

Halloween on State Street

Problem Solving with SARA for Continuous Improvement

Presented by:

City of Madison
Madison, WI



Snapshot: Madison Wisconsin



Quick Facts:

State Capital

Population-224,810

University of Wisconsin

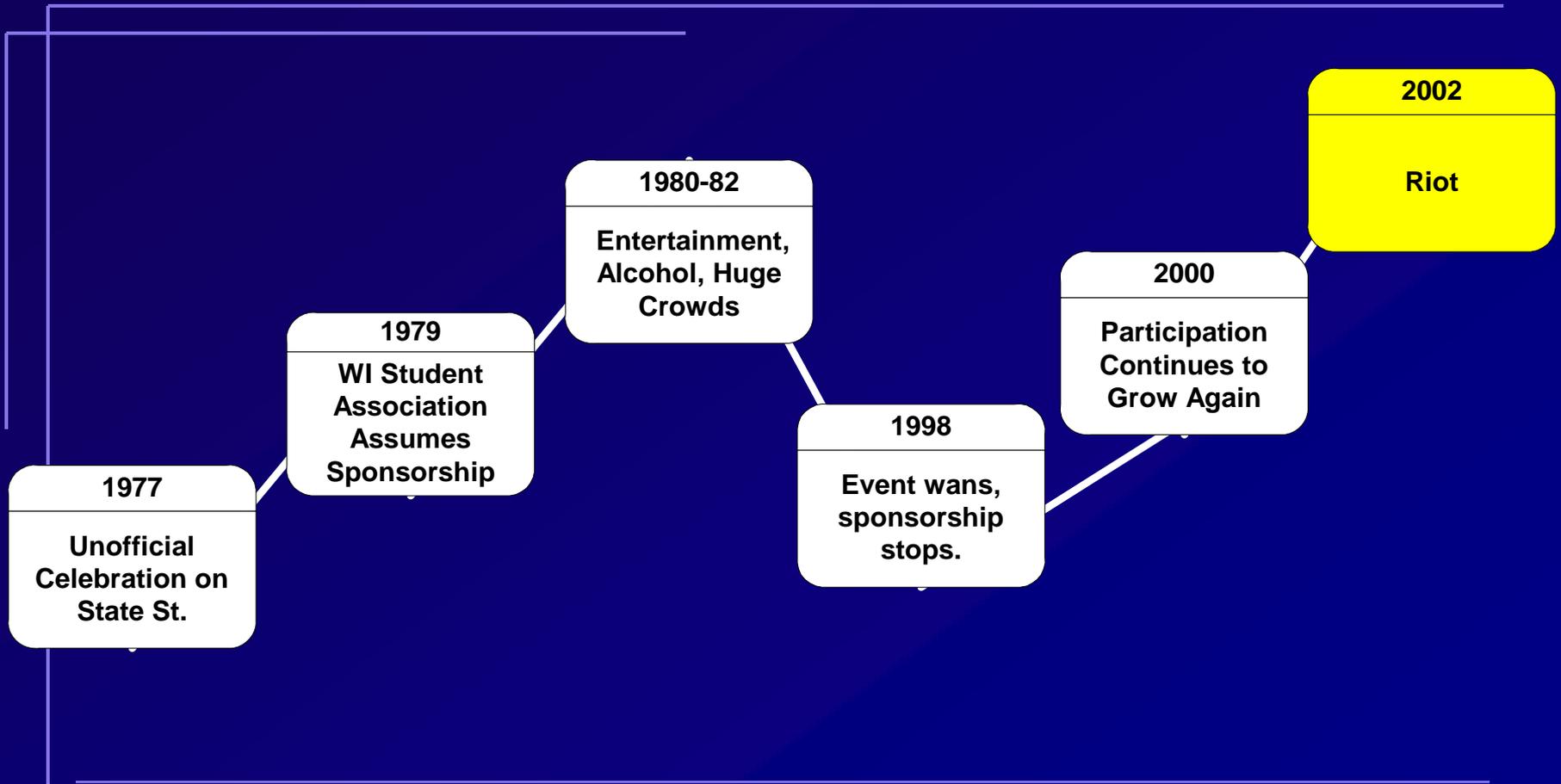
Enrollment-42,041

Several Smaller Post Secondary Schools



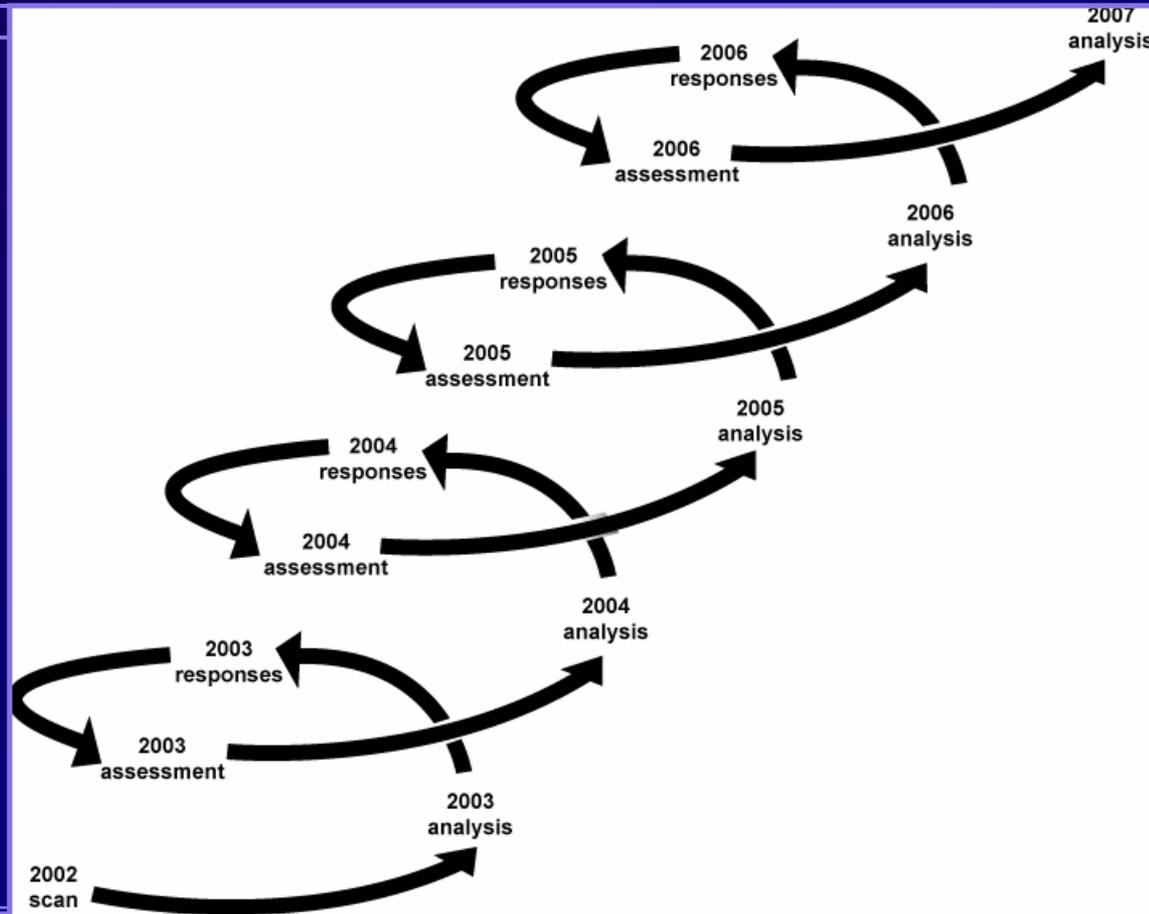
Halloween in Madison

A Brief History



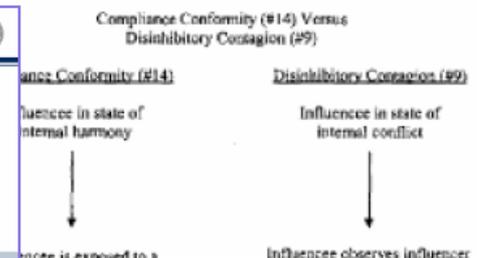
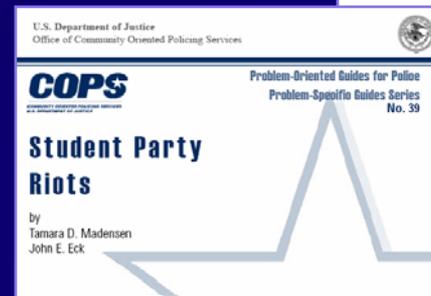
Problem Solving.....

An Iterative Process



Analysis: Ideas Beyond Policing

- Traditional policing of riots
- Student Party Riots
- Psycho-Social Research
- Control the Flow



RATIONAL CHOICE MODEL OF CRIMINAL ACTIVITY

Task Force on Celebratory Riots delivers report

Search for solutions requires long-term commitment from all involved



Scanning...Halloween 2002



The Tally 2002

	2002
Damage	Extensive Business Damage
Injury	Citizens and Officers
Police Tactics	Tear Gas Used
Public Perception	Shocked and Appalled
Public Service Cost	Moderate to High

