits it in all other areas, and establishes specific times for the cruise. Concern existed in having enough police officers available in the cruise area to enforce those laws. An area identified with which the police could effectively deal with, not only due to manpower limitations but also other reasons, was noise disturbances. The Police Department lacked required equipment, specifically decibel meters. The task force recommended that funding be obtained for decibel meters for the Police Department in sufficient numbers to allow officers to take readings necessary for enforcement of disturbing the peace laws. The task force also recommended a more specific ordinance dealing with noise.

5. Re-establish a program of Community Service Sentencing for violators. (Project Clear)

The task force strongly recommended the re-institution of Project Clear. This program allowed judges to sentence defendants convicted of violations in the downtown area to community service. In the original program, violators were sentenced to work on clean-up projects in the downtown area,

under the supervision of a court marshal. The courts expressed a desire that supervision be handled in a different manner, but have otherwise generally expressed support for the program.

One concern expressed about the original "Project Clear" was the need for on-going monitoring to a greater degree than was done before. The recommended standing committee or "Cruise Cabinet" would oversee this function.

6. Increase street lighting and lighting in Capitol Park to establish the park as a focal point of cruise activity.

Lighting plays a very important role in the cruise. Although the Jefferson/Bannock route is lighted now, there are some street lights that remain off from the energy cutback of the late 70's. These can be reactivated to provide necessary lighting. Additionally, Capitol Park, on the east side of the recommended cruise route, could be lighted to establish a gathering area for the cruisers. Garbage cans must be placed all along Jefferson/Bannock and restroom facilities must be provided.

7. Initiate a juvenile citation to allow police to more quickly handle juvenile status offenders.

The task force noted with enforcement of juvenile status laws such as curfew. The existing system required that a police officer detaining a juvenile for a status offense transport that juvenile to the police station and wait with the juvenile for parents or guardians to arrive. The Police Department was in the process of developing a juvenile citation which could be used in situations involving status offenses by juveniles. The intent of this citation was to streamline the process of handling juvenile offenders and more quickly return officers to patrol duties in the cruising area. In those situations where detention and release to parents is still advisable, a downtown storefront police station would reduce or end some of the travel delays now experienced and still keep the officer in the immediate area.

## ALTERNATIVES TO CRUISING

Although cruising is a major source of social interaction for young people from Boise and the sur-

rounding areas, the task force strongly recommended some alternative activities for youth. To be successful, these activities would be conducted in general concert with the cruise.

A sampling of such activities might include:

1. Car Shows at Boise State University or the Fairgrounds, one at the first of the cruising season and one at the end. An entry fee could be charged for this event to cover prizes for various categories of vehicles.

2. Monthly Street Dances in Capitol Park or in the city's smaller malls. The task force estimated that 400-600 youth would attend such functions. These events could be chaperoned by volunteers, by private security, or by off-duty police officers.

3. Contests such as a "Car of the Week", Cleanup Team Competition, "Destroy a Car" with sledgehammers, or involvement in Community Service Projects.

The task force recommended that a "Cruising Calendar" be started, which would detail such upcoming events. The calendars would be distributed to the media, school newspapers, and school and local bulletin boards.

The task force finally recommended consideration of a long term goal of establishing a "Teen Club", "Youth Center" or "Gathering Place" for youth. Corporate contributions or grants could make this possible. Sites could be remodeled, existing buildings or other possible sites were recommended.

These recommendations were presented to the Mayor and Council as a package. The task force members also recognized that some "mid course corrections" might be necessary.

The report concluded, "It is our belief that downtown Boise should be available to *all* citizens, cruisers, business people, travelers, families, youth and adults alike. All citizens have the right to feel secure and comfortable and to use *our* downtown. Downtown Boise can be managed for the benefit of all, so everyone can harmoniously enjoy its renewed beauty and many amenities. This strategy will require commitment from everyone, not just the members of this task force, but from all users and community leaders."

# PHASE III

## Implementation of the Recommendations

After the release of the Report of the Mayor's Task Force on Cruising on May 9, 1989, work began to carry out some of the recommendations. As of this writing in March, 1990, several of the recommendations have been wholly or partially implemented.

