

*Nomination for the  
Herman Goldstein Award for Excellence  
In Problem Oriented Policing*



Kansas City, Missouri  
Police Department

Richard D. Easley  
Chief of Police

# Police

KC/MO

**Richard D. Easley**  
Chief of Police

**KC/MO**

Richard D. Easley  
Chief of Police

**Headquarters Building**  
1125 Locust Street  
Kansas City, Missouri 64106  
(816) 234-5000

**Headquarters Building**  
(816)234-5000

April 22, 2003

Herman Goldstein Award Selection Committee  
Police Executive Research Forum  
1120 Connecticut Avenue, NW, Suite 930  
Washington, D.C. 20036

Dear Selection Committee Members,

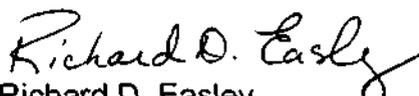
It is with great pleasure that I offer my endorsement for the nomination of the "Westport Plan" to receive the Herman Goldstein Award for Excellence in Problem Oriented Policing.

As you will learn in reading the attached document, Kansas City Missouri has struggled with large crowds in the Westport Entertainment District for many years. The area had a high concentration of taverns and had become a focal point for negative public perception as crime and disorder escalated dramatically. Citizens, city government and police officials all recognized an increasing need to confront problems in the area but had been unsuccessful in finding a viable solution. Some collaboration had occurred among different agencies, but not nearly enough to provide a sustained solution to the problems.

Officers assigned to the Central Patrol Division identified stakeholders and utilized their input to develop a comprehensive approach to address concerns of the youth, business owners, and neighborhoods alike. Since the safety of individuals in that area was our primary concern, a significant portion of the plan concentrated on the police response to crowd and traffic control issues. However, considerable energy was dedicated to opening lines of communication and exploring other venues for our youth. All of these efforts have resulted in lower crimes rates, improved perception of safety, and increased community support surrounding Westport.

The success of the Westport Plan to this point has reflected favorably on the Kansas City Missouri Police Department. I genuinely appreciate the creativity and initiative of all the officers who dedicated themselves to this project. They are deserving of this recognition.

Sincerely,

  
Richard D. Easley  
Chief of Police

**TABLE OF CONTENTS**

**"The Westport Dichotomy"**

Problem Solving and Community Partnerships in  
The Westport Entertainment District

**Summary.....1**  
**Scanning.....3**  
**Analysis.....5**  
**Response.....9**  
**Assessment.....13**

**ATTACHMENTS**

- Westport Pictorial**
- Letters of Support**
- Newspaper Headlines and Articles**
- Curfew Awareness Poster**
- Crime Statistics**

# **THE WESTPORT DICHOTOMY**

## PROBLEM SOLVING AND COMMUNITY PARTNERSHIPS IN THE WESTPORT ENTERTAINMENT DISTRICT

### **Summary**

The Westport Entertainment District in Kansas City, Missouri is comprised of an eight-square block area, which is a mixed development of taverns, restaurants, retail shops, and hotels. As a typical entertainment district, Westport hosts a large number of visitors and often experiences problems associated with such an area. However, in the past several years large crowds have flocked to the area on Saturday nights during the summer months and have seriously threatened the ability of the police department to control the subsequent problems. These problems consist of large crowds on the streets and sidewalks, congested vehicular traffic, fights, assaults, intoxication, excessive noise and property crimes. Police department members from the Central Patrol Division working the area have had to address the problems with limited staffing and often had to bring in additional resources to quell large-scale disturbances.

### **Scanning**

The problems in Westport had been a growing public concern in the Kansas City metropolitan area for many years. **It** had drawn the attention of the media, public officials, neighborhood associations, Westport merchants and property owners, as well as special interest groups. Concerns centered around racial tension between the largely African-American crowd on the street and the Caucasian bar patrons. Conflicting agendas between the property owners and night-time tavern operators contributed to poor public perception regarding safety in the area at all hours of the day, which was compounded by

inadequate staffing by Westport Merchants **Security** officers. Basically everyone in the city knew about the problem, but little **had** been done to address the underlying factors.

### **Analysis**

**With** the identification of this problem, the command staff from Central Patrol brought together members of an internal work **group** to identify issues that contributed to the problems. A thorough review of all facets of the problem was conducted to include: a **five-year** analysis of crime statistics, past police and community response, identification of stakeholders, demographics and behavior of the crowd, physical environment or layout of the area, and other cities with similar venues. During discussions, a concerted effort was made to include all entities, both public and private, as the problem was being analyzed.

### **Response**

Upon completion of the analysts stage, the Central Patrol Division partnered with all stakeholders to develop a comprehensive response plan designed to address the problems but remain sensitive to the needs of everyone. It was believed by many that the police response to these issues would be to **"run** the kids out of Westport," however safely managing these crowds ultimately emerged as the real goal. A careful balance between the rights of young people enjoying time in the area and business owners' concern regarding shrinking revenues had to be found.

### **Assessment**

As work in the area progressed, an assessment group of police department members and stakeholders was formed to review all successes and continuing challenges. The group reviewed after action reports from on-scene commanders, media coverage, crime statistics, arrest summaries, **staffing** and fiscal impact, as well as citizen comments and complaints.