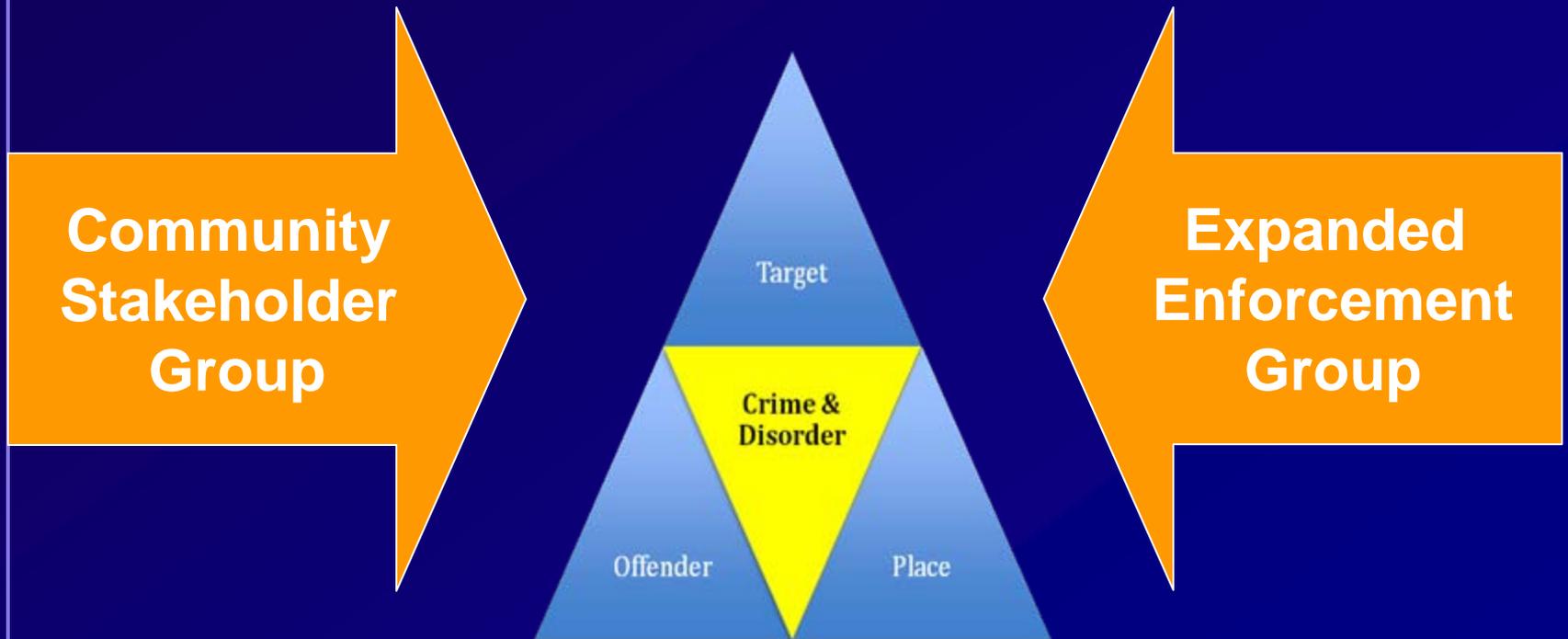


The Assessment Tally

	2002
Damage	High
Injury	High
Police Tactics	High
Public Perception	Poor
Service Cost	High



Analysis 2002 → 2003



Analysis 2002 → 2003

➤ How could it happen?

- Plan deficiencies
- Inadequate police numbers
- No mechanism to arrest or remove problem offenders

➤ Who did this?

- Highly intoxicated offenders
- Open containers prevalent
- Many offender unknowns
 - UW Students or Visitors?
 - Motivation?



Analysis 2002 → 2003

➤ Why riot?

- Rioting as entertainment
- Ordinary objects used as weapons

➤ Police Action

- Push did not end the destruction



Responses 2003

- Date
- More cops
- Remove offenders
- Sanitize and ban glass
- Stage placed on lower State
- Increase communication



Madison Police Department

Richard K. Williams, Chief of Police

City-County Building
211 S. Carroll Street
Madison, Wisconsin 53703
608 266 4022
(TDD) 608 266 6562

**Halloween Community Meeting: Monday, October 27, 2003 at 7:30 p.m.
Memorial Union, Old Madison Room**

State St. Area Residents and Merchants:

Halloween 2003 is fast approaching. The City of Madison through various city agencies, district alders, and representatives from the Mayor's office has been meeting with members of the community, businesses and University to plan for a safe event. Large crowds are expected in the State St. area on both Friday, October 31 and Saturday, November 1.

Some key points to keep in mind:

Transportation

Traffic is expected to be heavy in the Isthmus area, therefore public transportation alternatives should be considered by those attending the event. Madison Metro will be running regular routes; however buses will not be on State St. as crowd size grows. Buses should be accessed on University Ave. Private cab service is also available with cabstands located on Henry St. south of State St., Murray St. and the alley behind the Fluno Center off of Lake St.

Bicycles racks will be removed on Thursday October 30, 2003 to accommodate the expected crowds. Notices will be posted. Please remove your bicycle and store it safely inside.

Police will regulate traffic flow after 8:30 p.m. on both Friday, October 31 and Saturday, November 1, 2003.

Safety

- Stay aware of your surroundings. Large crowds can pose many dangers, stay alert and avoid over consumption of alcohol.



Assessment 2003

➤ Effective

- LE Increases
- Ability to remove offenders
- Sanitize area
- Communication

➤ Problematic

- Moving dense crowds out of area with no control
- Police too slow to push the crowd
- Communication
- Entertainment
- No end-time
- Growing service cost



The Assessment Tally 2003

	2003
Damage	Fewer Businesses Damaged.
Injury	Fewer Injuries
Police Tactics	Pepper Spray Used
Public Perception	Appalled
Public Service Cost	High



The Assessment Tally

2002 - 2003

	2002	2003
Damage	High	High
Injury	High	Fair
Police Tactics	High	High
Public Perception	Poor	Poor
Service Cost	High	High



Analysis 2003 → 2004

- What else do we know about the offenders?
 - No data on alcohol impact
 - Taverns v. House Parties
 - Regional draw from Universities
 - Offenders not deterred by handler presence
 - Crowd density as cover



Analysis 2003 → 2004

➤ What about attendees in general?

- Intoxicated groups
- Arrive late
- No costumes
- Coming from student housing areas

➤ Why lower State St?

- Poor pedestrian lighting
- Dark store fronts
- Crowd anonymity



Responses 2004

- No Entertainment
- Mounted patrol
- Stadium style lighting
- Police staging area location
- Capture blood alcohol data
- Enhanced house party enforcement



Assessment 2004

➤ Effective

- Mounted Patrol
- Lighting for improved safety
- Enhanced enforcement at house parties
- Police staging area

➤ Problematic

- Lighting to clear the area
- Resource costs continue to rise
- National media coverage



The Assessment Tally

	2004
Damage	Comparable to regular weekend
Injury	Minimal injury
Police Tactics	Pepper spray to clear
Public Perception	Frustrated
Public Service Cost	High and growing



The Assessment Tally

	2002	2003	2004
Damage	High	High	Fair
Injury	High	Fair	Fair
Police Tactics	High	High	High
Public Perception	Poor	Poor	Fair
Service Cost	High	High	High



Analysis 2004 → 2005

- Why this area for the disturbance epicenter?