In the following paragraphs, we discuss the disposition of each of the recommendations, beginning with those that have been implemented since May, 1989. The number in parentheses following each section title refers to the recommendation number, as listed in the previous chapter.

### RECOMMENDATIONS IMPLEMENTED

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#### Police Storefront Substation <sup>(3)</sup>

The recommendation by the Task Force for a downtown police substation was not the first time this idea surfaced. The issue had been raised by several citizen and business groups since the Police

Department headquarters was moved from the city center to the edge of the city in a facilities consolidation with the Sheriff's Department in 1977. The recommendation by the Task Force provided an additional reason for such a move and the recommendation was approved by the Mayor and City Council and funded in total. Several downtown businesses donated office equipment for the substation.

The substation was set up in a former bank at 8<sup>th</sup> and Idaho Streets<sup>1</sup> in July, 1989. The concept has proven to be highly successful despite limitations on hours of operation.

One of the major assets is the location itself. The substation is located in the heart of the cruise area, and less than two blocks from the Convention Center. Officers working the cruise area bring juveniles in custody to the substation and the release to parents or guardian is made from there. Thus, parents or guardians must come to the center of the cruise activity to take custody of their children. In so doing, they experience the cruise first hand. This also represented a major time savings for officers. Previously, an officer making a juvenile arrest

1 See map in Appendix A

could be out of service for as long as two hours. This was due to the time needed to transport the juvenile to the suburban police station and to wait for the arrival of parents.

The substation has been well accepted by officers and citizens alike. Citizens readily stop in for information or to file reports. Officers use the facility for telephone calls or report writing, rather than returning to the main facility. The facility is also used by police staff for meetings with downtown groups and for such activities as Neighborhood Watch meetings.

The negative aspect of the substation as it now exists is the limitation of hours. The Boise Police Department does not have enough officers to staff the substation regularly. Therefore, it is only open to the public during the "cruising hours", five hours on Friday and Saturday evenings. Staffing is accomplished entirely with overtime funds.

#### **Noise Ordinance Review <sup>(4)</sup>**

In the FY 1990 budget, the Boise City Council approved a consulting fee of \$50,000 to conduct an analysis of the noise problem in Boise and to develop a comprehensive noise ordinance. In this process, the consultant will review similar ordinances received as part of the national survey process. The Police Department is directly involved with the consultant in the development of a new ordinance.

The current budget also contains \$6,000 for the purchase of new decibel meters for the Police Department. This purchase is pending the completion of the consultant's analysis, since the nature of the problem may have an impact on the type of decibel meters needed.

#### **Community Service Sentencing <sup>(5)</sup>**

Since the release of the Task Force recommendations, the Police Department has facilitated several meetings on this issue. There has been widespread support for the concept, including support from business associations and the courts. A private concern, Community Service Alternatives, has contracted with the Downtown Boise Association to oversee individuals sentenced to community ser-

vice. Most of this activity will center on the beautification of the downtown area. Police Department staff members will continue to serve in a facilitator role.

#### **Increased Street Lighting <sup>(6)</sup>**

The Boise City Council approved increased funding for street lighting in the downtown area. Lighting at Capitol Park was not addressed, due to the apparent rejection of the recommendation on a move of the cruise. Capitol Park, located across the street from the Idaho State Capitol Building, was a cornerstone of that relocation.

The Boise Police Crime Prevention Unit, working with officers who work the cruise area, developed a list of recommendations for lighting improvements downtown. This list was forwarded to the City Public Works Department.

#### **Juvenile Citation <sup>(7)</sup>**

A juvenile offense citation was developed by the Boise Police School Resource Officers (SRO), with input from the Patrol Division. The citation was tested during the summer of 1989 by SROs working the downtown area. The concept proved to be very successful.

