

HERMAN GOLDSTEIN AWARD NOJV OLD TOWN

Old Town is an area of three blocks wide and two blocks long in the downtown area of Wichita. The main businesses in the Old Town area are restaurants, clubs and specialty shops. There are several parking lots located in the area, however there is no parking on the streets. On any given day, there are thousands of patrons visiting the area. The amount of citizens in the area depends on the time of day and the businesses that are open.

The problems that plague the area include parking, vagrants, disturbances, minors and the use of alcohol, skateboarders, and larcenies. The problems are identified by the merchants in the area and the Police Department.

There were several methods used to determine the problems in the Old Town area. The Crime Analysis section provided the statistical information for the area on a monthly basis or by request. Surveys were given to all the merchants in the area to determine what they perceived as problems. It was determined that the problems were occurring at all times of the day due to the wide range of businesses and their hours.

Different plans of action were set up by the Police Department to respond to the problems in the area. Community Policing officers organized special assignments in Old Town to address the problems and worked with the merchant's association to identify new problems. Additional officers were used when the night clubs closed for crowd control. Mounted and Motorcycle officers were assigned to assist with the crowds and DUI enforcement. Undercover operations were organized to monitor thefts in the parking lots and underage drinking.

Although the statistical information showed an increase in crime, Old Town continues to thrive and is perceived as Wichita's night spot. Old Town is expanding every year to the nearby neighborhood, refurbishing the old warehouse and adding new structures.

HERMAN GOLDSTEIN AWARD NOMINATION OLD TOWN

Old Town is located within the central downtown business district. The old, red-brick buildings once were major businesses in the early 1900's . The railroads steamed through the heart of Old Town, with a main station at Douglas and Mead. The railroads helped Wichita to grow into the city that it is today. Old Town was the center of business because of the use of railroads in the transportation of goods. In 1901, if anyone in Wichita or in western Kansas ordered an imported item, chances are the goods passed through Old Town. With the passing of the railroad days, Old Town's importance began to fade. The buildings were left to anonymous use or no use at all and the streets remained dark without lights. The buildings became overlooked and undervalued with the expansion to the west of the steel buildings in the "new downtown." The red brick streets were unkept by street maintenance allowing them to become flooded and filled with trash. The only inhabitants of the vacant buildings were now the transients who needed a place to stay out of the weather. The once thriving area was left to decay.

The red-brick district remained unkept, filled with trash and graffiti, until the City of Wichita and several local developers began the Old Town development project in the early 1980's. Old Town was developed to attract new businesses to the location, and was to become a place for families to come for entertainment. The structures were refurbished keeping the area's origin of an era past.

Old Town now consists of restaurants, night clubs, and specialty shops. The Old Town area is three blocks wide and three blocks in length. Old Town has City owned parking lots throughout

the area, but restricts parking on the streets. There are several buildings that are currently in the process of being refurbished, and several more that are in the planning stage. There are currently 34 buildings with approximately 70 businesses in Old Town.

The City of Wichita is promoting Old Town for tourism, inviting families to come for shopping, eating and entertainment. Old Town is now a location that is abundant with people during the day for shopping and transforms at night with people going to the clubs where a variety of music and alcohol products are readily available. The area is congested on a daily basis with people and on Friday and Saturday nights the crowds swell into the thousands as adults frequent the clubs in Old Town.

The problems within Old Town were identified by citizen complaints and a survey conducted by the Community Policing Unit (see attached survey). The survey was conducted to identify problems or complaints that the business community perceived in Old Town. The surveys were handed out door to door by Community Policing officers to all of the businesses in Old Town. The surveys were given to approximately 70 businesses and approximately 60% responded to the questions. The business owners were given a week to fill out the survey, and the Community Policing officers went back to pick them up.

The complaints identified by the surveys included parking, transients, vandalism, traffic, skateboarders, littering/trash, and club complaints. There was one business that stated there were no problems in the area, and several that stated they liked the police presence on the weekends. Some businesses wanted the amount of police presence to increase on the weekends in Old Town for crowd control during closing time of the clubs. These surveys were followed up by the Community Policing officers, who went to the businesses and talked with them about the

complaints. There were certain nights that clubs allowed minors (18 to 20 year Olds) to enter for dancing. On these nights, there were empty beer bottles and trash being left in the parking lots near these clubs. This showed a possible problem with underage drinking in the parking lots. The Community Policing officers attended monthly meetings with The Merchants of Old Town Association to discuss issues in Old Town. During these meetings, it was learned the businesses were also experiencing problems with parking, due to the insufficient number of parking lots, and the locations of the lots to the businesses. Other issues brought up by the merchants included problems with a club in the area allowing minors in the business. The business was a dance hall that could not serve any alcohol and catered to the youth population. There were several problems inside and outside of the business involving gang activity, drug violations, underage drinking, weapon violations, and parking problems. During another meeting, a business owner identified a problem with skateboarders. There was an increase of graffiti in the area attributed to skateboarders and a new skate center that was opening in a nearby warehouse.

Community Policing officers contacted the Crime Analysis Section of the Wichita Police Department to confirm the problems identified in the survey and subsequent citizen complaints. The data received was used to determine times and locations of specific crimes. Some of these crimes were the larcenies to autos and disturbances when, the clubs were closing. There was also an increase in the number of larcenies in general.

For each of the problems, there was a plan developed by the Community Policing Unit. The problem of underage drinking in the parking lots involved a strategy to allow officers to work different hours to strictly enforce the city ordinance of minors in possession and the consumption of alcohol. Tuesdays and Thursdays were the nights that several clubs allowed the minors to enter

their businesses. If the patrol officers drove through the parking lots, the minors had time to hide the alcohol after seeing the patrol cars. The use of unmarked detectives cars and the use of plain clothes were made available to the officers working the special assignments. Officers worked special assignments every other week to control the minors in the parking lots. At the beginning of the enforcement, there were numerous arrests made by the officers. Toward the end of the year, the number of incidents and arrests involving the minors had gone down.

Another problem recognized by the officers was the increase in the number of minors inside clubs that allowed 21 year olds and above. The Community Policing officers along with the Wichita Undercover Section conducted two liquor compliance checks using a minor to buy alcohol. During the checks, there were six clubs and restaurants checked. Out of the six locations, all of the businesses served our undercover decoy. These compliance checks were done before the warmer and busier months of the year. After the compliance checks, there was a meeting setup with business owners and employees who served alcohol in Old Town. At the meeting, businesses learned how to spot fraudulent identification, and the City Ordinances involving clubs and the selling of liquor were explained. Alcohol Beverage Control instructed the businesses about State Laws and penalties. The invitation to the meeting was given to all 13 of the clubs and restaurants and to the Wichita Eagle newspaper. Approximately 20 people showed up from six different businesses and the news media. There were several meetings set up with new clubs or those clubs who could not make the meeting to talk about fake ID's and City ordinances. The clubs were counseled not to allow anybody in when they have an ID that was questionable or call the Police Department to check them. Another liquor compliance check was then conducted and three out of six businesses served the minor. Five out of the six businesses checked did not attend the liquor

education meeting. During Police Department mandatory training, officers were given training by Community Policing officers on how to spot fake ID's and how minors get in the clubs.