Analysis: Crowd Flow



- Why does the crowd stagnate?
 - People enter site and stop to take in the scene
 - Main flow has to go around
 - Need to control and maintain the gain on congestion
 - LE alone is not enough

Analysis 2004 → 2005

RATIONAL CHOICE MODEL OF CRIMINAL ACTIVITY

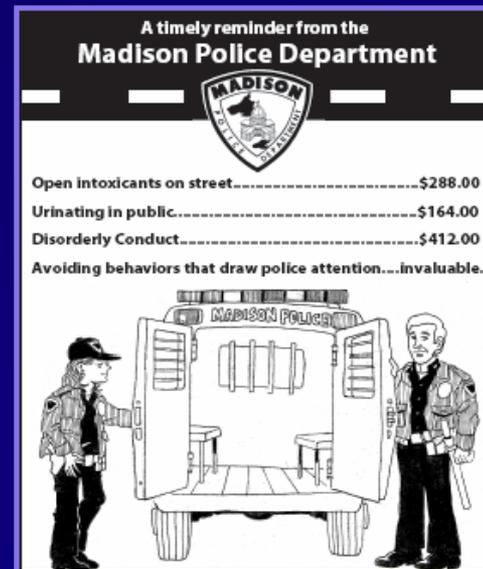
- Why do they riot?
 - Contagion theory
 - Role of alcohol
- Offender attributes, has they changed?
 - College aged
 - Regional
 - Stay with friends or sleep in cars

Significance to Halloween

- Inhibitions are diminished as a result of alcohol consumption.
- Initially, the first few individuals who engage in undesirable behavior serve as a model for others.
 - These individuals perceive the costs associated with bad behavior as very low.
- The next group of individuals impacted are those who fall into the disinhibitory contagion category.
 - These individuals initially perceive the costs as high, but change their minds as others get away with bad behavior.
- The next group of individuals are conformists.
 - These individuals initially perceive the costs as high, but change their minds in order to be part of the group.

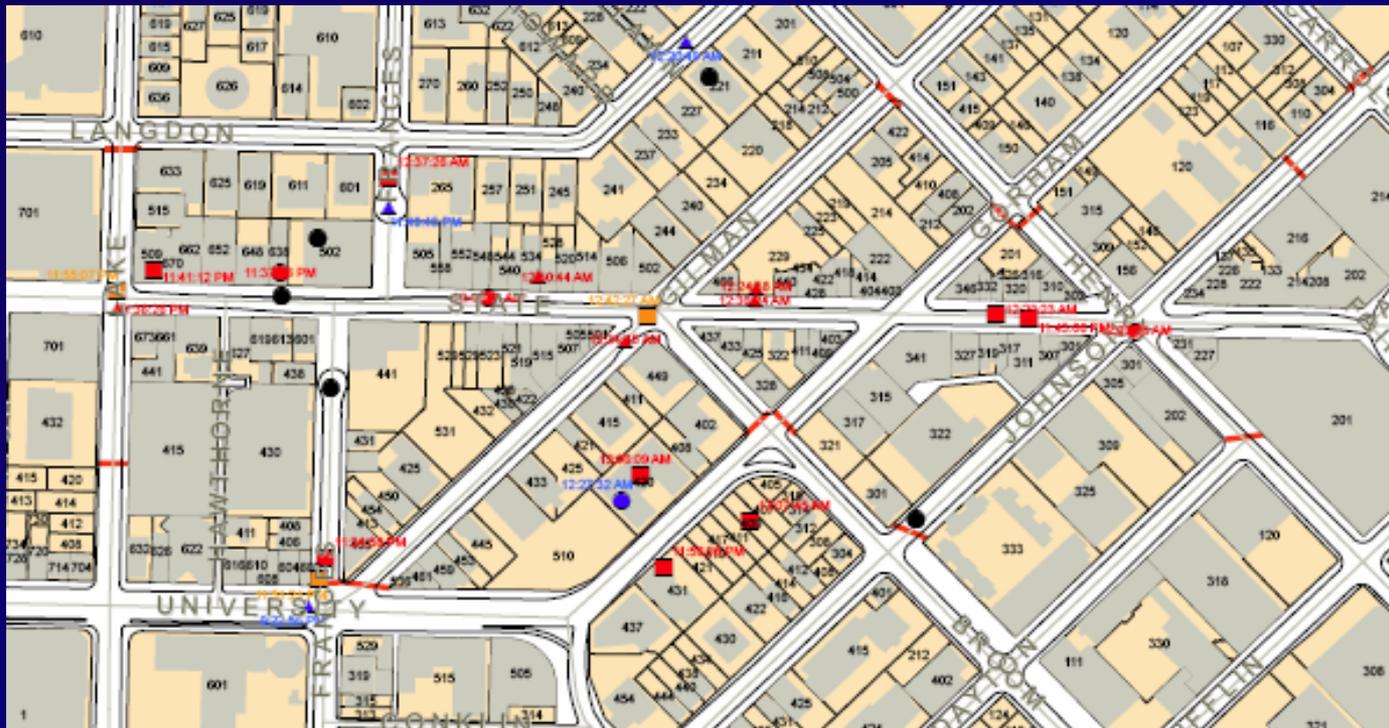
Responses 2005

- Partial gating plan
- Stadium lighting on
- University housing guest prohibition
- Improved messaging
- Increased emphasis on crowd movement



Responses 2005

- Analysis and mapping in the command post



Assessment 2005

➤ Effective

- Lighting-on all night
- Gating concept
- Enhanced enforcement at house parties
- Analyst mapping in the command post

➤ Problematic

- Growing Costs
- Gating-scope of deployment
- Audio notices-public address system
- Late crowd flow



The Assessment Tally

	2005
Damage	Comparable to regular weekend
Injury	Minimal injury
Police Tactics	Pepper spray to clear
Public Perception	Fair – “Is this the way it will always be?”
Public Service Cost	Increasing