## SCANNING

Through the scanning process, **it was** discovered that over the past several years, large crowds gathered in the Westport Entertainment District in the summer months. The district encompasses an eight-square block area within the Central Patrol Division. There are approximately 20 restaurants/taverns in the Westport area, **12** of which are open until 3:00 AM, which is the only area in the city with this concentration of late night taverns. From 1:30 to 3:00 AM outside crowds estimated from **7,000** to 10,000 people are within a smaller two-block area in the inner core. Research was conducted and it was found that no other municipality in the country has this particular crowd control problem during each summer weekend.

Although the crowd problem was acute **during** the summer months, it had begun to extend months throughout the year. While there were still a large number of people in the Westport area during these other months, the situation has been managed with on-duty district personnel. Larger crowds requiring increased police presence were visible on Friday and Saturdays, with Saturdays having the greatest numbers. An estimated 90% of the crowds consist of individuals from 16-30 years after 1:30 AM. During the scanning process it was determined that the race of the crowd differed according to time:

8:00 PM to **10:00** PM - predominately Caucasian

**10:00** PM to **1:00** AM - diverse

**1:00** AM to 3:00 AM - predominately African-American

### Problems Identified

- Large crowds and traffic congestion
- Consensual and non-consensual sexual activity/contact causing fear among women walking to cars and around bars

- Fights, assaults, disturbances
- Intoxication, drugs, driving under the influence
- Excessive noise
- Property crimes (stealing and vandalism) in Westport and surrounding areas
- Juvenile curfew violations
- Littering
- Traffic violations
- Allegations of racial profiling and discrimination

Many individuals and entities were aware that a problem existed in the Westport area because of the large numbers of youth there on weekend nights and the subsequent reports of the problem and media coverage. However, the difficulty had become acute because each stakeholder had a different perception of what the **“problem”** actually was and how best to respond. Stakeholders had never come together in a true dialogue to address the issue and there was **mistrust** among them. The entire situation carried significant racial concerns as young African-Americans vocalized their feelings that they were **“not wanted in Westport”** by white bar owners. The police recognized the challenge of the opposing views and the potential for serious violence to erupt at any time. The members of the Central Patrol Division looked at the problem objectively and worked with these divergent groups to craft a more unified approach to the problem.

The need to respond to this problem was essential as the crowds had grown very large and the problems in Westport began to intensify. There was great concern for the safety of **all** citizens and police personnel in the area due to escalated levels of disorder, crowd control, and traffic **issues**.

## **ANALYSIS**

For many years, youth growing up in the **Kansas** City metropolitan area have viewed the Westport Entertainment **District** as their ultimate goal when they reach drinking age. This eight-square block **area** has long been a gathering place because of the concentration of taverns, restaurants, and retail establishments designed to appeal to young adults. The **district** became viewed as a place to congregate, to “**see** and be **seen**,” in the absence of other venues for this age group. Unfortunately, the proliferation of false identification and the failure of tavern staff to adhere to liquor codes increased the number of underage drinkers in the area over the years.

In the past ten years, a **phenomenon** began to occur in Westport that had not been seen previously as the demographics and size of the crowd in Westport changed significantly. On Saturday nights during warm summer months, very large groups of African-American youth began flocking to the area between midnight and 1:00 AM. The race of the young people was an important factor that could not be ignored and had created a certain level of **volatility** on both sides of the issue. The youth **perceived** that merchants unfairly stereotyped them and the police harassed and excessively supervised their activities. Many of the primarily white tavern owners and managers viewed the large crowds and their **conduct** as “**bad for business**.” This was compounded by the fact that most of the young people who came to Westport did not enter the establishments or make purchases. **It** can be supposed that some complaints might have been exaggerated or motivated by **bias**. The conduct of the young people may “bother” community or business members, **but** be perfectly legal and constitutionally protected. In addition, at times the group size may influence individual behavior and perception.

As members of the police department began to analyze the situation, many

organizations and individuals (such as the Department of Justice Human Relations Service, **print/electronic** media, **NAACP**, city government, neighborhood leaders and the faith community) offered theories about reasons the crowds permeated the area as well as why they arrive at a certain time of night. Suggestions included the following:

- The significant police presence provided greater safety than most neighborhoods.
- The majority of the Westport taverns had 3:00 AM licenses.
- The youth came from events or establishments that closed around **1:00 AM**.
- The area provided a well-lit environment with food, outside entertainment, and multitudes of other young people.
- Most of the youth remained on the streets and sidewalks, never entering the taverns. Therefore, a night socializing in Westport could be virtually cost-free.
- Formal and informal surveys of youth indicated their dissatisfaction with other facilities and activities, Or the general lack thereof, in Kansas City.
- The presence of **extremely** young children (ages 7-12) could be attributed to a lack of parental supervision.
- **It was suggested** that traditionally Friday nights are for dates and Saturday nights are reserved for large group activities or "**hanging** out" with **friends**.

In recent years as this issue gained momentum and public exposure, the Kansas City Missouri Police Department experienced changes that directly impacted the response. A workload study **changed** patrol division boundaries, moving the Westport Entertainment District from the Metro Patrol Division to the Central Patrol Division. This shift made an entirely new group of officers responsible for an area with which they were previously unfamiliar. Additionally, division and watch commanders have been rotated fairly frequently, which created challenges regardless of the assignment. A change in command

staff often brought a complete transformation in the police approach to **Westport**, which caused **confusion** and turmoil among **the** young people, bar patrons and business owners alike. For example in **the mid 1990's**, a division commander partnered with merchants in Westport to close the streets at night to individuals under the age of **21**. This tactic was extremely popular among many of the merchants. Ultimately, the police department and city legal advisors rendered the opinion that this method of operation was unconstitutional because it restricted certain individuals' access to a public street.

