



Healthy people and places



Police Encounters at the Annual Mifflin Street “Party” (2010-2012): Alcohol Related Incidents and Other Crime

Public Health Madison and Dane County
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Introduction

“The consequences of excessive and underage drinking affect virtually all college campuses, college communities, and college students, whether they choose to drink or not” (NIAAA, 2013). Consequences include death, injury, assault, sexual abuse, unsafe sex, academic problems, health problems/suicide attempts, drunk driving, vandalism, property damage, police involvement and alcohol abuse and dependence. Community-driven policies and environmental change strategies to address this harm include making alcohol less affordable and influence marketing, influence norms concerning high risk drinking, minimize harm from alcohol abuse and restrict availability of alcohol.

“All students – whether they misuse alcohol or not – and their parents, faculty, and members of the surrounding community experience the negative consequences wrought by the culture of drinking on US campuses” (United States Department of Health and Human Services, 2002, p.9). The Mifflin Street party exemplifies these sentiments. While this report uses data collected during the Mifflin Street event (MSE), similar results are seen year round on most weekends in downtown Madison. This report aligns with a national picture of the damage overconsumption of alcohol does to individuals, i.e., police incidents leading to fines and/or imprisonment, as well as damage to others, i.e., injuries to others, population-level crimes and declines

in neighborhood cohesion and reputation (National Institute on Alcohol Abuse and Alcoholism [NIAAA], 2013).

The annual Mifflin Street event generally occurs on the first Saturday in May and spans the 400 and 500 blocks of West Mifflin Street in downtown Madison. While the event has roots in political protest and activism, today’s gathering exists largely as an occasion for excessive all day drinking. Revelers from the nearby University of Wisconsin-Madison are joined by peers from around the country, both students and non-students, for a day that results in hospitalizations, theft, assault, and jailing.

This event has proven to be costly to the city of Madison. The financial burden increased substantially from 2010 to 2012 when the Madison Police Department heavily increased regulations and police presence at the event. These actions are related to the result of serious incidents in 2011, e.g., three officers were hospitalized for injuries, two party goers were stabbed – one was stabbed six times (Sunby, 2011). Figure 1 shows the Madison Police Department’s financial costs from the Mifflin Street event in the past three years (Madison Police Department, 2012).



Figure 1. Financial Costs of the Mifflin Street Event, MPD 2010-2012

	2010	2011	2012
Overtime and Benefits	\$63,738	\$106,417	\$159,781
Premium Pay and Benefits	\$908	\$1,294	\$1,537
Supplies	\$216	\$178	\$4,504
Subtotal "Out of Pocket"	\$64,862	\$107,889	\$165,822
Straight Time and Benefits	\$22,697	\$22,653	\$29,727
Total	\$87,559	\$130,542	\$195,619

The Mifflin Street event occurs just three blocks from the nearest university residence hall and just one block from the nearest university building. The crime that results from the event has a serious impact on both the UW-Madison campus community as well as the Mifflin neighborhood.

Methodology

All statistical analyses of crime data surrounding the event were conducted using Stata version 12. Police encounter data was provided to Public Health Madison and Dane County from the Madison Police Department. This data includes information from the event weekends in the years 2010, 2011, and 2012. The records cover the weekend of the event, from 12:00am on Saturday until 8:00am on Sunday. Data were analyzed as the number of incidents as the unit of analysis, as opposed to the number of individuals committing the infractions.

The data, in their original form, listed very specific offenses for each case. While such clarity is useful in understanding precisely what goes on at the Mifflin Street event, for this report offenses were categorized into groups of similar incidents. A two-tiered approach is used for this categorization. The first tier groups together similar offenses that are either slightly different in the wording of the record, or similar in the nature of the offense. The second tier was made up of six broader categories used for primary analysis. A breakdown of both tiers can be found in Appendices A and B. Basic frequencies and percentages in cross tabulations of an assortment of variables (at 95% confidence intervals), were conducted in the data analysis.



Demographics

Although a diverse group of individuals are represented in the dataset, Figure 2 provides significant trend data on the demographic profile of those involved in the police incidents.