After the initial testing, use of the citation was temporarily suspended pending minor revisions of the form. During the winter, the SRO supervisor addressed concerns about follow-up of cited offenses and data entry concerns. The total process is now undergoing final staff and legal review. It is expected that the juvenile citation will be in Department-wide use by the beginning of the cruise in 1990. This measure again will improve officer efficiency by allowing officers to cite juveniles for minor offenses rather than physically detaining them.

#### **Alternatives to Cruising <sup>(8)</sup>**

The Executive Directors of the local YMCA and YWCA were members of the Mayor's Task Force and have been active in addressing this recommendation. These two organizations have sponsored

youth dances and other activities during cruising hours, both individually and jointly.

There have been a few private efforts to develop alternative activities for youth, but no significant activities have materialized at this time. The Police Department will be encouraging other community groups to become involved in youth activities. We believe that this is an area where the community must be mobilized to provide a positive impact on the community "problem" of cruising.

## **RECOMMENDATIONS NOT IMPLEMENTED**

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### **Cruise Cabinet <sup>(1)</sup>**

This recommendation did not receive significant momentum from the Task Force membership and, as of this writing, has not been acted upon. It may, however, receive future consideration.

In later analysis, it was felt that a better approach may be to follow a normal process of proposals by and to the City Leadership, followed by input sessions with interested community groups and individuals.

### **Sanction / Relocation of the Cruise <sup>(2)</sup>**

This was, by far, the most controversial recommendation of the Task Force, and the one recommendation that garnered significant opposition even within the group. City liability issues were raised about a formal sanction of cruise activity by the City Council. There was also significant opposition

from business owners along the proposed new route. Several citizens expressed the view that such an action would only move a problem from one area to another, without really solving the problem.

The city also has embarked on construction of a major cross-town connector. This will mitigate the congestion problems with cross-town commuter traffic vying for the same streets as the cruisers. It does not, however, address the concerns of businesses along the existing cruise route, who struggle each weekend with noise and other cruise-related problems.