The division commander that followed adopted more of a lenient approach, directing officers to provide a safe environment for the crowd but conducting limited enforcement **activity**. This determination was made through interviews with the past commander, merchants, and officers who were assigned to work in the area in the preceding years. This fact was exemplified when an attempt was made to locate the previous **years'** data for comparison and it was found there were very few arrests and statistical information was not captured.

An analysis of the situation in Westport revealed a number of important factors that had to be considered:

- The racial, cultural, and age diversity in the crowd varies widely depending on the time of the night.
- During the summer, a Saturday night crowd might reach 7,000 to **10,000** people.
- The appearance of large crowds late at night began as a summer problem, but became far less seasonal in nature. Although summer crowds were still far larger, a **"mild"** Saturday night in the fall or winter often brought crowds of significant size.
- Only a very small percentage of the crowd caused problems that resulted in police intervention. However, in the past this group carried weapons, sold drugs, and

committed crimes that were a constant drain on police resources. (See attached Crime Statistics).

- A city curfew ordinance had been **in** effect for approximately ten years allowing citations to be issued to individuals under the age of **18**, out past midnight on Friday or Saturday night. This ordinance had never been strictly enforced in Kansas City.
- A large **amount** of the crowd in Westport was under the legal drinking age and some were under the curfew age allowed by ordinance.
- **In** the true tradition of the "Broken Windows **Theory**" minor nuisance violations, left unchecked, had escalated into major crimes causing the public perception that it was unsafe to visit Westport at any time of the day or night.
- Business owners continuously complained of lost revenues due to the problem.
- The racial composition of the police presence had to be considered when interacting with the nearly all African-American crowd.

The situation in Westport had generated interest and concern in our community for so long that the analysis had to consider political ramifications as well as the needs of everyone involved. Many thought that the police response would be to "run the young people out of Westport" as they had been run out of so many places before. Therefore, the challenge was to provide a safe environment for those who have a legitimate right to be in Westport, whether they choose to enter the establishments or not. This safe environment could only be created through the elimination of those who break the law or could not conform to basic rules of conduct.

## RESPONSE

Merely increasing the **presence** of uniformed police officers is expensive, inefficient, and usually **ineffective**. It was believed that in order to be successful, a more comprehensive strategy would involve implementing several different responses. Careful consideration by the police department was given to who in the community shared responsibility for the problem and could help the police respond more appropriately. The following Westport Response Plan was developed through extensive effort over a three month period utilizing the expertise of department members and many other groups and organizations that had a stake in the issue. The response plan was instituted as a result of this community and police input.

### Staffing

#### Friday Evening

2 Sergeants  
14 Officers

#### Saturday Evening

1 Captain  
4 Sergeants  
  
30-33 Officers

---

### Crowd Control Plan

- The inner core was closed at **11:00 PM**, utilizing pole barricades set in the street.
- Wooden "**Police** Line" barricades were set up on Westport Road from Mill to Pennsylvania in the parking lane. No parking was allowed along that street. The value of these barricades was demonstrated the first weekend they were in place when an ambulance was needed in the inner core for a sick female in the crowd.
- The barricades were placed **out** in the parking lane of Westport Road to allow unobstructed passage when pedestrians block the sidewalk.
- The department was proactive in addressing all violations observed. Warnings and arrest were used to address violations.

- Crowds were not moved from the streets or sidewalks unless absolutely necessary.
- The area was divided into "zones," with specific beat assignments for officers.

### Establishing and Enforcing Rules of Conduct

Rules of conduct were developed with input from all of the stakeholders and disseminated widely throughout the community.

- A curfew information flyer and poster (See attached) was created with the assistance of Parks and Recreation and City Human Relations and provided to churches, schools, community groups, and media to ensure people were aware of the ordinance.
- Curfew violations were **enforced**.
- All traffic laws and city ordinances were strictly enforced.
- The **integrity** of the police barricades was strictly enforced.
- Persons driving under the influence of alcohol and/or drugs were arrested.
- Drinking alcohol/urinating in public, and disorderly conduct resulted in arrest.
- Uncivil behavior **was** not tolerated.
- Abusive behavior was not tolerated.
- Information regarding activities made available for those people **18-20** years old.

### Closing Plan

- Public address announcement.
- Officers moved through crowd and encouraged people to depart.
- Collapse of inner perimeter barricades and opening of street.
- Opening of traffic perimeter when most vehicle traffic has left **the** area.
- Final sweep of area to ensure business lots/neighborhoods not congested.

### Juvenile Curfew Plan

- Curfew violators taken into custody and transported to Central Patrol Division or the Juvenile Section.
- City ordinance citations were issued to parents of the violators 16 years old or younger/or to the violator if 17 years old.
- The Juvenile Section assisted in the processing of the violators.
- Juvenile sweeps were recommended and conducted citywide.

### Traffic Plan

- The traffic congestion was a high priority and had to be controlled for public safety, protection of surrounding neighborhoods, and to maintain order.
- A traffic squad arrived at **10:30** PM for traffic enforcement throughout the Westport area and remained until the 3:00 AM closure.
- A cruising plan was created to allow vehicles to circle the area repeatedly without interfering with the large **pedestrian** crowds or residential neighborhoods.