Figure 2. *Demographic Profile of Individuals Involved in Police Incidents (PHMDC, 2010-2012)*

1. Age	93% were between 18-25 years old	Average age of individual was 21.3 years old (CI 21.1-21.6 years old)
2. Gender (4.6% not specified)	73.7% males	21.8% females
3. Race (6% not specified)	85.1% White	7.4% Black 1.4% Asian, Hispanic, American Indian
4. Summary	<i>The majority of individuals involved in police incidents were 21 year old White males.</i>	

Results



Figure 3 displays the number and percent of offenses at the Mifflin Street event for 2010 – 2012. The data shows a significant increase in the total number of offenses in 2012. This is related to increased police presence and policies, including Strike Team visibility, house party regulations, arrest areas, discontinuation of the 2011 allowance for open containers, and the decision to leave the 400 and 500 blocks of Mifflin Street open and less accessible for excess drinking or crime. The lower number of offenses in 2011 is related to the City of Madison decision to allow open containers

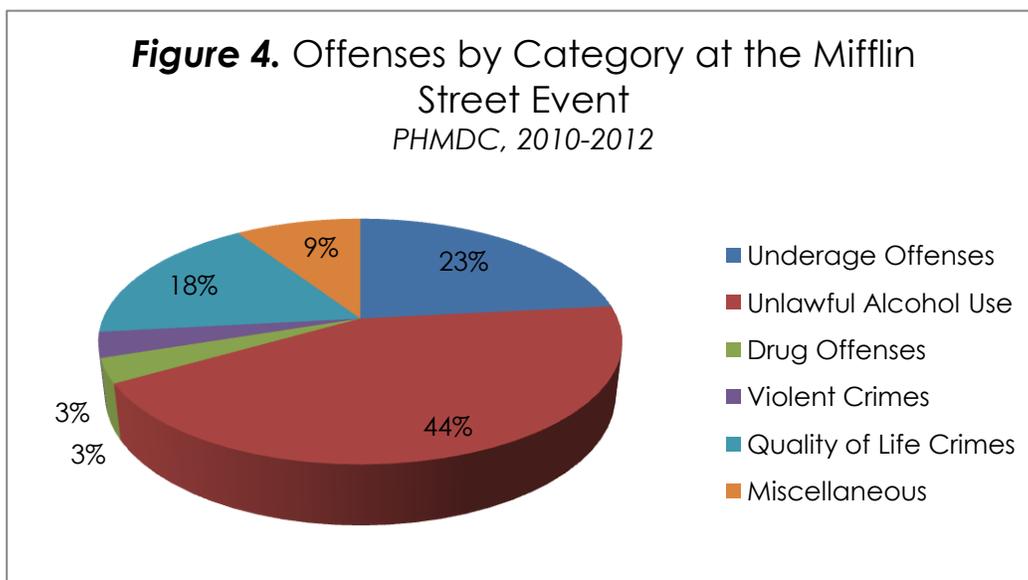
of alcohol on event zone streets, hoping it would result in more moderate alcohol consumption. Unfortunately, it was a much more harmful event with unintended consequences that were counter to the City’s goals (Sunby, 2011). The unintended consequences included a significantly lower rate of open container offenses compared to 2010 and 2012 because of the allowance for open containers, and higher rates of drug offenses and violent crime.

Figure 3. *Offense Category Breakdown by Year at the Mifflin Street Event (PHMDC, 2010-2012)*

	2010	2011	2012
1. Underage Offenses	143 (26.7%)	90 (23.1%)	159 (21%)
2. Unlawful Alcohol Use	230 (42.9%)	119 (30.5%)	381 (50.4%)

3. Drug Offenses	9 (1.7%)	17 (4.5%)	28 (3.7%)
4. Violent Crimes	17 (3.2%)	22 (5.6%)	17 (2.2%)
5. Quality of Life Offenses	68 (12.7%)	98 (25.1%)	128 (16.9%)
6. Miscellaneous	69 (12.87%)	44 (11.3%)	43 (5.7%)
TOTAL OFFENSES	536	390	756

Police encounters were largely due to alcohol-related issues. Figure 4 shows that 44% and 23% of offenses were due to unlawful alcohol use or underage incidents, respectively. Sixty-seven



percent of offenses were directly related to alcohol; the remaining incidents were influenced or exacerbated by alcohol use. See Appendix A for a breakdown of these offense categories.