There was one business that had more problems in a shorter period of time compared to the others in Old Town. There were several problems inside and outside including gang activity, drug violations, underage drinking, weapon violations, and parking problems. Prior to its opening, meetings were held with the owners in an attempt to work with them and to start a good working relationship. The Community Policing officers asked the owners of the business to sign an affidavit and enforce loitering violations in front of their business, which they did. The owners of the business advised the officers that the patrons would be identified and scanned for weapons. The owners also advised the officers that the minimum age would be 18 years of age to enter, but later lowered it to 16 years of age. Problems started to occur prior to the opening of the business. These problems occurred when the owners of the business had alcohol on their premise without a license. When the owners were cited for this violation, the owners assaulted a Police Lieutenant.

After the opening, the problems began to escalate. Vehicles parked illegally on one side of the street, making it impossible for two way traffic. There was heavy pedestrian traffic at the same time as the vehicular traffic. The patrons going into the business would stop vehicles that were driving by to converse. This impeded the flow of traffic on Mead Street, making it impossible to drive through. Officers would work the street in front of the business using barricades to close the street when parking was full and traffic tie-ups occurred. During the enforcement of traffic violations, there were numerous arrests for drugs, alcohol, and weapons. The owners of the business were also given several warnings for dance hall violations, and later were cited for additional violations, after noncompliance. Mounted Units, SCAT (Special Community Action Teams), Traffic

Motorcycle units, and Bicycle patrols were used to assist in the increased enforcement efforts. The Merchants of Old Town Association requested additional help, due to increased gang activity at the other businesses. After contact with several patrons of the problem business, it was discovered that some patrons were as young as 12 years old and were in the business as late as 2:00 A.M. in the violation of curfew. About every other week, officers would identify all patrons who looked under 18 years of age and arrest those in violation of curfew. After several months, the owners of the business were given notice of a new curfew law that let officers cite the business owners who allow the minors to remain in their business after curfew. The next weekend, the owners closed the business. Officers contacted the owners to find out about their plans for the future, and were told that the business was trying to get a liquor license. The club was not able to get a liquor license, so it remained closed until a new business entered the building.

One of the main difficulties we had with the problem business was the cooperation between the owners of the business and the Wichita Police Department. The owners of the business became reluctant to support the officer's effort to reduce criminal activity. The officers felt the owners had deceived them by telling them one thing and then doing the opposite. The idea of using officers to monitor the street and the business outside was the primary response. Visibility was used to lower the amount of criminal activity and to establish a zero tolerance policy for traffic violations and criminal activity.

Due to the increase of additional vehicles in Old town, the number of larcenies from vehicles increased. People attending businesses would leave personal belongings visible inside their vehicles making it easier for the criminals to pick and choose their victims. Statistical data received from the Crime Analysis section aided the officers in formulating a plan to deal with these larcenies. This

plan was based on the time and location of occurrences. Officers contacted local businesses to establish surveillance using their buildings. Officers then set up special assignments using officers to monitor the parking lots in plain clothes and from different positions atop buildings. The plan was intended to apprehend the criminals breaking into the vehicles. The data identified the locations of the thefts and the times of occurrences.

As a result of the special assignment, there were several persons arrested for the crime of burglary to auto. The first assignment apprehended two individuals working together, while the second assignment observed individuals around vehicles acting suspiciously. There were several arrests made by the second assignment, but none were for theft. Officers working the parking lots were able to catch several more individuals during the summer, who were involved in thefts. After each of the arrests, the thefts from vehicles decreased. Some of the suspects arrested admitted to previous cases in the area. The special assignments in the parking lots are still being used to deter the criminal activity in Old Town.

During a meeting with the Merchants of Old Town, the issues of skateboarders and graffiti were identified. There was an increase of graffiti in the area attributed to skateboarders, and a skateboard center was opening in the area. The owner of the skate center was building the business inside of a warehouse. Officers went out to the business and contacted the owner to talk about his plans for the business. The initial goal of the officers was to assist the owner in getting the business up to building code standards before the opening for the skateboarders. This would help the officers by giving the skateboarders a place to go where they could skate and paint graffiti inside the business. The owner was given information about the skateboarding ordinance in the downtown area including Old Town. The owner posted the ordinance, so the skateboarders could read it. The

ordinance stated the skateboards could not be ridden on the sidewalk in the downtown area and they could not do trick riding along the bike paths. The ordinance allowed the officers to write a traffic citation and/or take the skateboards.

It was learned that the owner did not have any licenses or permits for the remodeling in the business. The owner was given information on several City agencies to assist with the licensing and the maintenance of the building. The owner did not call the City agencies about the licenses. The patrol officers contacted the business owner about the condition of the building, but were told to leave. The patrol officers contacted the City Inspectors and the Fire Marshals to inspect the building, who in turn condemned it. The business could not be open to anyone, unless it was a licensed contractor making repairs. The business was monitored by the Police Department and several businesses around the skate center, watching for the skateboarders to enter the condemned building. On several occasions, there were skateboarders inside the business, who advised that they had permission to skate from the owner. There were times that the condemned signs were taken down and the business doors were open.

The initial plan was to help the business to give the skateboarders a place where they could go to ride and do tricks. The owner was given the information on the needed improvements to open up the business. The owner did not have the financial backing to get the building up to codes. Due to the safety of the skateboarders, the building was condemned until the improvements could be made. The skate center was closed down in Old Town. There was another skate center that opened six months later in a building located one mile north of Old Town. This new business gave the skateboarders a place to go where the building was within City building codes. As a result, the skateboarders left Old Town and incidents involving graffiti have gone down.

Parking has been a problem in the downtown area and Old Town is no exception. There are twelve parking lots with approximately one thousand parking spaces in the Old town area, all of which are owned by the City of Wichita. There were two problems with the parking. The first problem with parking was the City allowing the public to park in the center of Douglas Street. The second problem was the parking in the "No Parking" zones along the major streets in Old Town by vendors, merchants, and the public.

The Merchants of Old Town went to the City Council and asked for permission to allow parking in the center area of Douglas Street, one of the major streets in Wichita. The City allowed the merchants to have the parking in the street, if the merchants hired four off-duty police officers to work the traffic control. The City said they would supply the barricades if the merchants would setup and store them. Officers have met with the merchants at several monthly meetings about the way the vehicles were being parked. Douglas Street is a five lane road which consists of a center turning lane, two eastbound, and two westbound lanes. The initial setup was to allow two vehicles to face each other in the three center lanes. This would allow one lane of traffic for east and westbound vehicles. The plan was reviewed by the Fire Department, due to the potential for fires in the old warehouse district, and the need to get fire trucks into the area. After review The Fire Department met with the Merchants of Old Town to setup a new agreement about the parking along Douglas because they were not able to drive the fire trucks into the area. The second agreement by the City was to allow a single row of vehicles to park in the center turn lane, which gave the Fire Department adequate room for the fire trucks. As of this time, the parking along Douglas is still allowed, and is being monitored by two off-duty officers on Fridays and Saturdays.