### Disturbance Response

- Disturbances handled quickly and arrests made. A patrol wagon was assigned to the area and transported all arrests to free officers to conduct crowd control.
- A three-stage disturbance response plan was created to provide the appropriate police reaction for **varying** levels of disturbances depending on size and violence.

### Training

Each primary **member** of the Westport Security Detail and Westport Merchants private security officers participated in joint training to prepare them to work in the Westport area. Through training, communication problems and improper response to incidents were avoided.

## Youth Activities and Programs

Members of Central Patrol actively participated in workshops, forums, and meetings regarding the need for an increase in activities for the youth in our community.

The following are some examples of youth initiatives in which the police department have been involved:

Westport Transformation Network - A faith-based approach in **partnership** with area **non-profit** agencies engage youth (18-20) in activities in the Westport Area and attempt to direct youth to other venues in the city. The **Westport** Transformation Network (WTN) established an entertainment venue for youth at the Quarterage Hotel, which is located just outside the core. Furthermore, the WTN encouraged other venues for youth such as Christian Coffee Houses and other faith-based organizations to join the network. The Westport Merchants Association established a Summer Youth Jobs Program that involved over **10** merchants in a joint internship effort from June through August 2002.

Curfew Ordinance Awareness Campaign - The Kansas City Police Department partnered with City Parks and Recreation and Human Relations to **distribute** information about the city curfew ordinance to the media and area **schools**, community centers, churches, neighborhood associations, etc. Members from Central Patrol aggressively sought opportunities to get the message out to the public by participating in radio programs targeting youth such as "**Generation Rap**" on Saturday morning. In addition to countless interviews by the print and electronic media, they took part in panel discussions on a radio talk show called "Under the **Clock**" hosted by the former mayor.

The Police Athletic League and other members of the Police Department participated with Parks and Recreation to provide a variety of programs and activities during the summer of 2002, which included: "**Night Hoops**", "**Summer in the City**", Soccer, Swimming and **T-Ball**.

## Westport Merchants

The Westport Merchants **Association** and their security staff have remained a critical component in this plan. The department has developed open communication with the association and **strives** to improve upon that cooperative effort. During this process, **the** Merchants Association provided the **following**:

- Specific staggering of tavern closing times **to** control the street population.
- Controlled noise from clubs and restricted use of sound trucks/radio vans.
- No parking signs along Westport Road from Mill to Pennsylvania.
- Free standing "**no** parking" signs were used to eliminate parking congestion and unnecessary towing of vehicles.
- Developed public address message to inform the crowd of closing.
- Enhanced lighting

## **ASSESSMENT**

An assessment group was created, comprised of one member from each police department element involved in the detail. The group met monthly or as needed to evaluate the effectiveness of the plan and create solutions to new problems encountered. The Westport Merchants were included as active participants in the assessment process. It was believed that **certain** indicators would provide some feedback as to the effectiveness of the plan. Additionally, members from the Police Executive Research Forum Youth Initiative Workgroup were included in the assessment of the plan **and** provided feedback and **suggestions** for improvement.

To track efforts **each** weekend and provide assessment criteria, officers were required to provide an account of their activity by completing an activity sheet at the end of each night. This was recommended to ensure officers remained active and provided a

record of the arrests made, tickets issued, positive citizen contacts, and disturbances handled. **Supervisors** were required to complete a recap sheet to document the activities of the officers in their assigned areas and any problems noted with police response, crowd control, traffic control, or external problem areas. Additionally, commanders were required to complete a final recap report that outlined all enforcement activities and problems noted. The assessment group was comprised of one member from each of the elements involved **and** met monthly or as needed at the request of the commanders to discuss problems discovered through the above process and gauge the effectiveness of the plan based on enforcement activity and other variables. The following factors were considered when assessing the effectiveness of the plan:

- Number of Arrests
- Citizen Complaints/Compliments
- Feedback from Westport Security
- Number of Disturbances Handled
- Effectiveness of Traffic Plan
- Number/Type of Citations Issued
- Feedback from **Westport** Merchants
- Media Reports
- Feedback from Department Personnel
- Effectiveness of Crowd Control Plan

Crime dropped dramatically in Westport since the inception of the plan in the year **2001**, for a total reduction of 22%. (See attached) There have been significant reductions in assault, **stealing** from **autos**, burglary and auto theft. These decreases, as well as smaller decreases in other categories are attributed to a number of factors such as greater communication between police and the community, increased police presence throughout the year, and an organized plan for the crowded summer months which provided for strict enforcement of city code **violations**. As previously mentioned, enforcement activity **during** the year 2000 was not recorded. The following is a synopsis of enforcement activity resulting from the Westport plan.

<u>Offense</u>	<u>2001</u>	<u>2002</u>
• Disturbances	320	241
• Narcotics Arrests	18	21
• City Ordinance Arrests	382	406
• Curfew Arrests	11	26
• CCW Arrests	6	11
• State Arrests	50	46
• Traffic Tickets	1,742	2,445
		2002
		241
		21
		406
		26
• CCW Arrests	6	11
• State Arrests	50	46
• Traffic Tickets	1,742	2,445

Assessment team **members** view the 25% reduction in disturbances from the first year to the second as **indicative** of greater **understanding among** young people regarding the expected code of conduct.