Figure 5 shows the breakdown of offense category by gender. A larger proportion of underage offenses and unlawful alcohol use incidents involved females (86%) than males (64.9%). Males were more often involved in incidents that were likely the result of alcohol overconsumption and intoxication (35.1%) compared to females (14%), i.e., drug offenses, violent and quality of life crimes, and miscellaneous incidents.



Figure 5. Breakdown of Offenses by Gender at the Mifflin Street Event (PHMDC, 2010-2012)

	Female	Male	Unspecified
1. Underage Offenses	119 (32.5%)	273 (22%)	0 -
2. Unlawful Alcohol Use	196 (53.5%)	532 (42.9%)	2 (2.6%)
3. Drug Offenses	5 (1.4%)	49 (3.9%)	0 -
4. Violent Crimes	3 (0.8%)	49 (3.9%)	4 (5.2%)
5. Quality of Life Crimes	29 (7.9%)	194 (15.7%)	71 (92.2%)
6. Miscellaneous	14 (3.8%)	142 (11.5%)	0 -
Total	366 (100%)	1,239 (100%)	77 (100%)

Recommendations

The National Institute of Health’s (NIH) Task Force suggests a multifaceted approach to combat the college drinking culture involving individuals, the student body as a whole, the university, and the surrounding community. “When college drinking is reframed as a community as well as a college problem, campus and community leaders are more likely to come together to address it comprehensively” (United States Department of Health and Human Services, 2002, p. 15). The damage incurred by the Mifflin Street event impacts the entire community and requires ongoing collaborative action by, at minimum, the students, the University of Wisconsin, the Madison Police Department, the Mifflin Street Neighborhood, and the City of Madison.

Financial and in-kind resources are needed to create a campus and community coalition to plan and implement interventions to lessen the impact of the Mifflin event and to reduce alcohol harm. Collaborative planning and efforts by community partners to submit an application for a Wisconsin Partnership Program grant may generate additional financial resources. Study to Prevent Alcohol Related Consequences (SPARC) provides an evidenced-based approach for a coalition to consider (Martin, Sparks, Wagoner, Sutfin, Egan, Sparks, Rhodes, O’Brien, Easterling, Wolfson, 2012, p. 14). The four main risk categories outlined in SPARC strategies are: availability of alcohol; alcohol prices and marketing; norms concerning high-risk drinking; and harm minimization. Such strategies include but are not limited to:

1. Make alcohol less affordable and influence marketing
 - a. Students are looking for a break from academics, entertainment and a way to facilitate relationships with other students. Student engagement is needed to find alternatives to alcohol as the low-cost way to accomplish these goals. “Binge drinking

is the cheapest form of entertainment in most college towns. Raising the price of alcohol near campus, including the elimination of drink discount promotions, may be the single-most effective policy-based strategy to reduce binge drinking” (Nelson & Winters, 2012, p. 155). Revenue is needed to cover costs the City of Madison pays to



deal with downtown neighborhood issues; the cost of excessive alcohol use is \$1,341 annually for each Madison resident (Black & Palzer, 2013, p.39). “Because college students tend to drink more heavily than other groups, their families, colleges, and taxpayers in college communities may bear disproportionately more of these costs” (Nelson & Winters, 2012, p. 3).