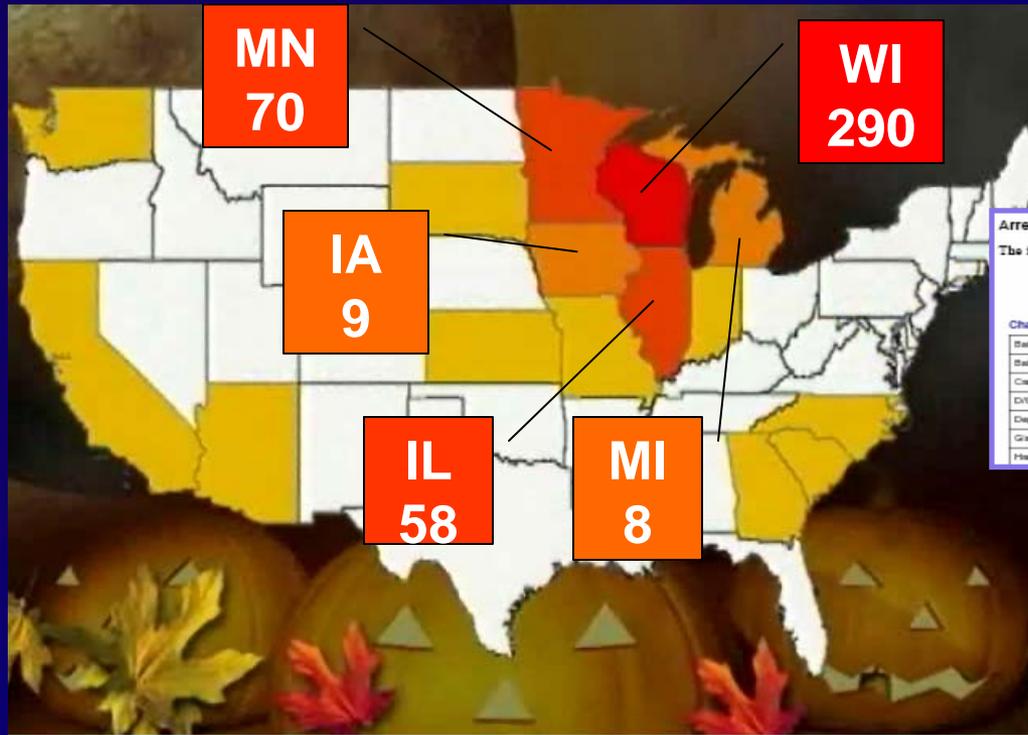
The Assessment Tally 2002 - 2005

	2002	2003	2004	2005
Damage	High	High	Fair	Fair
Injury	High	Fair	Fair	Low
Police Tactics	High	High	High	High
Public Perception	Poor	Poor	Fair	Fair
Service Cost	High	High	High	High



Analysis 2005 → 2006

➤ What more do we know about the offenders?



65% University Affiliation

Arrests from State Street

The following tables and charts summarize the arrest data from the State St. portion of the event.

Number of Arrestees by Charge and Age

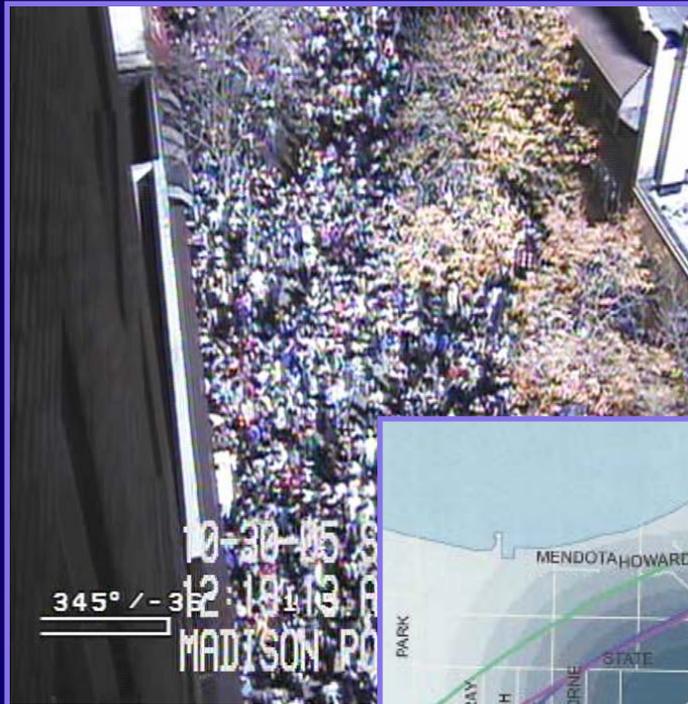
Charge	Age																					
	0	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	34	35	37	41	44
Battery	0	0	0	0	1	0	0	1	1	0	1	0	0	0	0	0	0	0	0	0	0	0
Battery to PC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0
Carrying Concealed Weapon	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
DUI																						
Disposing Human Waste																						
Grass Free Zone																						
Harassing Police Animal																						

Intoxication Levels

	UNDER AGE	LEGAL AGE	Total
NOT LEGALLY INTOXICATED	44	86	130
0.08	0	10	22
0.09	0	12	17
0.10	68	130	198
0.20	0	23	20
0.30	0	1	1
Total	131	255	386

Analysis 2005 → 2006

Video and Maps



Analysis 2005 → 2006

- How do you set an end time?
 - Nature flow away from the area
 - Come for something then leave
- Who else needs to be involved?
- What fundamental changes need to be made? How?
- What is the entertainment?



“Halloween 2005, Come for the Party Stay for the Riot”

Public Service Costs Law Enforcement

Budget and Costs

The costs for law enforcement services increased for 2005. Refer to the following table.