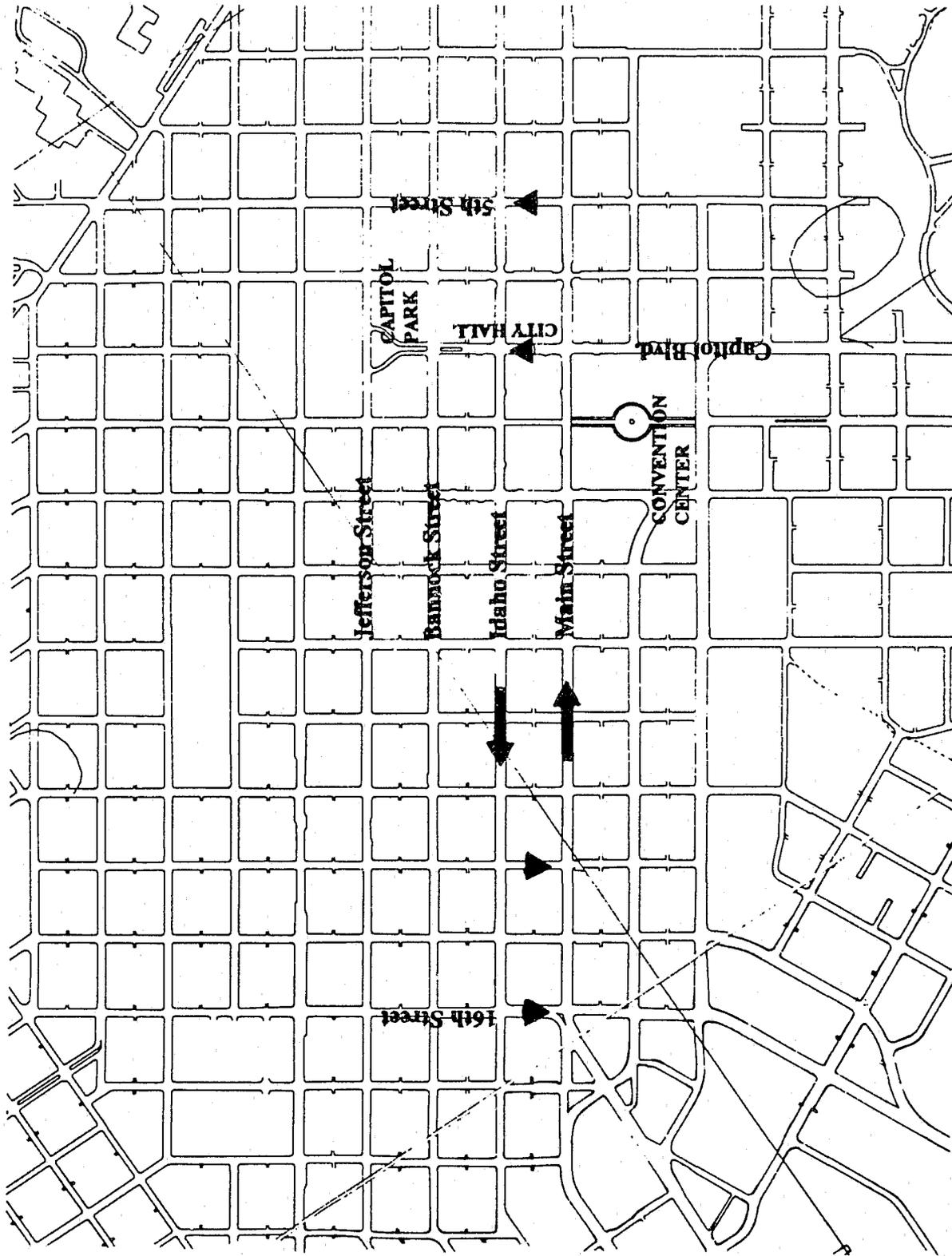
## **FINAL THOUGHTS**

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The entire process was a positive experience for the City and for the individuals involved. It reinforced the concept that problems such as the cruise are community problems rather than just police problems. The process served as an excellent model of Community Oriented Policing, with the Police Department working hand in hand with other elements of the community to address community issues.

Often, in situations such as the cruise, it is easy to point fingers and to demand action. Typically, the local police department is on the receiving end, faced with demands to "do something" to fix the problem. The experience with this issue has reinforced our philosophy that cruising, among other problems, is not just a "police problem" but a community concern. It has reinforced our belief that the Police Department must work in partnership with the community to reach solutions that work. The Boise Police Department and the City of Boise remain committed to seeking a community based solutions to problems such as this.

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# LISTING OF CITIES SURVEYED

\* – indicates city replying to survey

+ – indicates non-surveyed city providing information

● <b>ALABAMA</b>	Chula Vista	National City*	Stockton*
Birmingham*	Compton*	Newport Beach*	Sunnyvale
Dothan*	Concord	Oakland*	Torrance
Huntsville	Costa Mesa*	Oceanside*	Upland*
Mobile*	Daly City	Ontario	Vacaville*
Montgomery	Downey	Orange	Vallejo*
	El Cajon	Oxnard*	Ventura*
● <b>ALASKA</b>	El Monte	Palo Alto	Visalia
Anchorage*	Escondido*	Pasadena*	Walnut Creek
	Fairfield*	Pomona	West Covina
● <b>ARKANSAS</b>	Fountain Valley	Redding*	Westminster*
Little Rock*	Fremont*	Redlands	Whittier*
Pine Bluff	Fresno*	Redondo Beach	
● <b>ARIZONA</b>	Fullerton	Redwood City	● <b>COLORADO</b>
Chandler	Garden Grove*	Richmond*	Boulder*
Glendale	Gardena	Riverside*	Colorado Springs*
Mesa	Glendale*	Sacramento*	Denver*
Phoenix*	Hawthorne	Salinas*	Fort Collins*
Scottsdale	Hayward	San Bernardino	Lakewood*
Tempe*	Huntington Beach*	San Diego*	Longmont*
Tucson	Inglewood*	San Francisco	Pueblo*
Yuma	Irvine	San Jose*	Westminster
● <b>CALIFORNIA</b>	La Mesa	San Leandro	● <b>CONNECTICUT</b>
Alameda	Livermore*	San Mateo*	Bridgeport
Anaheim	Long Beach*	Santa Ana*	Bristol
Arvada*	Los Angeles	Santa Barbara*	Danbury
Bakersfield*	Los Gatos +	Santa Clara*	East Hartford
Baldwin Park	Modesto	Santa Monica*	Fairfield
Berkeley	Montebello	Santa Rosa*	Greenwich
Buena Park*	Monterey Park*	Simi Valley*	Hamden
Burbank*	Mountain View	South Gate*	Hartford*
Chino	Napa*	South San Francisco*	Meriden*