- b. “Alcohol outlets near college campuses commonly use various discounts and promotions to attract students,” and these alcohol promotions and specials correlated with increased consumption (Kuo, Wechsler, Greenberg, Lee, 2003, pg. 6). Address the regulation of alcohol marketing practices such as sale prices, promotions, and advertisements downtown and on campus.
2. Influence norms concerning high-risk drinking
 - a. Continue to explore and adopt broad, comprehensive and stringent alcohol policies and violations and assure strong enforcement measures are in place. Collaboration between the City of Madison and UW-Madison is essential for strategic, clear and consistent communication about the policies and violations. In the article “View from the President’s Office: The Leadership of Change,” Mara (2002) suggests communicating clearly and frequently about alcohol policies and punishments. “Engage residence hall staff, since they can be a source of mixed messages if they are lax in enforcement or project tolerance of irresponsible behavior” (para 8). Students need timely information that explicitly spells out both the City of Madison and UW-Madison rules and how they will be enforced.
 - b. Implement a social norms marketing campaign to correct student misperceptions about alcohol use (Glider, Midyett, Mills-Novoa, Johannessen, & Collins, 2001). The data compiled in this report will be useful in targeting specific groups, i.e., age, gender and race.
 3. Minimize harm from alcohol abuse
 - a. “The vast majority of the problems that result from alcohol use occur among students who are not the heaviest drinkers” (Nelson & Winters, 2012, p. 95). Assure students in need of early intervention have access to services, e.g., BASICS (UW-Madison, 2011). Consider the feasibility of creating and evaluating the effectiveness of a campus safe ride program and re-establishing late night bus service downtown (United States Department of Health and Human Services, 2002, p.22).

4. Restrict availability of alcohol.
 - a. Regulate alcohol purchase and consumption on the weekend of the event. Enact strict regulations of keg sales by alcohol dispensaries. Alcohol dispensaries in the Madison area run out of kegs and taps for high-consumption weekends, including the Mifflin Street event. Similarly, the United States Department of Health and Human Services (2002) recommends “promotion of alcohol-free drinks and food specials could be encouraged” (p.22).
 - b. Develop a program in partnership with downtown alcohol dispensaries to provide incentives to operators that participate in server training. Examples of incentives include public recognition and reduced/eliminated sanctions for alcohol policy violations.

Conclusion

According to a 2012 report issued by the Wisconsin Department of Health Services:

Wisconsin's rates of alcohol use and misuse have been among the highest – if not the highest – in the nation. As of 2010, Wisconsin adults continue to have the highest rate of binge drinking among all U.S. states and territories. Wisconsin’s per capita alcohol consumption and the rate of underage drinking (ages 12-20) both exceed national averages. Wisconsin’s rate of heavy drinking among adults, while still higher than the national average, declined two percentage points in 2010 (p. 9)

UW-Madison Population Health Institute (2012) identified nine counties with highest risk levels throughout the state in three areas: underage drinking, binge drinking, and alcohol-related motor vehicle fatalities and injuries. Dane County is one of the nine counties identified, primarily due to the high rates of binge drinking in UW-Madison neighborhoods.

Depending on the criminal justice system alone is not enough to lessen the harm caused from alcohol abuse. Implementing a comprehensive strategy is effective, but the process is long term and many barriers will surface. City of Madison residents and invested stakeholders need accurate information on the negative impact downtown Madison’s permissive and tolerant culture and practices of excessive, dangerous, unhealthy, and illegal drinking results in a host of problems, e.g., violence, crime, unemployment, injury, health and academic problems.



In summary:

1. The costs of an event like the Mifflin Street party outweigh the benefits, and call for the need to reshape a broader cultural norm that sanctions risky drinking among young adults.
2. It is a complex problem, calling for a collaborative approach rooted in the community. Many partners need to be engaged; consensus and solutions from competing interests will take effort, time and resources.
3. It benefits everyone when good alternatives and neighborhoods are structured to provide a celebratory atmosphere without the direct and indirect costs of excessive alcohol use.

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Appendix A: MSE Analysis: Offense Categories