The Office of Citizen Complaints reported no complaints as a result of the weekend plan in Westport, which is significant considering the thousands of contacts made between the police and citizens. Due to the reduction in **number** of officers and better utilization of committed police department personnel, the cost for staffing Westport in 2002 was \$122,086, a decrease of approximately \$59,000 from 2001. Besides quantifiable results, another measure of the success of the Westport Security Plan **has** been the initiation of open communication and the creation of effective relationships with the community. The

## AGENCY AND OFFICER INFORMATION

1. Although the concerns surrounding the Westport Entertainment District affected an area contained within **the** boundaries of the Central Patrol Division, the problem solving initiative incorporated many other elements from throughout the **entire** department. These divisions and units included the Special Operations (Traffic) Division; Vice Unit; Central, Metro, and East Patrol Tactical Response Teams, Juvenile Section, and Gang Squad. In 2001 the plan was presented in written form to the Patrol Bureau Deputy Chief and Chief of Police for approval, prior to implementation.
2. Members of the Kansas City, Missouri Police Department receive training in problem-oriented policing and problem solving from the moment they enter the academy as recruits. However, it is important to note that during this time **period** the police department retained the Police Executive Research Forum to assist in addressing communication **barriers** both inside the organization and with the community. Department members and citizens were chosen to participate in forums **and** workshops as specific problem areas were identified. Extensive discussions were conducted surrounding the SARA Model and it's application to the selected project. The Youth Initiative Workgroup ultimately narrowed their focus to problems occurring in Westport and members from Central Patrol joined them with this plan.
3. The officers who participated in the Westport Plan **received** a Special Unit **Citation** from the Chief of Police for their efforts. Additionally, a number of plaques **and** awards have been presented by organizations such as the Westport Merchants **and** Valentine Neighborhood Associations for improving the quality of life in the area. At the end of the summer activities in 2001 and 2002, a celebration was given for the officers with food and beverages provided. A **special "Westport 2001"** tee shirt was given to team members.
4. When the problem solving initiative was originally undertaken, individuals were brought into the group who had experience working in Westport and other large crowd control situations. Input was also solicited from the Westport Merchants Security Patrol because of their intimate knowledge of the area, property owners and managers. Extensive research was conducted (to include a trip to **"Beale Street"** in Memphis and the POP Conference in San Diego) regarding other initiatives addressing large crowds in entertainment districts. Although it was determined that this same problem does not apparently exist in any other jurisdiction, valuable information was garnered from each contact.
5. The SARA Model consistently provided a guide **for** the problem solving efforts surrounding this project. **It** is important to note that during the time since this initiative began, the SARA **Model** served as a continuum of refinement and modification. The **team** has been proud of the positive recognition they have received, but realized there were still many more opportunities to improve or be responsive.

6. The **salary** figures contained in this report cannot adequately measure the amount of time or energy that has been expended with **regard** to Westport. The staffing amount of approximately **\$181,000** in 2001 and **\$122,000** in 2002 did not include the **Major's** salary or **any** other specialty elements that participated such as the Juvenile Section. All of these costs were absorbed by the existing police department budget, as financing was not available from any other source. Officers participated in the Westport assignment as either a part of their regular tour of duty or on an **overtime** basis. In addition to the time actually spent in Westport on summer weekends, members of the team have prepared volumes of written documents **and** participated in countless planning sessions, meetings, presentations, and media interviews. It would be impossible to either compensate or recognize all of the department personnel and citizens who provided valuable input and dedicated themselves to this problem solving initiative.

7. Project Contact Person(s):

Jan Zimmerman  
Major/Division Commander - Central Patrol Division

Jesse Holt  
Captain/Assistant Division Commander - North **Patrol** Division

**Robert** McLees  
**Sergeant/Operations** - Central Patrol Division  
Kansas City, Missouri Police Department

1125 **Locust**  
**Kansas City, Missouri 64106**  
Telephone: **816-759-6320**  
FAX: **816-759-6307**  
E-mail: [jjzimmerman@kcpd.org](mailto:jjzimmerman@kcpd.org)

## **ATTACHMENTS**

**Westport Pictorial**

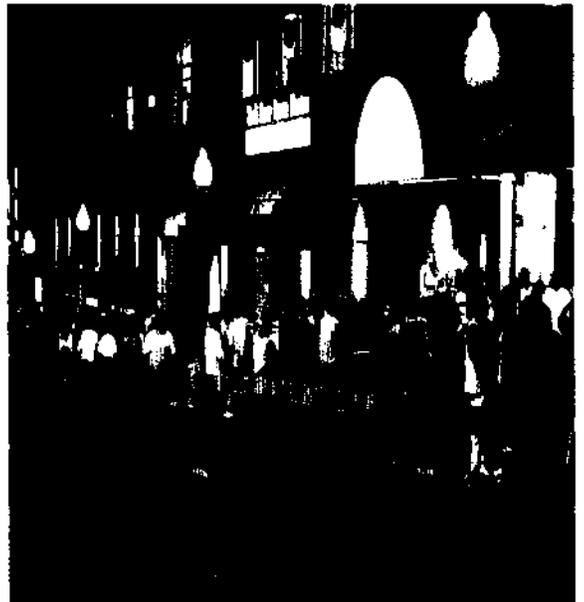
**Letters of Support**

**Newspaper Headlines and Articles**

**Curfew and Awareness Poster**

**Westport Crime Statistics**

# WESTPORT PICTORIAL



# **LETTERS OF SUPPORT**

CITY OF FOUNTAINS  
HEART OF THE NATION



KANSAS CITY  
MISSOURI

**Troy Nash**

**Councilman-at-Large, 3rd District**

Vice Chairman: Planning, Zoning, and Economic Development Committee

Member: Legislative, Rules and Ethics Committee

24th Floor, City Hall  
414 East 12th Street  
Kansas City, Missouri 64106

(816) 513-1368  
Fax: (816) 513-1612

April 17, 2003

Major Jan Zimmerman  
Kansas City Missouri Police Department  
Central Patrol Division  
1200 East Linwood Boulevard  
Kansas City, Missouri 64109