There was an issue of allowing parking on the streets of Mosley, Rock Island, and Mead Streets. These three streets are the north and south streets that go through the Old Town area. There is no parking allowed on these streets. The problems originated when one person was given a citation for parking in a no parking zone. This person was dropping off a child at the Day Care Center located in Old Town. This person complained that she had received a parking citation, while the food, liquor, and other vendor trucks were allowed to park on the streets while unloading. The officers working this area organized special meetings with all of the merchants in Old Town to discuss the problems of loading and unloading along the streets. The merchants were all given notice of times and locations of the meetings by the officers. The first meeting was held to advise the merchants of the problems that were encountered by the citizen who complained, and to hear possible solutions from the merchants. These options included: making loading zones on streets; make loading zones on adjacent streets in Old Town; create loading zones in parking lots; establish no parking zones with total enforcement; re-zone the area to allow commercial vehicles; and the final option was to allow merchants to purchase permits to park on the street to load/unload within a certain time period. Some of the options considered were not feasible due to the size of the streets and the make-up of the area. Several merchants wanted parking to benefit their business and were not concerned with parking for the rest of Old Town.

A second meeting was scheduled to allow the merchants to vote on the option(s) that they favored. It was decided by the merchants, that they would go to the City Council to ask for the re-zoning of the area for commercial vehicles, and to allow parking permits for the merchant's personal vehicles. Officers agreed not to write any citations during this time in the no parking zones. The City Council reviewed the plan and held off on the decision to a later time. After six months,

officers circulated a flier to all the merchants advising them that they were going to start writing citations in the no parking zones within two weeks. The merchants and the vendors began calling the City to see what could be done. The City asked The Police Department to continue holding off until a study could be done of the area.

During the past year, The Wichita Police Department has devoted extensive police resources to ensure the safety of business owners, shoppers and visitors, who frequent this unique historical area. The Police Department assigned additional officers to the area on Thursday, Friday and Saturday nights. This became a weekly procedure to reduce the number of fights and disturbances involving people leaving Old Town night clubs. As many as 12 additional officers have been assigned to the area to block off streets with barricades and to disperse large crowds. On some nights crowd size would easily exceed 500 people, most of whom had been drinking or were drunk. On occasion the Traffic section used the BAT (Breath Analysis Test) van to provide night club goers an opportunity to check their sobriety by voluntarily taking an intoxilizer test provided free of charge. This was done to increase awareness of the DUI laws and to help drinkers know their limits for alcohol consumption. During the summer months, the Mounted Unit was assigned to patrol the Old Town area due to their ability to control large crowds. The Traffic Motorcycle Unit was assigned in Old Town on Friday and Saturday nights. These specially trained DUI enforcement officers were a constant reminder to party goers that drinking and driving would not be tolerated. In addition, they responded rapidly to disturbances, accidents, and driving violations. These officers helped to regulate both vehicular and pedestrian traffic.

Crime in Old Town has increased over the last couple of years. The rising number of larcenies from auto was contributed to the increasing number of crowds frequenting the businesses

and vehicles in the area. The number of reported disturbances and simple assaults increased due to the officers being in the area, monitoring the crowd's activities and witnessing the fights. These crimes would have not otherwise been reported if officers were not there. The quality of communication of the club's staff and the officers has flourished, increasing the number of contacts and the exchange of information. The increase of the alcohol related crime increased with the special assignments working the parking lots monitoring the minors and the liquor compliance checks.

Even though the number of reports and arrests have increased, Old Town is considered the place to go for entertainment. More and more people are coming into Old Town for the shopping, food and the night life. There was a survey conducted by KWCH Channel 12 news station on the best spots in Wichita. Out of the 12 categories, there were three pertaining to restaurants and night clubs. Old Town businesses received top ratings in two of the three categories. Rowdy Joe's Steakhouse won for best Old Town establishment and The Cowboy Club won for the best Wichita night spot. There are numerous events in the Old Town area every weekend through out the summertime including shows, parades and charity events.

The officers have a working relationship with all of the business owners in Old Town. If there any complaints by the business owners, the officers will look into the problem to find a working solution. The communication is better now than in the past between the officers and the business owners. There is a two way street when it comes to the exchange of information.

Old Town is also expanding with the addition of new businesses and the refurbishing of the older warehouses. The newest refurbished building has office space and also a new drinking establishment. At the current time, there is a new hotel and a 3-story parking garage being built.

The hotel was an original warehouse that is being refurbished and the parking garage will be a new structure. The City and other developers are putting millions of dollars into the Old Town development. In the future, Old Town developers are planning to expand into the neighboring block, renovating the current buildings.

Problem-solving Initiative

The Problem Solving initiative was adopted through several levels of the Police Department. The plans of actions were set by the Community Policing officers to work on the assignments in Old Town. After initial assignments were set up, the patrol officers took initiative on setting up other special assignments for specific problems. The Bureau Commander for Patrol South approved all of the plans of action prior to the implementation.

Training

The Community Policing officers have all been through a special 10 day course to learn problem solving techniques. The patrol officers have gone through some training on problem solving techniques and the new officers go through problem-solving techniques through the Police Academy.

Incentives

Police officers were given the freedom to change their work hours and work in plain clothes to accommodate the needs in Old Town as an additional incentive.

Resources

Additional officers were assigned to Old Town to assist with the problems occurring. Additional units were also assigned including the SCAT (Special Community Action Teams), Traffic section, Mounted unit, and Bicycle units.

Issues

The issues/problems in Old Town were initially identified by community complaints or by the officers. These complaints were all confirmed through the problem solving model as the projects were initiated.

Budget

No additional resources outside the budget of the Police Department were used.

Project Contact Persons:

Off. Joseph E. Kennedy #1497

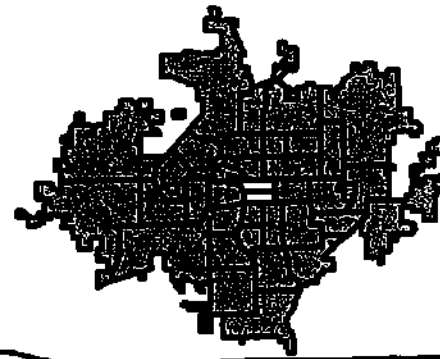
Off. Jeffery A. Andres #1442

455 N. Main

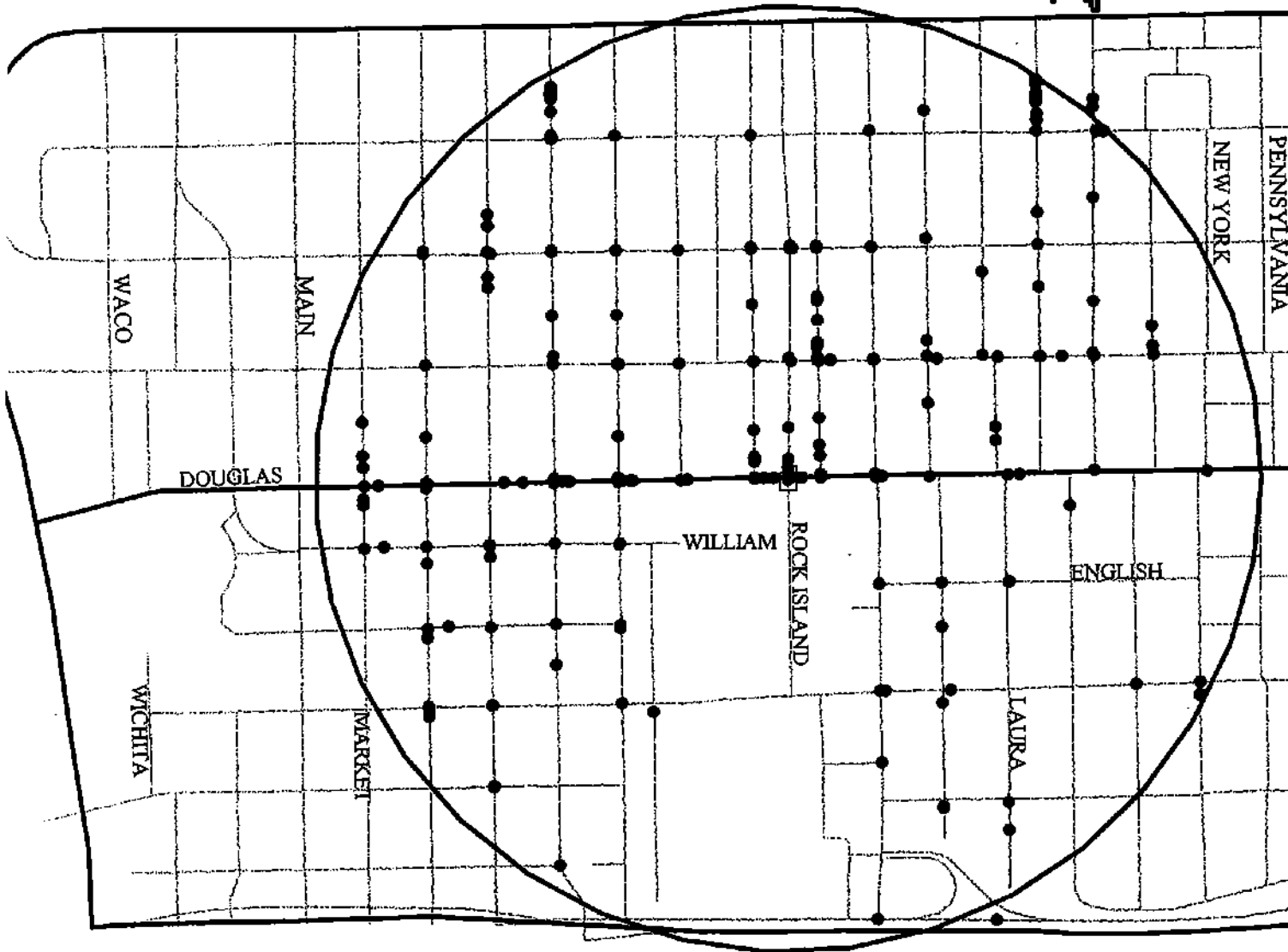
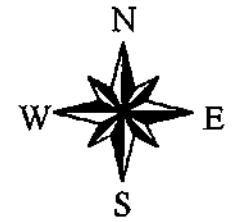
Wichita, Ks









316-337-9200

Robbery 2% of citywide total
 Aggravated Assault 2% of citywide total
 Simple Assault 3% of citywide total
 Drug Violations 3% of citywide total
 Liquor Violations 12% of citywide total
 Disorderly Conduct 2% of citywide total



1997 CRIME DATA AROUND OLD TOWN WICHITA, KANSAS



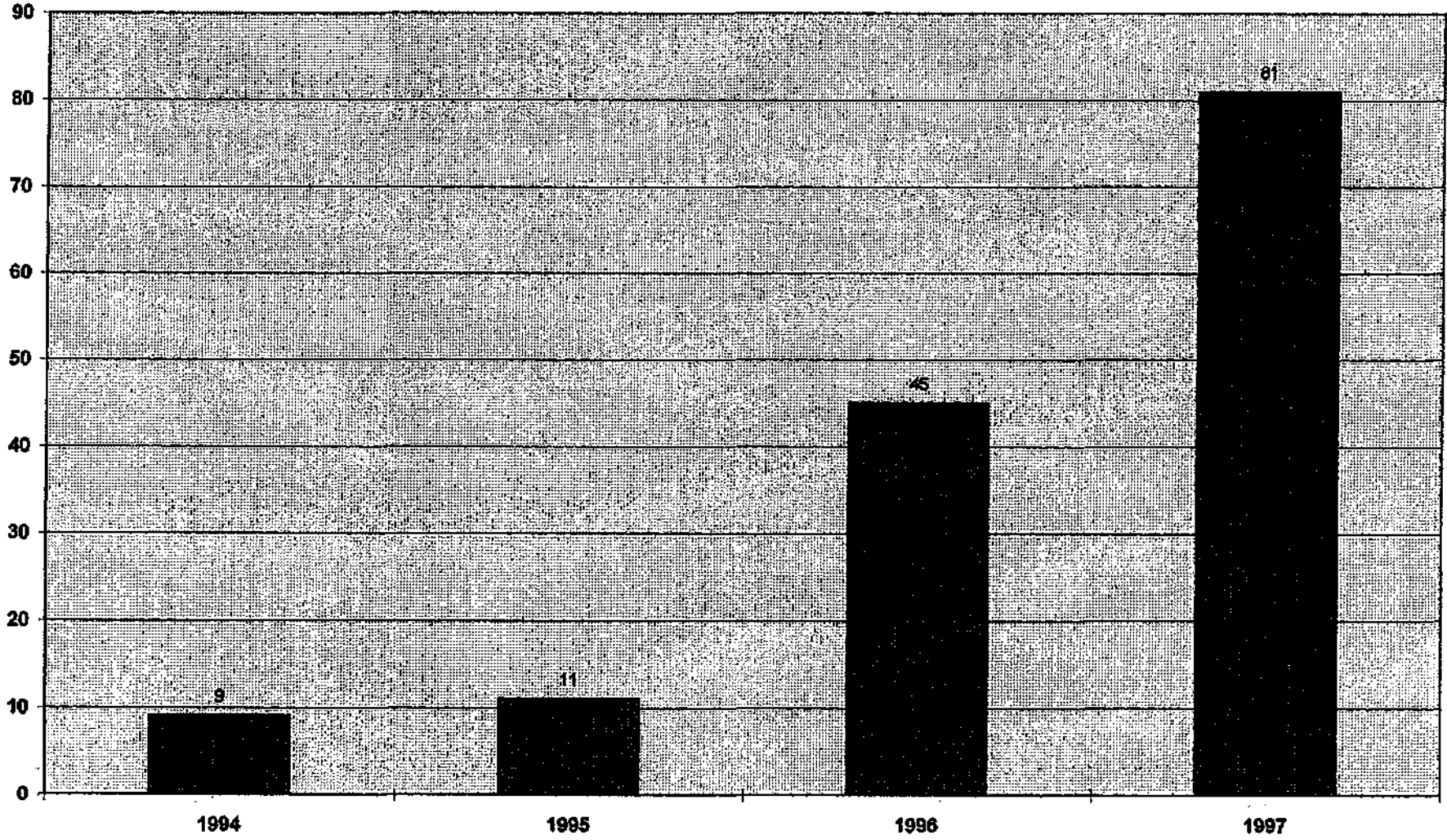
-  N ROCK ISLAND & E DOUGLAS
-  ROBBERY
-  AGGRAVATED ASSAULT
-  SIMPLE ASSAULT
-  DRUG VIOLATIONS
-  LIQUOR VIOLATIONS
-  DISORDERLY CONDUCT
-  3/4 MILE BUFFER



