Halloween on State Street

Problem Solving with SARA for Continuous Improvement

Presented by:
City of Madison
Madison, WI
Snapshot: Madison Wisconsin

Quick Facts:
- State Capitol
- Population: 224,810
- University of Wisconsin
  - Enrollment: 42,041
- Several Smaller Post Secondary Schools
Halloween in Madison
A Brief History

1977
Unofficial Celebration on State St.

1979
WI Student Association Assumes Sponsorship

1980-82
Entertainment, Alcohol, Huge Crowds

1998
Event wanes, sponsorship stops.

2000
Participation Continues to Grow Again

2002
Riot
Building trust through community partnerships

Problem Solving

An Iterative Process

- 2002 scan
- 2003 assessment
- 2003 responses
- 2004 assessment
- 2004 responses
- 2005 assessment
- 2005 responses
- 2006 assessment
- 2006 responses
- 2006 analysis
- 2007 analysis
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

<table>
<thead>
<tr>
<th>Damage</th>
<th>Extensive Business Damage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Injury</td>
<td>Citizens and Officers</td>
</tr>
<tr>
<td>Police Tactics</td>
<td>Tear Gas Used</td>
</tr>
<tr>
<td>Public Perception</td>
<td>Shocked and Appalled</td>
</tr>
<tr>
<td>Public Service Cost</td>
<td>Moderate to High</td>
</tr>
</tbody>
</table>
The Assessment Tally

<table>
<thead>
<tr>
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</table>
Analysis 2002 → 2003

Community Stakeholder Group

Expanded Enforcement Group

Offender

Place

Crime & Disorder

Target
Building trust through community partnerships

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

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 elders, 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 State St. 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. north 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 6:30 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

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<thead>
<tr>
<th>Category</th>
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<tbody>
<tr>
<td>Damage</td>
<td>Fewer Businesses Damaged.</td>
</tr>
<tr>
<td>Injury</td>
<td>Fewer Injuries</td>
</tr>
<tr>
<td>Police Tactics</td>
<td>Pepper Spray Used</td>
</tr>
<tr>
<td>Public Perception</td>
<td>Appalled</td>
</tr>
<tr>
<td>Public Service Cost</td>
<td>High</td>
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</tbody>
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### The Assessment Tally
#### 2002 - 2003

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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

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<td>Frustrated</td>
</tr>
<tr>
<td>Public Service Cost</td>
<td>High and growing</td>
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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

- Why do they riot?
  - Contagion theory
  - Role of alcohol

- Offender attributes, has they changed?
  - College aged
  - Regional
  - Stay with friends or sleep in cars

RATIONAL CHOICE MODEL OF CRIMINAL ACTIVITY

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

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<tr>
<td>Police Tactics</td>
<td>Pepper spray to clear</td>
</tr>
<tr>
<td>Public Perception</td>
<td>Fair – “Is this the way it will always be?”</td>
</tr>
<tr>
<td>Public Service Cost</td>
<td>Increasing</td>
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</tbody>
</table>
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<tr>
<th>Category</th>
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<tbody>
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<td>Fair</td>
<td>Fair</td>
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<td>Service Cost</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
</tbody>
</table>
Analysis 2005 → 2006

What more do we know about the offenders?

65% University Affiliation

<table>
<thead>
<tr>
<th>Intoxication Levels</th>
<th>Under Age</th>
<th>Legal Age</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>0.00</td>
<td>9</td>
<td>11</td>
<td>20</td>
</tr>
<tr>
<td>0.09</td>
<td>0</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>0.18</td>
<td>0</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>0.20</td>
<td>5</td>
<td>23</td>
<td>28</td>
</tr>
<tr>
<td>0.21</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>131</td>
<td>205</td>
<td>336</td>
</tr>
</tbody>
</table>
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.

<table>
<thead>
<tr>
<th>Item</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overtime &amp; Benefits</td>
<td>$117,780.15</td>
<td>$126,492.43</td>
</tr>
<tr>
<td>Premium Pay</td>
<td>$ 2,395.91</td>
<td>$ 2,786.07</td>
</tr>
<tr>
<td>Straight Time &amp; Benefits</td>
<td>$124,489.53</td>
<td>$188,448.82</td>
</tr>
<tr>
<td>Supplies</td>
<td>$ 11,087.77</td>
<td>$ 39,614.82</td>
</tr>
<tr>
<td>Donation from MG&amp;E</td>
<td>($ 8,250.00)</td>
<td></td>
</tr>
<tr>
<td><strong>MPD Total</strong></td>
<td>$255,753.35</td>
<td>$349,092.14</td>
</tr>
<tr>
<td>Dane Co Sheriffs Dept</td>
<td>$ 89,712.46</td>
<td>$ 76,601.41</td>
</tr>
<tr>
<td>UW Police</td>
<td>$120,043.00</td>
<td>$ 98,391.00</td>
</tr>
<tr>
<td>Town of Madison</td>
<td>NA</td>
<td>$ 4,974.70</td>
</tr>
<tr>
<td>Capital Police</td>
<td>$ 4,680.50</td>
<td>$ 8,795.80</td>
</tr>
<tr>
<td>State Patrol</td>
<td>$ 24,517.64</td>
<td>$ 42,172.00</td>
</tr>
<tr>
<td>Middleton Police</td>
<td>$ 4,055.92</td>
<td>UA</td>
</tr>
<tr>
<td><strong>Law Enforcement Totals</strong></td>
<td><strong>$498,762.87</strong></td>
<td><strong>$580,027.06</strong></td>
</tr>
</tbody>
</table>

$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

The Daily Cardinal

Mayor: Halloween ‘peaceful and fun’

State St. weaned of tricks

Halloween bash ends peacefully

Nothing Too Scary

SUCCESS!

‘Rebranded’
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
<table>
<thead>
<tr>
<th></th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Damage</td>
<td>Very Low</td>
</tr>
<tr>
<td>Injury</td>
<td>Very Low</td>
</tr>
<tr>
<td>Police Tactics</td>
<td>Crowd Tactics, No Chemicals</td>
</tr>
<tr>
<td>Public Perception</td>
<td>Considered a Success</td>
</tr>
<tr>
<td>Public Service Cost</td>
<td>High but Starting to Offset</td>
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</tbody>
</table>
# Building trust through community partnerships

## The Assessment Tally 2002 - 2006

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Blueprint for Success

LE Tactics

Place Controls

Event Atmosphere
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”

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

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</tr>
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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…

November 1, 2008

FREAKFEST
ON STATE STREET

hacmadison.com
Building trust through community partnerships

Contact Information

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