Dear Major Zimmerman,

It is with great pleasure that I offer my strong recommendation for you and the Kansas City Missouri Police Department to be the recipient of the Herman Goldstein Award for Excellence in Problem Oriented Policing. As a community leader, I witness the many complicated problems city police officers struggle with in protecting the greater good. I understand that solving community problems is just as difficult and important as law enforcement. In the instance of Westport, where an entertainment district was attracting under-aged youth during summer months, traditional law enforcement was not enough. You and your staff were dedicated, intuitive and steadfast in assisting with the vision for the Westport Plan. By taking the time to collaborate with all parties involved and understand the underlying issues, a situation that could have easily gotten out of hand was dealt with the highest standards of professionalism and cooperation.

In my opinion, you and your team deserve this award for your admiral display of decisive strategy, courage and compassion. As the summer months roll back around, I am confident that the Westport Plan will be successful in achieving its goal thanks to the hard-working team of the Kansas City Police Department. Thank you for all the work you do to make our community safer. If there is anything else I can do, please don't hesitate to let me know. I can be contacted directly at (816) 513-1605.

Respectfully Submitted,

Troy L. Nash

Councilman-at-Large, Third District  
Kansas City, Missouri

April 14, 2003

Major Jan Zimmerman  
Kansas City Missouri Police Department  
1200 Linwood  
Kansas City, Missouri 64109

Dear Major Zimmerman,

It has been brought to my attention that the Kansas City Missouri Police Department is seeking nomination for the Herman Goldstein Award for Excellence in Problem Oriented Policing. I understand that the project being submitted for consideration is the comprehensive **strategy** to address large crowds the past two summers in the Westport Entertainment District.

As you **know**, I am currently a member of Move-Up (the Community Movement for Urban Progress) and as such am actively involved in many areas to improve the quality of life for the citizens in our community. I was especially pleased when Chief Easley selected me to participate in the Police Executive Research Forum "**Kansas City Together**" initiative which has been a problem-solving collaboration between the community and Police Department. As you know, the workgroups focused on four major areas of concern as determined by **survey** results: Accountability; Mutual Trust **and** Respect; **Minority** Recruitment, Hiring and Retention; and Youth.

I was honored to serve on the Youth Initiatives Group, which ultimately narrowed its attention to **concentrate** on the large groups of youth that have been congregating in Westport for many years. In that capacity, I had the opportunity to travel to the Problem Oriented Policing Conference in San Diego in 2001. You may remember that you and I attended a workshop entitled "**Disorderly Youth in Public Places.**" We had the idea that we could benefit from the experience of others but quickly learned that there weren't any other cities having the same sort of problem.

Although I was originally assigned to another workgroup, I "defected" to join you and the rest of the Westport group since I have such an interest in initiatives affecting our youth. Prior to becoming a part of the workgroup, you and your officers had done a great deal to provide a safe environment for the thousands of young people who gather on weekend nights during summer months. I believe the success of your plan can be directly attributed to the input you solicited from stakeholders in the community. Business owners and citizens, such as myself, have played an active role in development of your plan and the modifications that have taken place since its inception.

Please accept my support for all of your continuing efforts in Westport and as your department seeks this prestigious award.

Sincerely,



Melissa Robinson

Westport Merchants Association  
423 Westport Road, Suite 200  
Kansas City, Missouri 64111  
(816) 756-2789 \* (816) 756-2919

April 17, 2003

Major Jan Zimmerman  
Kansas City Missouri Police Department  
Central Patrol Division  
1200 East Linwood  
Kansas City, MO 64109

RE: Herman Goldstein Award for Excellence in Problem Oriented Policing

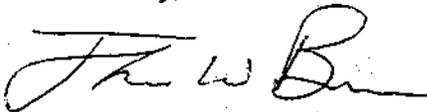
Dear Jan,

Please accept this letter of support as a token of gratitude for the ongoing efforts of the KCMO Police Department in dealing with the summer time challenges in the Westport area. It is no small **task**, in the best of situations, to balance the needs of residential neighborhoods, business owners, and everyday citizens in a **way** that meets everyone's expectations. Add the challenges of thousands of congregated youth and the intrinsic issues of an entertainment district and the task becomes absolutely colossal. This is a situation that has no easy answers but is rather a never-ending **string** of adjustments, modifications, and negotiations that have to be executed by law enforcement personnel in a very unpredictable environment.

There is no doubt in my mind that the success of the Westport Ran can be attributed to two key elements. The first is the incorporation, within every level of the participating agencies, of a strong proactive strategy based on experience, sound law enforcement tactics, and the input from affected parties. The second is the dedication to a strong community solution from the leadership entities in the KCMO Police Department. These two pieces together have turned a potentially explosive situation into a model of cooperation and success.