WICHITA POLICE DEPARTMENT
 PLANNING AND RESEARCH

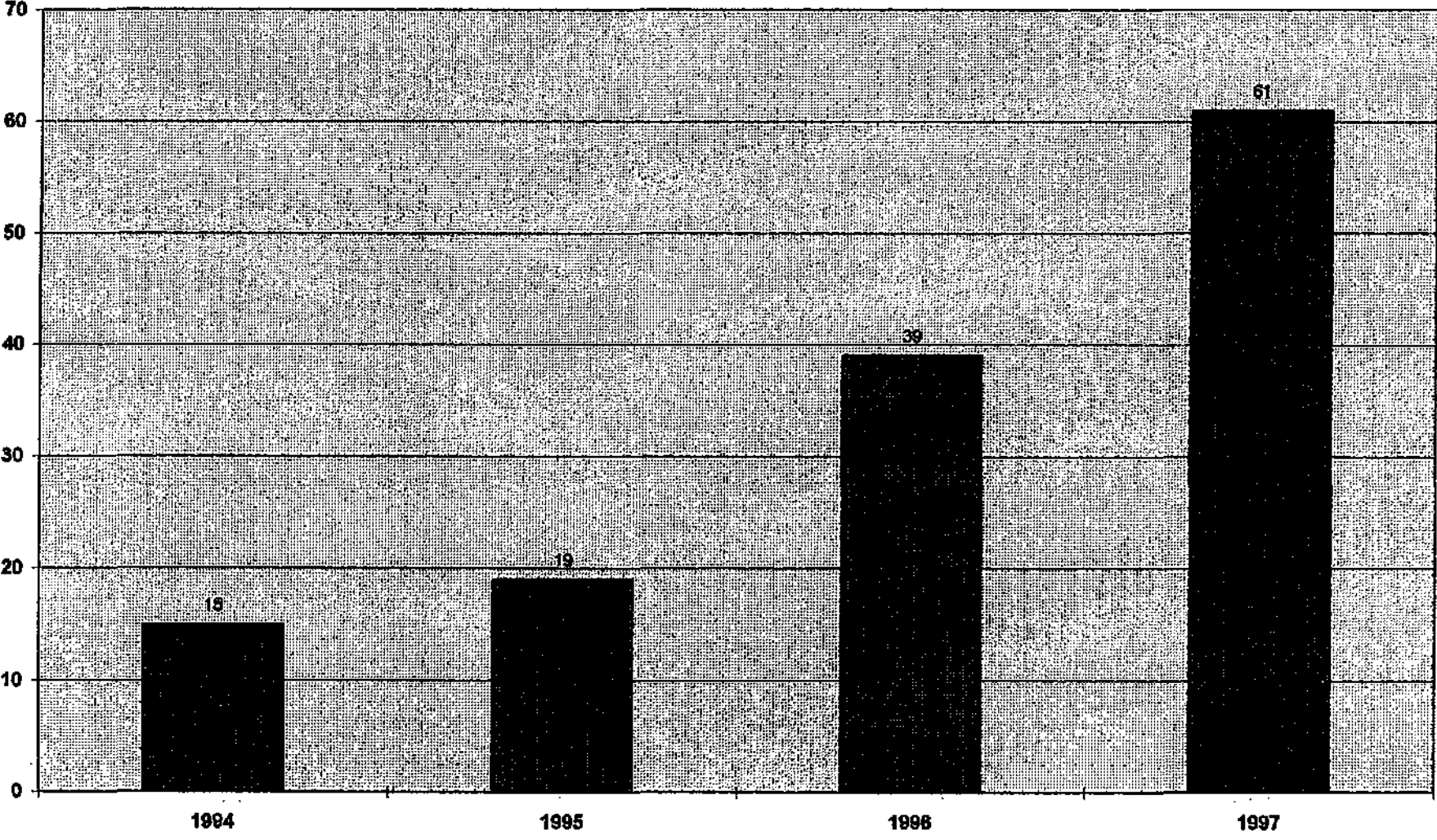
**Wichita Police Department
Old Town Area**

Liquor Law Violations



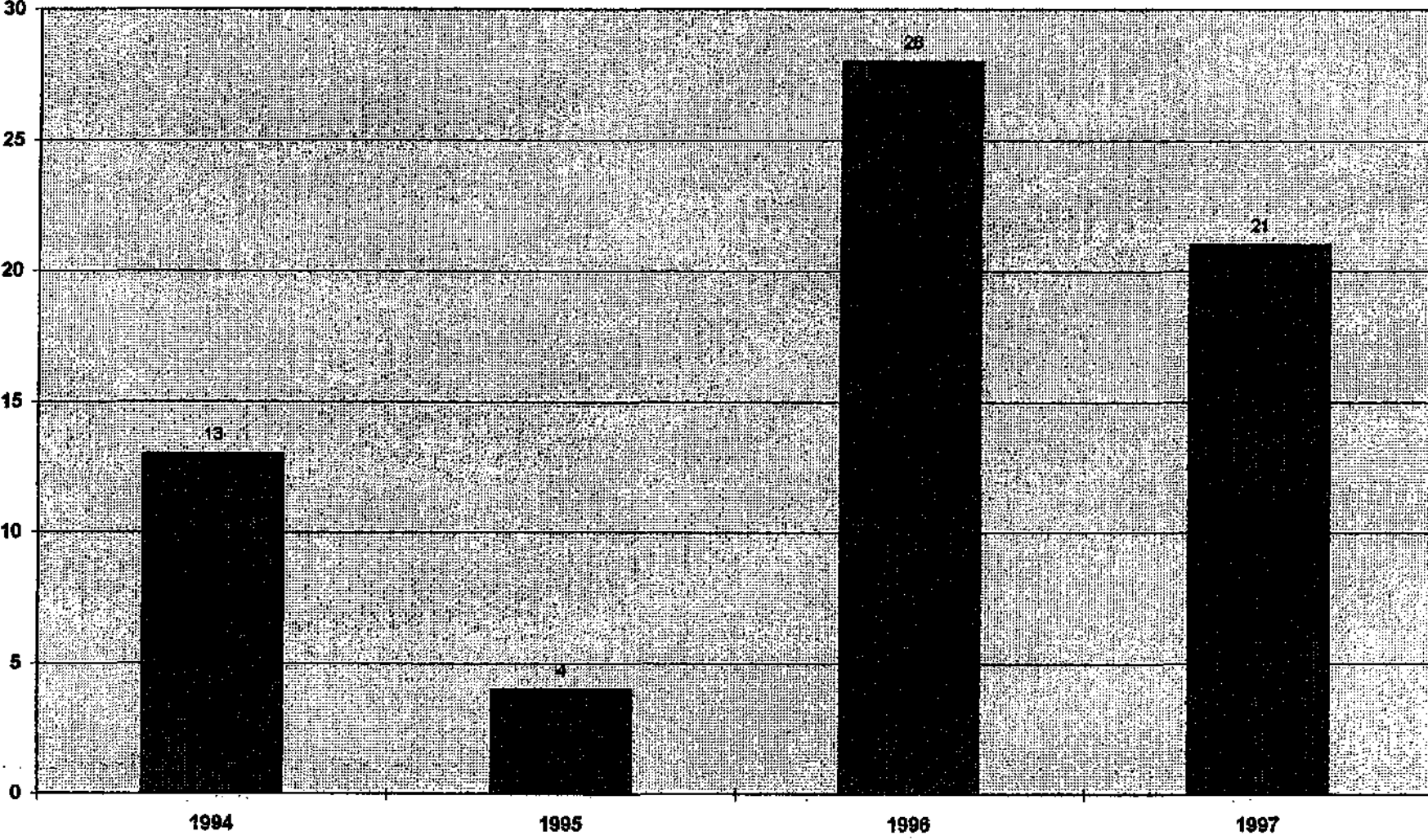
**Wichita Police Department
Old Town Area**