Milford\*  
 New Britain  
 New Haven\*  
 Stamford  
 Stratford  
 Waterbury  
 West Hartford  
 West Haven

● DELAWARE  
 Wilmington\*

● D.C.  
 Washington\*

● FLORIDA  
 Boca Raton\*  
 Clearwater\*  
 Coral Springs  
 Daytona Beach\*  
 Fort Lauderdale\*  
 Gainesville  
 Hollywood\*  
 Lakeland  
 Largo\*  
 Melbourne  
 Miami  
 Miami Beach\*  
 Orlando  
 Pensacola  
 Plantation\*  
 Pompano Beach\*  
 Sarasota  
 St. Petersburg\*  
 Sunrise  
 Tallahassee\*  
 Tampa\*  
 West Palm Beach\*  
 Winter Park +

● GEORGIA  
 Albany\*  
 Atlanta  
 Columbus\*  
 Macon\*  
 Savannah

● HAWAII  
 Honolulu\*

● ILLINOIS  
 Arlington Heights\*  
 Aurora  
 Champaign  
 Chicago\*  
 Cicero  
 Des Plaines\*  
 East St. Louis  
 Elgin  
 Mount Prospect\*  
 Naperville  
 Oak Lawn  
 Oak Park  
 Peoria\*  
 Rockford\*  
 Skokie\*  
 Springfield  
 Waukegan\*

● INDIANA  
 Anderson  
 Bloomington  
 Evansville  
 Fort Wayne\*  
 Gary\*  
 Hammond  
 Indianapolis\*  
 Muncie  
 South Bend

● IOWA  
 Cedar Rapids\*  
 Council Bluffs  
 Davenport\*  
 Des Moines\*  
 Dubuque  
 Iowa City\*  
 Sioux City\*  
 Waterloo

● KANSAS  
 Kansas City  
 Lawrence  
 Overland Park\*  
 Topeka\*  
 Wichita

● KENTUCKY  
 Louisville\*  
 Owensboro

● LOUISIANA  
 Alexandria  
 Baton Rouge  
 Bossier City\*  
 Lake Charles\*  
 Monroe  
 New Orleans\*  
 Shreveport\*

● MAINE  
 Portland

● MARYLAND  
 Baltimore\*

● MASSACHUSETTS  
 Boston  
 Brockton  
 Brookline  
 Cambridge  
 Chicopee

Fall River  
 Lynn  
 Malden  
 New Bedford  
 Newton  
 Pittsfield\*  
 Quincy  
 Somerville  
 Springfield  
 Waltham\*  
 Weymouth  
 Worcester\*

● MICHIGAN  
 Ann Arbor\*  
 Battle Creek\*  
 Brooklyn Park  
 Dearborn\*  
 Dearborn Heights  
 Detroit\*  
 Duluth  
 Flint  
 Grand Rapids  
 Lansing  
 Livonia  
 Pontiac  
 Rochester\*  
 Roseville\*  
 Royal Oak\*  
 Saginaw  
 Southfield\*  
 St. Clair Shores  
 St. Paul  
 Sterling Heights\*  
 Taylor\*  
 Troy  
 Warren\*  
 Westland  
 Wyoming