Jan, I would like to thank you and your staff again for the hard work and dedication you have put into the Westport area. I look forward to the continued success of the partnership between our two groups.

Sincerely,



Tom Brenneis  
President  
Westport Merchants Association

**"KANSAS CITY STAR"**  
**NEWSPAPER HEADLINES**  
**AND**  
**ARTICLES**

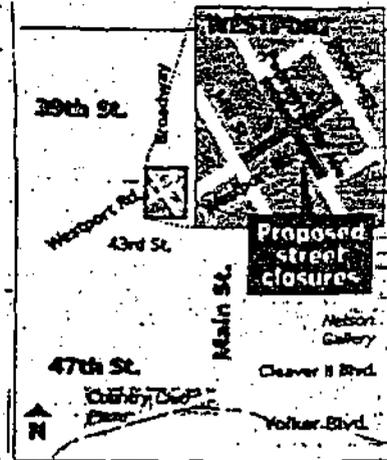
# Curfew enforcement tonight in Westport

People under 18 must leave the area by midnight

# Privatize streets, Westport suggests

## Westport crackdown carried out smoothly

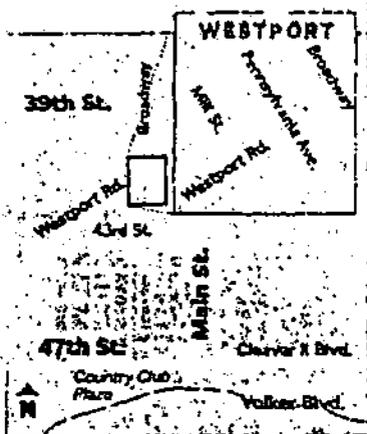
Crowds small as police enforce curfew



*Finally, a curfew is enforced*

## Curfew to be enforced in Westport

**Curfew effort expands in KC**



*Westport, teen-agers don't mix*

*Toward an orderly Westport*

# KC's message: Curfew is for real

City's publicity focuses on youths, parents

## Reported crime declines in Westport

Weekend arrests up even as less is spent on crowd control

## WESTPORT: Police to detain curfew violators

"We don't want anyone to think we are not being fair by changing the rules. ... Still, we want parents to know there are some pretty serious penalties for not taking care of their kids."

*Maj. Jan Zimmerman of the Kansas City police*

Police "should have enforced the curfew a long time ago. Now, it seems like they are waiting until after the fact."

*Jermaine Reed, a senior at Northeast High School*

**CURFEW:**  
Crowd smaller as crackdown begins

Westport crowds are now Major's concern

**Paper:** THE KANSAS CITY STAR  
**Headline:** Toward an orderly Westport  
**Date:** 20010605 06/05/01  
**Day:** Tuesday  
**Edition:** METROPOLITAN  
**Section:** METRO  
**Page:** B1  
**Column:** STEVE PENN

The battle of Westport won't be won or lost on one weekend night. But the measures police put in place Saturday might be a step toward some peace in the entertainment district.

Let's face it: Young people are drawn to Westport on Saturday nights. And last Saturday drew one of the largest crowds this season.

But new barricades and strategically placed police officers managed to keep pedestrians moving. The result: Less tension and fewer altercations.

Here's how the operation worked:

As always, police kept traffic from entering Westport from either the west or the east. But now no one is allowed to walk down the middle of Westport Road, either. Instead, police placed barricades in the street along the curbs, in effect widening the sidewalks for pedestrians. No more massive crowds in the middle of the street.

"So far our plan is working. It's been quiet," Maj. Jan Zimmerman, commander over the Central Patrol Division, told me at 1:30 a.m.

The barricades read: "Police line. Don't cross." Anyone who did was arrested.

The barricades probably will be adjusted next weekend so pedestrians can have even more walking room.

Safety is one reason for keeping crowds out of the street. The open roadway gave police an access in case of an emergency.

"Last week (May 26), we had to physically carry a lady out of the area because we couldn't get emergency equipment through," Zimmerman said.

Keeping the peace in Westport is a challenge for Zimmerman. She must consider sensitive issues, such as finding police officers with the right temperament for the assignment.

Police Sgt. James Rubenstein has worked the Westport area each Saturday night since the crowds began gathering this spring.

"Tonight is a piece of cake," Rubenstein said.

Kendall Fells, 21, who frequents Westport, appreciated the way people responded to the barricades.

"I'm just a young guy who likes to see all these cultures come together without an altercation," Fells said. "There just aren't too many places we can go."

By 3 a.m. police had made eight arrests, including six for crossing barricades and one for assaulting a police officer.

"I'm pleased with the way things have gone," Zimmerman said. "The barricades won't seem as unusual next week."

Zimmerman has other ideas as well.

Officials at a nearby high school might provide her with counselors willing to mingle with the masses. And Zimmerman plans to approach some Kansas City Chiefs about speaking to the crowds.

"A lot of different people are willing to help out," Zimmerman said. "We're willing to try just about anything."

Craig Glazer, co-owner of Stanford's Comedy House, was pleased.

"This is the best performance by the police since we've had this situation," Glazer said.

Glazer acknowledged that he had concerns about the Police Department's plan.

"I didn't want it to look like a police state," he said.

Glazer has seen many procedures put in place over the years to control the crowds.