Drive Under the Influence



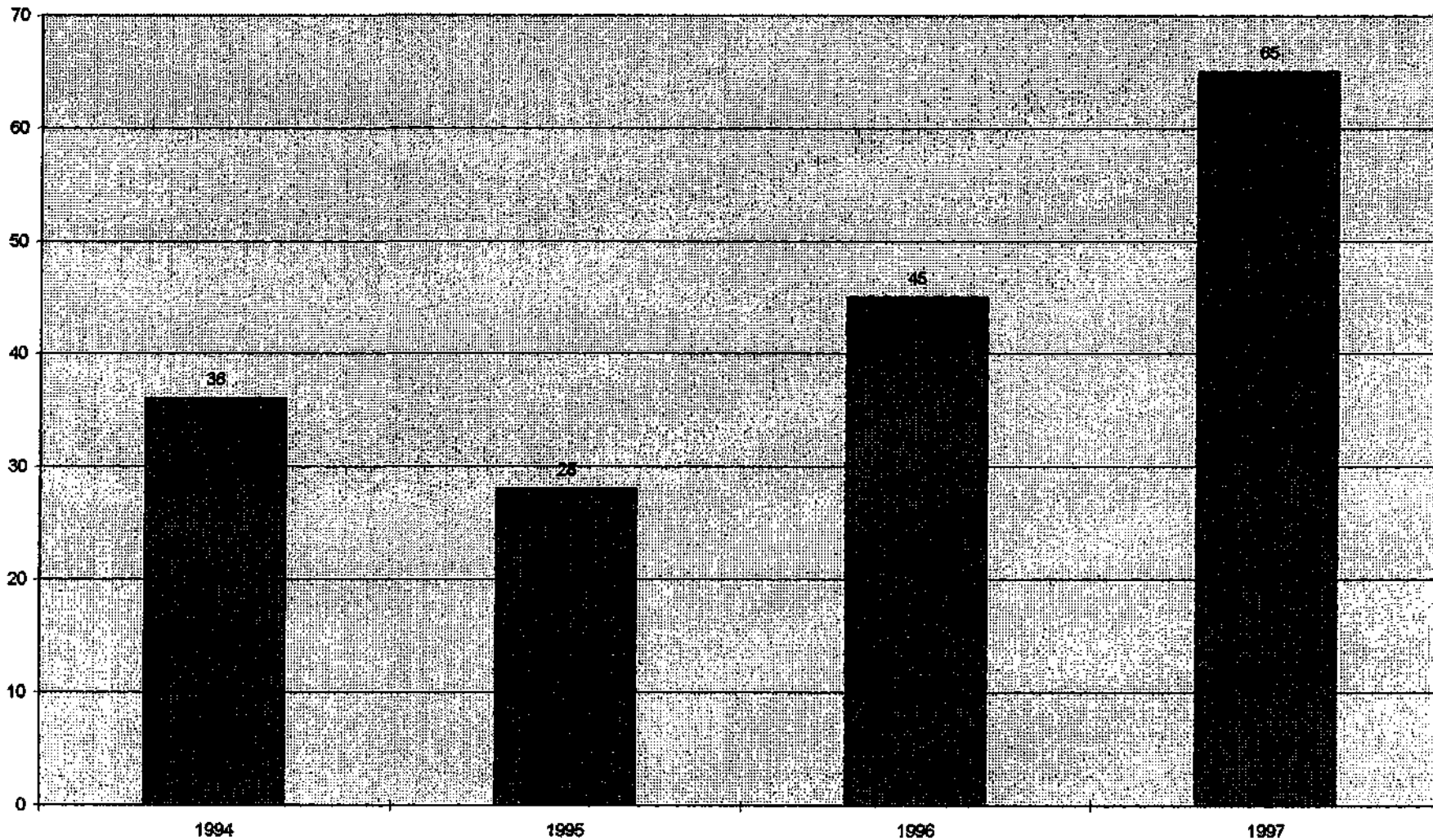
**Wichita Police Department
Old Town Area**