Tier One Groupings

Category	Includes
1. Underage – Related Offenses	<ul style="list-style-type: none"> ▪ Underage person enters licensed premises ▪ Underage person not to procure alchl from licensee ▪ Underage prsn intentionally carrying id not theirs ▪ Underage prsn makes, alters, or duplicates id card ▪ Underage prsn not to falsely represent self for alch ▪ Underage prsn possess or consume off licensed prems ▪ Underage prsn w/false id knowing it is false ▪ Underage drinking ▪ Underage prsn not to possess/consume alchl lic prems ▪ Permit Underage Person No Premises Where Acvity...
2. Unlawful Possession/Consumption – Alcohol	<ul style="list-style-type: none"> ▪ Glass free zone ▪ Possess/consume alc bev on private property proh ▪ Unlwl to possess/consume open intox on public st.
3. Battery	<ul style="list-style-type: none"> ▪ Battery ▪ Battery *simple assault ▪ Battery aggravated ▪ Battery substantial ▪ Batter to p.o.-fire/simple assault ▪ Strangulation ▪ Substantial battery- intended bodily harm
4. Drug-Related Offenses	<ul style="list-style-type: none"> ▪ Casual possession of mj or cannabis in public plce ▪ Possession of drug paraphernalia ▪ Possess w/intent- psilocin (-100g) ▪ Possess w/intent- thc (-500g) ▪ Possession of cocaine/coca ▪ Possess w/intent-cocaine (15-40g) ▪ Possession of controlled substance ▪ Possession of narcotic drugs ▪ Possession of schedule II narcotics ▪ Possession of thc ▪ Possess w/intent mdma (<3g) ▪ Possess w/intent-schedule iv drugs ▪ Possession of prescription drug
5. Trespassing	<ul style="list-style-type: none"> ▪ Unlawful trespass (after notified not to enter) ▪ Unlawful trespass (breach of peace) ▪ Criminal trespass to dwelling
6. Theft/Robbery/Burglary	<ul style="list-style-type: none"> ▪ Retail theft ▪ Burglary ▪ Fraudulent use of a credit card ▪ Robbery- armed ▪ Robbery- strong armed ▪ Theft from building ▪ Theft from motor vehicle ▪ Theft of a credit card ▪ Theft of movable property

	<ul style="list-style-type: none"> ▪ Theft pick pocketing ▪ Entry lckd veh
7. Traffic	<ul style="list-style-type: none"> ▪ Duty upon striking person/attended/occupied veh. ▪ Following too close: motor vehicle ▪ Red signal violation ▪ O.M.V.W.O.C. ▪ O.M.V.W.I.
8. Abuse and/or Assault	<ul style="list-style-type: none"> ▪ 1st deg reck endangerment ▪ 3rd deg sex aslt with an object ▪ 4th deg sex aslt ▪ Phys abuse child/simple assault
9. Weapon-Related Offenses	<ul style="list-style-type: none"> ▪ Carry concealed weapon ▪ Facsimile firearms (use restrictions) ▪ Use of a dangerous weapon
10. Property Crimes	<ul style="list-style-type: none"> ▪ Damage to property ▪ Injuring tree or shrub ▪ Ocpy plnting area/damage tree, shrub, flower in park ▪ Placing articles on sidewalk or terrace area ▪ Tampering w/fire extinguisher/sprinkler ▪ Arson of buildings ▪ Crim damage to property (felony) ▪ Crim damage to property (misdmnr)
11. Sell Alcohol (Incl. to Minors/Encouragement)	<ul style="list-style-type: none"> ▪ Adult encourages underage consumption ▪ Procuring for or furnishing alchl to underage prsn ▪ Sell acchl/drks proh except in accord w/chapter
12. Resist-Obstruct	<ul style="list-style-type: none"> ▪ Obstructing emergency medical personnel ▪ Resist-obstruct (citation module) ▪ Resisting or obstructing an officer
13. Noise Violation	<ul style="list-style-type: none"> ▪ Person making unreasonable noise ▪ Radio, phonograph or other such device disturbing
14. Warrant and Bail Offenses	<ul style="list-style-type: none"> ▪ Bail jumping (misdemeanor offense) ▪ Warrants(s)/oth agcy/mun ct ▪ Parole violation ▪ Probation violation
15. Other Nuisance	<ul style="list-style-type: none"> ▪ Harassment of police animal prohibited ▪ Menacing panhandling prohibited ▪ Throwing of stones ▪ Unlawful fireworks ▪ Curfew- 12-16 yoa (11p-4a), (12a-5a) fri&sat ▪ Unlawful use of emergency telephone number
16. Depositing Human Waste Products	<ul style="list-style-type: none"> ▪ Depositing human waste products regulated
17. Disorderly Conduct	<ul style="list-style-type: none"> ▪ Disorderly conduct ▪ Disorderly conduct under the influence of alcohol
18. Party to a Crime	<ul style="list-style-type: none"> ▪ Party to a crime (person crimes)
19. Prostitution	<ul style="list-style-type: none"> ▪ Prostitution