- **MINNESOTA**  
Bloomington\*  
Minneapolis
- **MISSISSIPPI**  
Jackson
- **MISSOURI**  
Columbia\*  
Florissant  
Independence\*  
Kansas City\*  
Springfield\*  
St. Joseph\*
- **MONTANA**  
Billings\*
- **NORTH CAROLINA**  
Asheville  
Charlotte\*  
Durham  
Fayetteville\*  
Gastonia\*  
Greensboro\*  
High Point  
Raleigh\*  
Winston-Salem\*
- **NORTH DAKOTA**  
Fargo\*
- **NEBRASKA**  
Lincoln\*  
Omaha\*
- **NEVADA**  
Las Vegas  
Reno\*  
Sparks
- **NEW HAMPSHIRE**  
Manchester\*  
Nashua
- **NEW JERSEY**  
Bayonne  
Brick\*  
Camden  
Cherry Hill  
Clifton  
East Orange  
Edison  
Elizabeth  
Irvington  
Jersey City  
Middletown  
Newark  
Old Bridge  
Parsippany  
Passaic  
Paterson  
Trenton  
Union City  
Vineland
- **NEW MEXICO**  
Albuquerque\*  
Las Cruces\*
- **NEW YORK**  
Albany  
Amherst  
Binghamton\*  
Buffalo  
Mount Vernon\*  
New Rochelle\*  
New York City\*  
Niagara Falls  
Rochester  
Schenectady  
Syracuse\*
- Troy  
Utica\*  
Yonkers\*
- **OHIO**  
Akron\*  
Canton  
Cincinnati\*  
Cleveland  
Cleveland Hts.\*  
Columbus  
Dayton  
Elyria\*  
Euclid  
Hamilton  
Kettering\*  
Lakewood\*  
Lorain  
Mansfield  
Parma\*  
Springfield\*  
Toledo\*  
Warren  
Youngstown
- **OKLAHOMA**  
Enid  
Lawton\*  
Midwest City  
Norman  
Oklahoma City\*  
Tulsa\*
- **OREGON**  
Eugene\*  
Portland\*  
Salem\*
- **PENNSYLVANIA**  
Abington\*  
Allentown\*
- Altoona\*  
Bethlehem\*  
Erie  
Harrisburg\*  
Lancaster\*  
Philadelphia  
Pittsburgh\*  
Reading\*
- **RHODE ISLAND**  
Providence  
Warwick
- **SOUTH CAROLINA**  
Charleston\*  
Columbia  
Greenville  
North Charleston
- **SOUTH DAKOTA**  
Sioux Falls\*
- **TENNESSEE**  
Chattanooga\*  
Clarksville\*  
Knoxville\*  
Memphis\*  
Nashville\*
- **TEXAS**  
Abilene  
Amarillo\*  
Arlington\*  
Austin\*  
Baytown  
Beaumont\*  
Brownsville  
Bryan\*  
Carrollton  
Corpus Christi\*  
Dallas

El Paso\*  
Fort Worth\*  
Galveston  
Garland\*  
Grand Prairie\*  
Harlingen  
Houston\*  
Irving\*  
Killeen  
Laredo  
Longview\*  
Lubbock\*  
McAllen\*  
Mesquite\*  
Midland\*  
Odessa\*  
Pasadena  
Plano  
Port Arthur

Richardson\*  
San Angelo  
San Antonio\*  
Tyler\*  
Victoria  
Waco  
Wichita Falls\*

● UTAH

Ogden\*  
Orem\*  
Provo  
Salt Lake City\*  
Sandy\*  
West Valley

● VERMONT

Burlington

● VIRGINIA

Alexandria

Bellevue\*  
Chesapeake\*  
Hampton\*  
Lynchburg\*  
Newport News\*  
Norfolk\*  
Portsmouth\*  
Richmond\*  
Roanoke\*  
Suffolk  
Virginia Beach\*

● WASHINGTON

Everett\*  
Seattle\*  
Spokane\*  
Tacoma  
Yakima

● WEST VIRGINIA

Charleston  
Huntington\*

● WISCONSIN

Appleton\*  
Eau Claire\*  
Green Bay\*  
Janesville\*  
Kenosha\*  
Madison\*  
Milwaukee\*  
Oshkosh  
Racine\*  
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West Allis +

● WYOMING

Cheyenne\*

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