Drug Violations



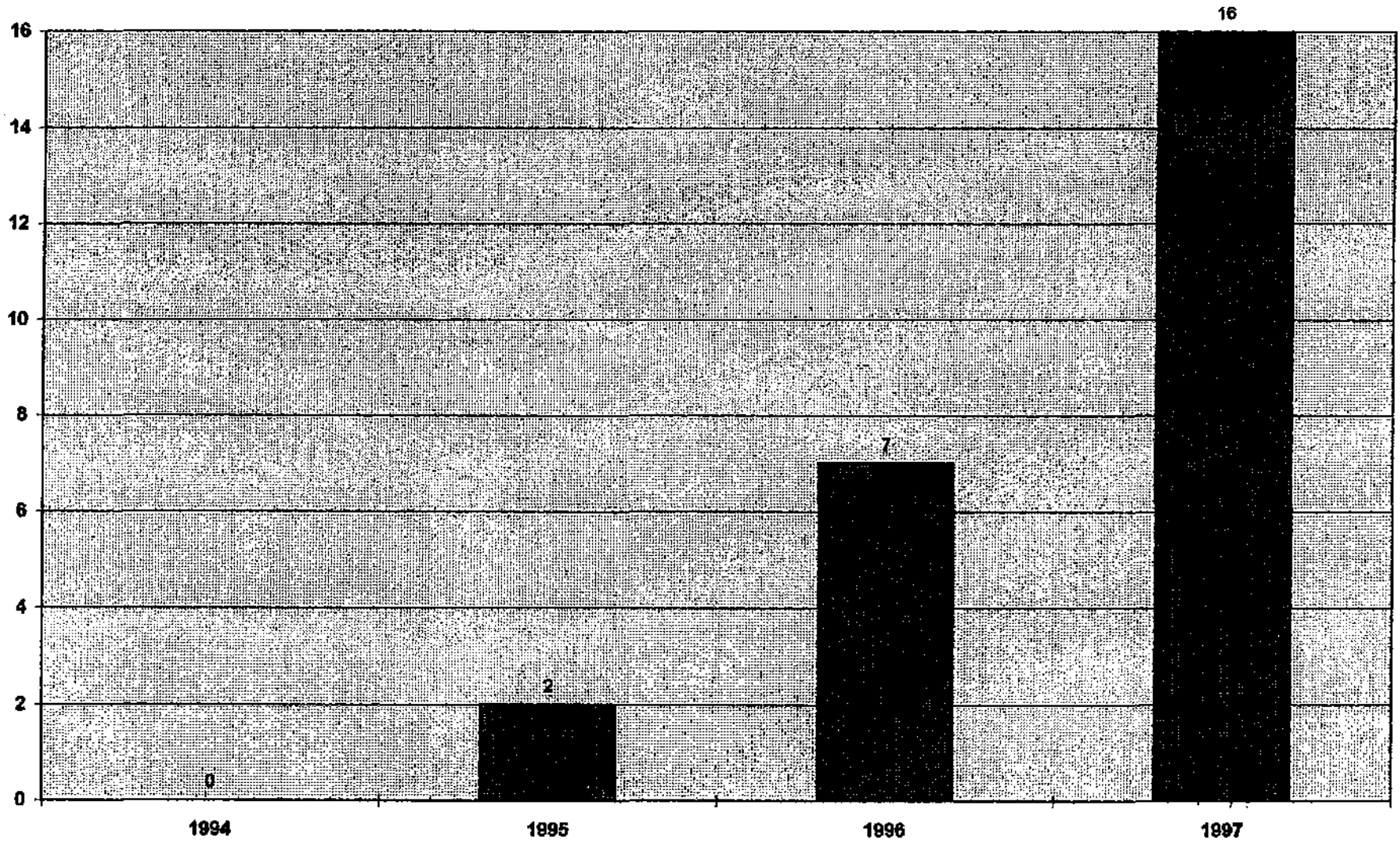
**Wichita Police Department
Old Town Area**

Larceny from Auto/Auto Acc.



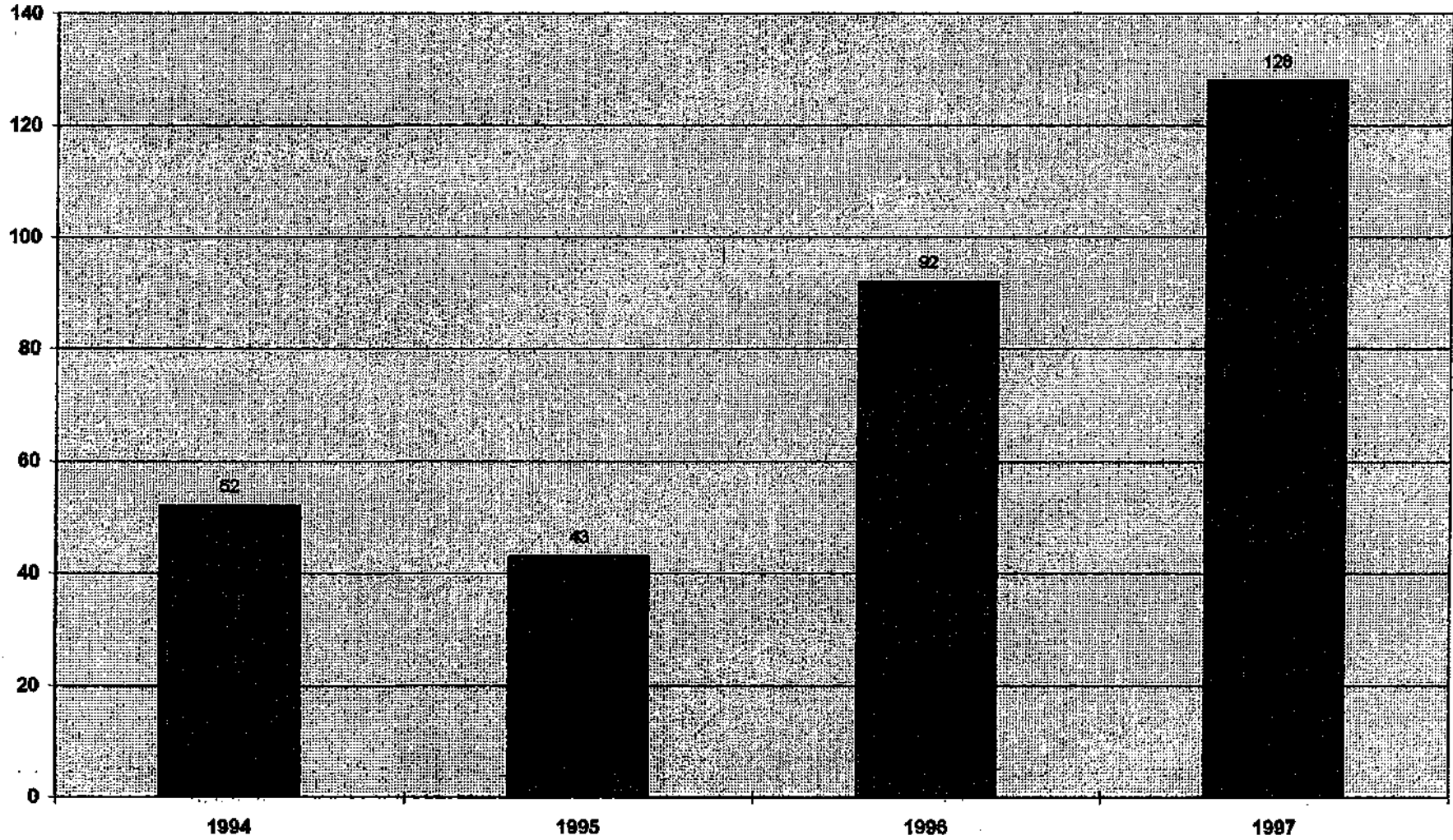
**Wichita Police Department
Old Town Area**