Appendix B: MSE Analysis: Offense Categories

Tier 2 Groupings

Category	Includes
1. Underage Offenses	<ul style="list-style-type: none"> ▪ Underage person enters licensed premises ▪ Underage person not to procure alchl from licensee ▪ Underage prsn intentionally carrying id not theirs ▪ Underage prsn makes, alters, or duplicates id card ▪ Underage prsn not to falsely represent self for alch ▪ Underage prsn possess or consume off licensed prems ▪ Underage prsn w/false id knowing it is false ▪ Underage drinking ▪ Underage prsn not to possess/consume alchl lic prems ▪ Permit underage person no premises where acvity...
2. Unlawful Alcohol Use	<ul style="list-style-type: none"> ▪ Glass free zone ▪ Possess/consume alc bev on private property proh ▪ Unlwl to possess/consume open intox on public st. ▪ Adult encourages underage consumption ▪ Procuring for or furnishing alchl to underage prsn ▪ Sell acchl/drks proh except in accord w/chapter ▪ O.M.V.W.O.C. ▪ O.M.V.W.I.
3. Drug Offenses	<ul style="list-style-type: none"> ▪ Casual possession of mj or cannabis in public plce ▪ Possession of drug paraphernalia ▪ Possess w/intent- psilocin (-100g) ▪ Possess w/intent- thc (-500g) ▪ Possession of cocaine/coca ▪ Possess w/intent-cocaine (15-40g) ▪ Possession of controlled substance ▪ Possession of narcotic drugs ▪ Possession of schedule II narcotics ▪ Possession of thc ▪ Possess w/intent mdma (<3g) ▪ Possess w/intent-schedule iv drugs ▪ Possession of prescription drug
4. Violent Crimes	<ul style="list-style-type: none"> ▪ Battery ▪ Battery *simple assault ▪ Battery aggravated ▪ Battery substantial ▪ Batter to p.o.-fire/simple assault ▪ Strangulation ▪ Substantial battery- intended bodily harm ▪ Robbery- armed ▪ Robbery- strong armed ▪ 1st deg reck endangerment ▪ 3rd deg sex aslt with an object ▪ 4th deg sex aslt ▪ Phys abuse child/simple assault ▪ Carry concealed weapon

	<ul style="list-style-type: none"> ▪ Facsimile firearms (use restrictions) ▪ Use of a dangerous weapon ▪ Arson of buildings
<p>5. QoL Offenses</p>	<ul style="list-style-type: none"> ▪ Unlawful trespass (after notified not to enter) ▪ Unlawful trespass (breach of peace) ▪ Criminal trespass to dwelling ▪ Retail theft ▪ Burglary ▪ Fraudulent use of a credit card ▪ Theft from building ▪ Theft from motor vehicle ▪ Theft of a credit card ▪ Theft of movable property ▪ Theft pick pocketing ▪ Entry lckd veh ▪ Duty upon striking person/attended/occupied veh. ▪ Following too close: motor vehicle ▪ Red signal violation ▪ Damage to property ▪ Injuring tree or shrub ▪ Ocpy plntng area/damage tree, shrub, flower in park ▪ Placing articles on sidewalk or terrace area ▪ Tampering w/fire extinguisher/sprinkler ▪ Crim damage to property (felony) ▪ Crim damage to property (misdmnr) ▪ Person making unreasonable noise ▪ Radio, phonograph or other such device disturbing ▪ Harassment of police animal prohibited ▪ Menacing panhandling prohibited ▪ Throwing of stones ▪ Unlawful fireworks ▪ Curfew- 12-16 yoa (11p-4a), (12a-5a) fri&sat ▪ Depositing human waste products regulated ▪ Prostitution ▪ Unlawful use of emergency telephone number
<p>6. Miscellaneous</p>	<ul style="list-style-type: none"> ▪ Warrant(s)/oth agcy/mun ct ▪ Bail jumping (misdemeanor offense) ▪ Parole violation ▪ Probation violation ▪ Disorderly conduct ▪ Disorderly conduct under the influence of alcohol ▪ Party to a crime (person crimes) ▪ Obstructing emergency medical personnel ▪ Resist-obstruct (citation module) ▪ Resisting or obstructing an officer