Item	2004	2005
Overtime & Benefits	\$117,780.15	\$126,492.43
Premium Pay	\$ 2,395.91	\$ 2,786.07
Straight Time & Benefits	\$124,489.53	\$188,448.82
Supplies	\$ 11,087.77	\$ 39,614.82
Donation from MG&E		(\$ 8,250.00)
MPD Total	\$255,753.35	\$349,092.14
Dane Co Sheriffs Dept	\$ 89,712.46	\$76,601.41
UW Police	\$120,043.00	\$98,391.00
Town of Madison	NA	\$4,974.70
Capital Police	\$ 4,680.50	\$8,795.80
State Patrol	\$ 24,517.64	\$42,172.00
Middleton Police	\$ 4,055.92	UA
Law Enforcement Totals	\$498,762.87	\$580,027.56

\$580,027



Cost Recovery

Fee for Protection Property Owners



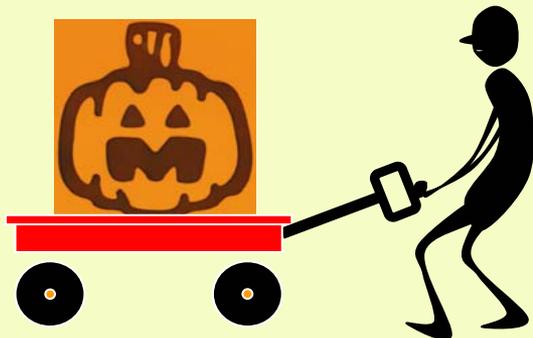
Fee for Access Participants



Shifting and Sharing?

Re-brand

City in the Lead



Some Support

- Some UW Students
- Some Business
- Some Community Members
- Other City Agencies
- AD2 Madison

Not Everyone Agrees

Responses 2006

➤ How to Act at a Concert:

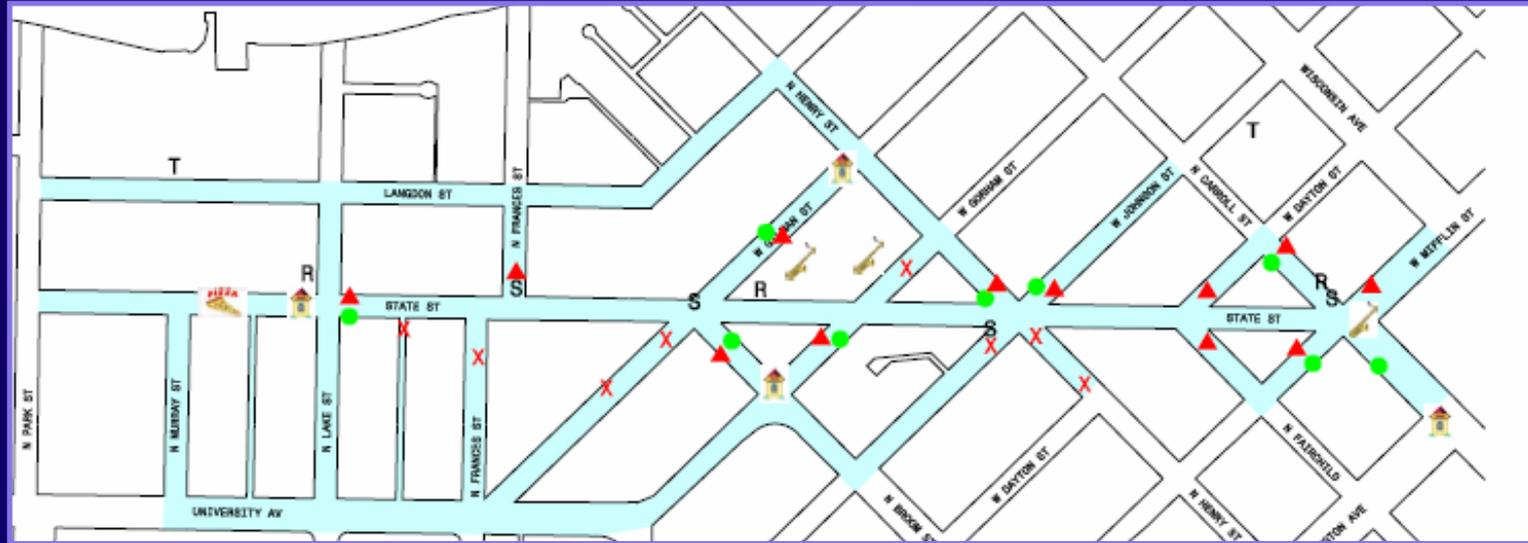
- Gate the entire event
- Ticket to enter
- Specific start and end
- Private security
- Music and food

➤ Post Event Gating Plan



Displacement Prevention

State St. Event Area



...Halloween 2006

Halloween in Photos Page 7
 VOLUME 116, ISSUE 41 MONDAY, OCTOBER 30, 2006 DAILYCARDINAL.COM

The Daily Cardinal

A ROYAL TREAT
 'The Queen' a well-made, worthwhile film.
 Arts — Page 5

SCAREDY CAT?
 A 26-mile bike ride more appealing than State Street.
 Features — Page 6

TIGHT FIGHT
 Badgers dig hole in first half, prevail in second.
 Sports — Page 12

Mayor: Halloween 'peaceful and fun'
 City officials call Freakfest 'great success'

Partiers adapt to \$5 tickets, police presence

MONDAY, OCTOBER 30, 2006 MADISON, WISCONSIN

State St. weaned of tricks

Mayor: Freakfest an 'overwhelming success' — 35,000 celebrated

The Capital Times MONDAY, Oct. 30, 2006

Halloween bash ends peacefully

Mayor glows in aftermath of Freakfest

By John ...