Aggravated Assault



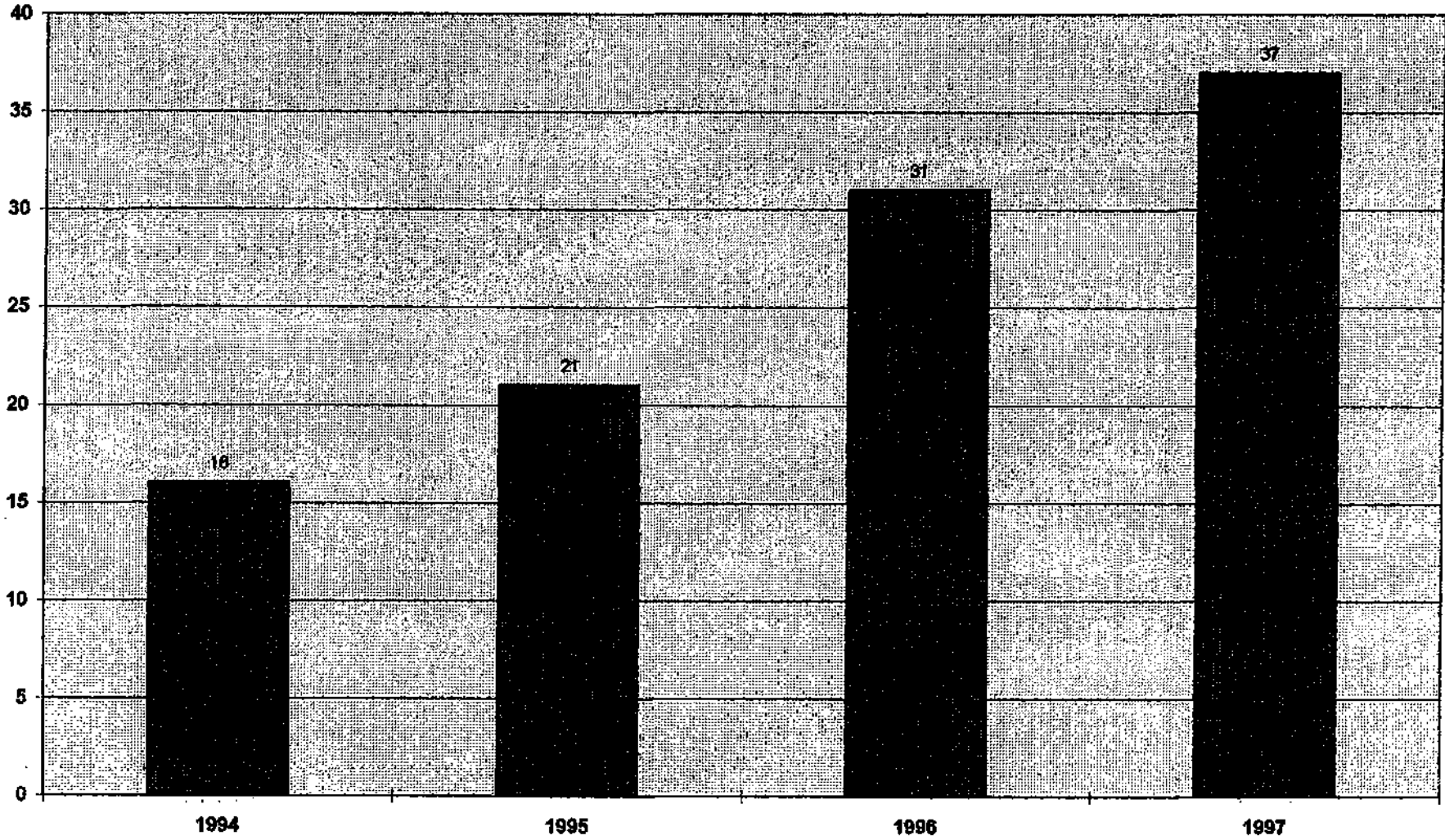
**Wichita Police Department
Old Town Area**

Simple Assault



**Wichita Police Department
Old Town Area**

Disorderly Conduct (exc. phone calls)



WICHITA POLICE DEPARTMENT COMMUNITY POLICING UNIT SURVEY

1. What are the 3 main concerns which should be addressed in the down town area?

- A. _____

- B. _____

- C. _____

2. How active have you been in resolving the above concerns? (Circle all that apply)

| | | | | |
|-------------------|--|-------------------------|--|--------------------------------|
| 1 | 2 | 3 | 4 | 5 |
| NO INVOLVEMENT | COMPLAINED TO POLICE OR OTHER CITY AGENCY | PERSONAL INVOLVEMENT | DISCUSSED WITH OTHER BUSINESS OWNERS | ORGANIZED BUSINESS WATCH |

3. How well has the Wichita Police Department responded to the concerns from question #1?
(Circle all that apply)

- | | | |
|-----------------------------------|---|---------------------------------------|
| 1. Concerned but not addressed | 2. Concerns addressed but not resolved | 3. Concerns addressed and resolved |
|-----------------------------------|---|---------------------------------------|

4. Has your Business or Employees been affected by any of these concerns in the area?

Yes ___ No ___

If yes please explain? _____

5. Any suggestions on how to resolve these problems or concerns would be appreciated. _____

If you would please fill out the below information so that our Officers might be able to contact you at a later time to talk about these concerns or any new concerns.

Business name _____
Name _____
Business Address _____
Business Phone _____

DUE TO A RECENT MEDIA RELEASE

THE WICHITA POLICE DEPARTMENT

IN ASSOCIATION WITH

THE MERCHANTS OF OLD TOWN

ARE HAVING A MEETING IN REGARDS TO THE PARKING AND
DELIVERY SERVICE ALONG MOSLEY, ROCK ISLAND, AND MEAD
STREETS

Meeting Location: Rowdy Joe's Steakhouse
231 N. Mosley

Date/Time: August 27, 1997 9:00 am

Discussion: What can happen to the parking in Old Town along the streets. There will be groups from the City to discuss alternatives to the problems that are occurring now.

Please bring a list of vendor's loading schedules or any delivery times that your business uses. Bring any new ideas or alternatives to help solve the problems that can be discussed as a whole group.

Possible decisions might be made by the City groups and the people who attend. Please show up so that you can voice your opinion about the options.

Thank You,
Off. Joe Kennedy #1497
Off. Jeff Andres #1442
Off. Chris Doyle #1512

BOOMER'S CLUB:CASES: total 60

Liquor Violations: 12
Drug Violations: 7
Weapon Violations: 1
Agg. Assault: 1
Draw Deadly Weapon: 1
Simple Assault: 8 (3 were Officer Involved)
Disorderly Conduct-fighting: 1
Club Violations: 3
Auto Theft: 2
Vandalism: 2
Burglary: 1
Larceny: 2
Traffic Violations: 4
Lost/Found Property: 3
Vagrant/Mooching: 2
Misc. Reports: 8
Accidents: 2

Citations: Moving-69 & Parking-106

Park in No Park: 56
Double Park: 7
Alley Parking: 20
Sidewalk Parking: 4
Park in Mark Stall: 14
Overtime Parking: 1
Park Private Lot: 1
Park Left Wheel to Curb: 1
Park to Obstruct: 1
Park near Fire Hydrant: 1
Defective Equipment: 2
Curfew Violations: 33
Moving Violations: 34 (9 were impede flows)

These statistics are set up by the dates of Jan. 1, 1997 through Oct. 5, 1997. Of this information we have, Boomer's Club did not officially open until March of this year. Most of these violations occurred after Boomer's open date. There are 4 to 5 cases that deal directly with Marcia Turner or Boomer's Club, which fall under the club violations and one case of simple assault with officer involved. There are more parking violations under Alley parking due to the address being given as 100 N. Rock Island.