"But this is the first time I've seen a system that works," he said.

Sure, it was only one Saturday night of many to come this summer. But the steps taken should go a long way toward keeping the peace in Westport.

# Reported crime declines in Westport

## Weekend arrests up even as less is spent on crowd control

By CHRISTINE VENDEL  
The Kansas City Star

Reported crime dropped 37 percent, but police made slightly more weekend arrests this summer in Westport, Kansas City, police officials said Tuesday. The police spent nearly \$60,000 on salaries controlling this summer's crowds in the city's entertainment district than during the previous summer. And the department had no formal complaints against officers. The statistics about the department's efforts were presented to the Board of Police Commissioners Tuesday. "It's a miracle," said Maj. Jan Nierman, who commands the police unit containing the Westport en-

tertainment district. "These numbers are great."

She told commissioners that reported crimes such as assaults and burglaries from June, July and August had dropped to 224 this year compared with 353 the previous summer in Westport.

Weekend arrests ranging from narcotics charges to curfew violations were up 9 percent to 510 for this summer. Traffic tickets were up 40 percent to 2,445 this summer.

Police handled 241 disturbances this summer compared with 320 last summer. On Aug. 4, police arrested about 10 persons and sprayed several of them with pepper spray to quell a large disturbance.

A few clashes with police can be expected with crowds in the thousands, said Tom Brenneis, president of the Westport Merchants Association. He is an associate vice president with Gould, Evans and Goodman.

Brenneis said police presence was a success.

"I spent almost every Saturday night in Westport and saw no Kansas City officers or Westport security officers using excessive force," he said. "Keep in mind there are 40 to 50 officers trying to control a crowd of 7,000 to 8,000 people."

Brenneis said Westport merchants had seen a 30 percent to 40 percent decrease in business this year, partly because of the economy and partly because of fears about the youths who congregate in Westport.

He said there were fewer youths under 17 years old on Westport streets, but still a good number of youths between 18 and 21.

He said the merchants planned to begin meeting in November to discuss what to do about those youths for next summer.

"We will try to answer two questions," he said. "Where can the kids go? And what can we do to

bring our customers back?"  
Also at Tuesday's board meeting, commissioners discussed city-wide crime statistics that showed a slight increase in burglaries. Police Capt. Kevin Chrisman said residential burglaries had increased about 1 percent through August this year compared with the same time last year. The only trend he noted was thefts from garages that had been left open.

# CURFEW AWARENESS POSTER

# Let's Build Awareness of the **Curfew Ordinance**

and Work Together to Improve our Communities

## What **YOU** Need to Know

Under the curfew law, Ordinance #50.237, it is unlawful for any minor under the age of eighteen (18) years of age to loiter, wander, stroll or play in or upon the public streets, highways, roads, alleys, parks, playgrounds or other public buildings, places of amusement, eating places, vacant lots or any place unsupervised by an adult having the lawful authority to be at such places during the curfew hours.

## What **Parents & Officers** Need to Know

All members of the Kansas City, Missouri Police Department want to treat the young adults with respect and educate all individuals about the curfew ordinance.



**Together**  
We can keep our  
young people **safe**

Members of the Juvenile Section of the Kansas City, MO Police Department will appear in a number of areas to work with citizens, business owners and on-duty uniformed officers to encourage positive participation in the program.



### Sponsors & Partners:

Councilwoman Mary Williams-Neal, Kansas City Police Department, KCMO School District, KCMO Parks & Recreation, Jackson County Family Court, KCMO Municipal Court, KCMO Human Relations, Parent Involvement & Education Committee

## What **Parents & Youth** can Expect

The Kansas City, Missouri Police Department is attempting to make Kansas City safer for young people and adults by enforcing the Curfew Ordinance. Please be aware that violations could result in fines up to \$500 dollars.

## Exceptions to this Ordinance

Ordinance #50.237 shall not apply in the following instances:

- ◆ When a minor is accompanied by his/her parents, guardian or other adult person having the lawful care and custody of the minor;
- ◆ When the minor is on an emergency errand directed by his/her parent or guardian or other adult person having the lawful care and custody of such minor;
- ◆ When the minor is returning directly home from lawful employment that makes it necessary to be in the prescribed places during the designated period of time;
- ◆ When the minor is returning directly home from school activities and entertainment events and recreational programs. I.D. may be required.

### For Further Information:

Contact the Detective/Supervisor of Juvenile Section at  
816.234.5150

## Hours Curfew is in effect

**11:00 p.m.  
to 6:00 a.m.**  
Sunday  
through Thursday

**Midnight  
to 6:00 a.m.**  
Friday  
through Saturday

# WESTPORT CRIME STATISTICS

## Westport Crime Statistics 2000 - 2002

Crime Category	2000	2001	2002
MURDER	2	0	0
RAPE	1	4	5
ROBBERY	35	46	43
ASSAULT - AGG	28	37	29
ASSAULT - NAG	146	116	89
BURGLARY - RES	21	20	9
BURGLARY - NON	30	33	27
STEALING - AUT	350	333	272
STEALING - OTH	260	186	138
AUTO THEFT	142	148	125
ARSON	0	1	0
PROPERTY DAMAGE	91	106	86
NARCOTIC POSSESSIONS	9	37	35
CCW	3	6	11
<b>TOTAL OFFENSES</b>	<b>1118</b>	<b>1073</b>	<b>869</b>