NOTHING TOO SCARY

www.BADGERHERALD.COM MONDAY, OCTOBER 30, 2006

SUCCESS!

'Rebranded'



Building trust through community partnerships



Assessment 2006

➤ Effective

- Ticketing & gate times
- Event Fencing
- Entertainment
- Food vendors
- Marketing
- Crowd management
- House party enforcement
- Post event fencing-exit plan

➤ Problematic

- Private security firm
- Resource costs
- Scope of post event fencing

The Assessment Tally

	2006
Damage	Very Low
Injury	Very Low
Police Tactics	Crowd Tactics, No Chemicals
Public Perception	Considered a Success
Public Service Cost	High but Starting to Offset



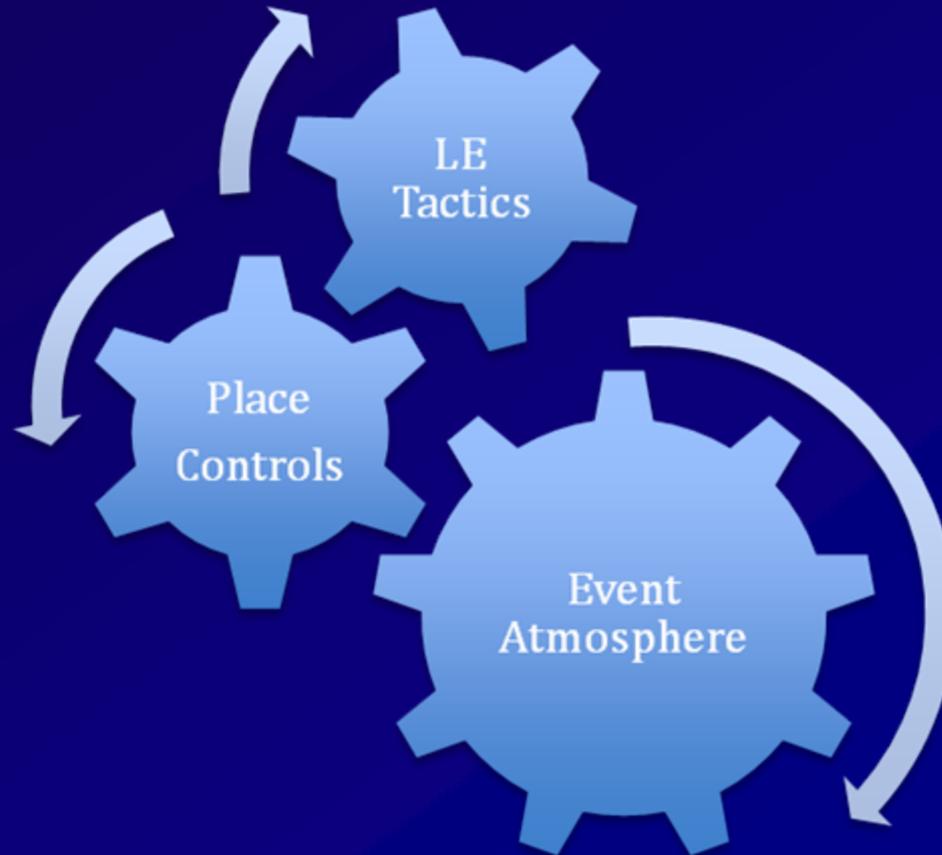
The Assessment Tally

2002 - 2006

	2002	2003	2004	2005	2006
Damage	High	High	Fair	Fair	Low
Injury	High	Fair	Fair	Low	Low
Police Tactics	High	High	High	High	Fair
Public Perception	Poor	Poor	Fair	Fair	Fair
Service Cost	High	High	High	High	High



Blueprint for Success



Analysis 2006 → 2007

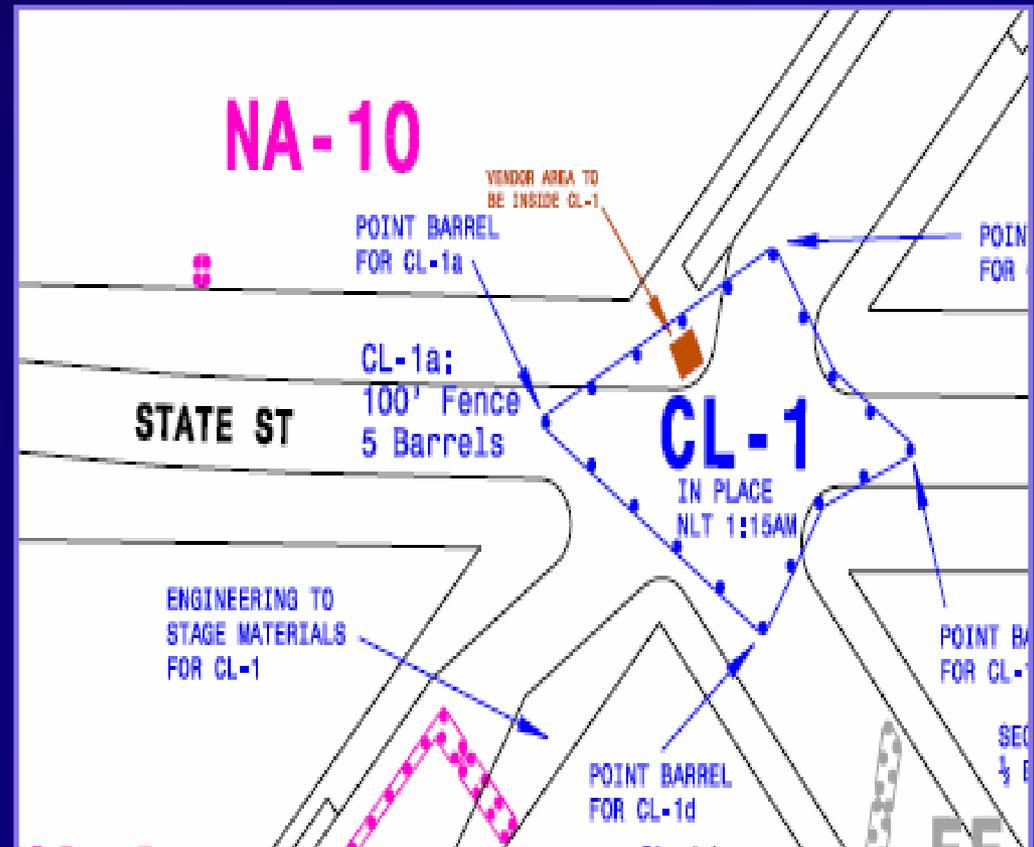
- What changes
 - Entertainment
 - More participation
- Who else needs to be involved?
- Extract the government?



Responses 2007

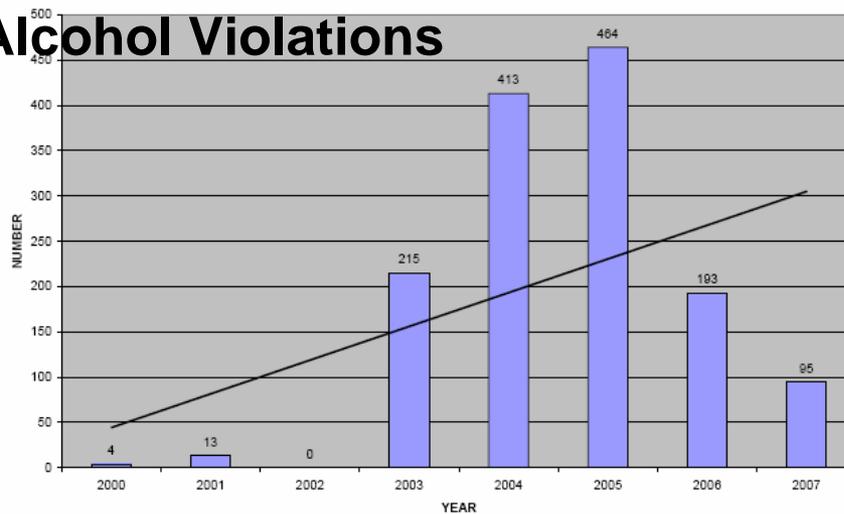
➤ Fine Tuning

- Fences to direct flow
- Entertainment
- Promotion
- Marketing
- Engage broader community

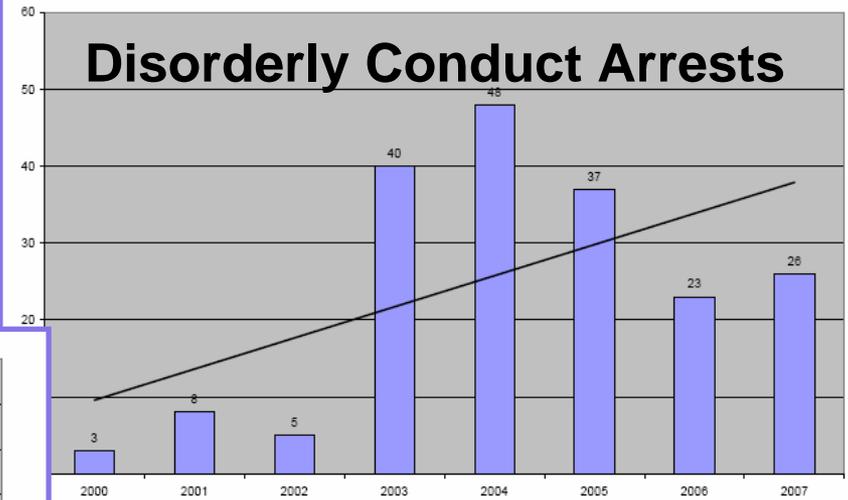


Alcohol and Disorder

Alcohol Violations



Disorderly Conduct Arrests



Neighborhoods

- Decreases in post-event noise.
- Decreases in disorderly behavior throughout the district.
- Decreases in trash and damage.

Local Media

“Halloween Not A Horror”

madison.com

Madison.com | Homes | Rentals | Obits | Weather | Archives

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2>Halloween Not A Horror

Freakfest Keeps State Street Celebration Under Control

Wisconsin State Journal :: LOCAL :: D1

Sunday, October 28, 2007
State Journal staff

For the second straight year, the crowd on State Street for Madison's annual Halloween blow-out was well mannered, well-dressed and well-watched.



Assessment 2007

➤ Effective

- Event environment and components

➤ Problematic

- Parking complaints
- Costs



The Assessment Tally

	2007
Damage	Very Low
Injury	Very Low
Police Tactics	No Chemicals, Less Crowd Control
Public Perception	Considered a Success
Public Service Cost	High but Starting to Offset



The Assessment Tally

2002 - 2007

	2002	2003	2004	2005	2006	2007
Damage	High	High	Fair	Fair	Low	Low
Injury	High	Fair	Fair	Low	Low	Low
Police Tactics	High	High	High	High	Fair	Low
Public Perception	Poor	Poor	Fair	Fair	Fair	High
Service Cost	High	High	High	High	High	Imp



Lessons Learned

➤ Stay Flexible

- The analysis question
- Implement and change

➤ Monitor Your Progress

- Define a success metric
- Define a unit of time to check

➤ Don't Give Up



Halloween 2008...

Coming Soon

November 1, 2008



Contact Information

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