



## Office of the Mayor

David J. Cieslewicz

Room 403  
210 Martin Luther King, Jr. Boulevard  
Madison, Wisconsin 53703-3345  
(Phone) 608 266 4611  
(TTY) 608 266 4443  
(FAX) 608 267 8671

# City of Madison Proposed 2006 Halloween Strategies

## Introduction

For several years, Madison has been the site of an un-sponsored gathering associated with Halloween. In 2002, the event reached its lowest point when a crowd of unruly persons set bonfires, engaged in significant property damage to State Street area businesses, and pelted police officers and firefighters with rocks and other objects. Since 2002, the City of Madison, in cooperation with a variety of persons and organizations, has taken incremental steps to improve public safety for the event. Property damage has been reduced, and personal injuries have been limited. However, in the last 3 years, the event has ended with the use of pepper spray by law enforcement personnel. In addition, excessive consumption of alcohol—particularly by underage persons—continues to be a concern. These concerns, together with concerns over law enforcement costs associated with the event, which reached \$580,000 in 2005 (including \$349,000 for the Madison Police Department), continue to compel the development of further steps to better manage this event and look for ways of alleviating related costs.

The strategies for Halloween 2006 will build upon previous strategies that have worked well. In addition, the 2006 Plan will include new strategies aimed at re-branding the event to convey a message that is consistent with the expectations of our community regarding public safety and acceptable behavior.

Like the plans for prior years, the 2006 strategies have been collaboratively developed with input from a variety of entities including representatives of the following:

- Mayor's Office;
- Madison Police Department;
- Madison Fire Department;
- Madison Engineering Department;
- Madison Parks Department;
- Madison Mall Maintenance Unit;
- Madison City Attorney;
- Madison Common Council;
- University of Wisconsin-Madison;
- Wisconsin Union Directorate;
- Associated Students of Madison;
- Dane County Tavern League
- Inter-Fraternity Council;
- Downtown Madison, Inc.;
- Downtown Business Improvement District (BID);
- Greater State Street Business Association; and

- Capitol Neighborhoods Inc.

## Goal and Success Indicators

The goals of the 2006 Halloween Strategies are three-fold: (1) enhance public safety; (2) find ways of alleviating the costs associated with the event; (3) continue work on preventing excessive consumption of alcohol and use of other drugs. Following discussions with a variety of stakeholders, it has become clear that a re-branding of the event must take place. That is, in recent years, the event has been promoted in a manner that is inconsistent with the 3 goals described above. Therefore, a more direct and deliberate approach is necessary to change the message and environment associated with the event. One long-term aim of this year's approach is to start changing the nature of the event towards a safer, less costly occasion.

Success indicators for this event include the following:

- No serious injuries.
- No serious or widespread physical damage.
- No mass deployment of pepper spray/transition to protective gear warranted.
- Orderly dispersal of persons at evening's conclusion.
- Recovery of some of the costs associated with the event.
- Development and dissemination of responsible public information campaign.
- Reduction in dangerous levels of intoxication.

## 2006 Halloween Plan

### 1. Re-Branding of the Event.

- a. Members of Ad2 Madison, a network of young communications professionals, will provide their time and expertise to assist in the development of a message and public information, marketing, and outreach campaign focused on the goals described above and designed to be most effective with the target audience. In addition to providing information regarding the Halloween event, this marketing and public information campaign will include messages related to the issues of excessive consumption of alcohol, drug use, and other matters of personal responsibility.

### 2. Crowd Management and Safety Measures. The 2006 Halloween plan includes various crowd management and safety strategies:

- a. **Gating.** Most parts of State Street will be "gated" using a flexible construction fencing system devised by City Engineering. The gated area will have multiple access points staffed with a combination of private security and law enforcement personnel where persons can enter and exit the area. This gating plan will help control the number of persons coming into the area and will provide an additional opportunity for law enforcement and other personnel to keep possibly dangerous items or highly intoxicated individuals from entering the area. A reasonable capacity inside the gated area is estimated to be approximately 50,000 persons. The gating will become effective at 6:30 p.m. on Saturday, October 28. Ingress into the gated area will be permitted until 12:00 Midnight on that date. Entertainment, discussed below, will end at 1:00 a.m. on Sunday, October 29, and a phased clearing of the street will

begin at that time in preparation for bar time.

- b. **Admission System.** Admission into the gated area will cost \$5. Aside from generating revenues to offset costs associated with policing this event, this measure will provide a means of gauging the anticipated volume of attendance. Employers and their employees, as well as residents whose residential entrance is inside the gated area will receive tickets free of charge. Tickets will go on sale on Monday, October 2, 2006. Tickets will be sold at:
  - The Madison Parks Office located on the first floor of the City-County Building at 210 Martin Luther King Boulevard from 8 a.m to 4:30 p.m.
  - Library Mall at a Park ticket trailer from 3-9 p.m. on weekdays and from noon to 5 p.m. on Saturdays.
  - Additional ticket outlets may be included, and local merchants will be offered an opportunity to sell tickets.

On the night of the event, 3 ticket sales locations will be in operation unless the event is sold out.

All revenues netted through the admission infrastructure will help offset law enforcement costs and will be distributed on a prorated basis.

- c. **Entertainment and Food.** Both students and private sector participants in the planning process have made a strong case that, in order to positively affect the environment inside the gated area, and to help guard against concentrated displacement of the crowd outside the gated area, a festive and controlled atmosphere needs to be created. Therefore, entertainment in the form of one or two small entertainment venues featuring local entertainment will be set up with appropriate staging within the gated area on Saturday, October 28. These venues will provide opportunities to regularly and consistently communicate to the public any pertinent information, including reiteration of rules of conduct, schedule, etc. Food vendors with valid permits will also be set up at the Library Mall end of State Street.
- d. **Organization and Sponsorship.** Private entities will sponsor and organize activities within the entertainment venues and will apply for any required permits. These private entities will cover the costs associated with these venues (i.e. staging, sound, talent, private security, insurance, etc.).
- e. **Use of University Inn.** Law enforcement personnel will again use the University Inn as a staging area to facilitate prompt response and deployment.
- f. **Lighting.** As in 2005, the 2006 Plan includes use of stadium-style lighting starting at dusk and until the gated area is cleared. This lighting has the effect of discouraging disruptive behavior by removing the sense of anonymity. It will also afford greater mutual visibility between civilians and law enforcement officers.
- g. **Crowd Movement.** The 2006 Plan calls for the employment of methods designed to keep the crowd moving including the use of officers patrolling on foot and the use of Mounted Patrol officers.
- h. **Improved Public Address System.** The 2006 Plan will make necessary adjustments to improve the public address system used to relay important messages. Messages will also be relayed at the entertainment venues, thereby bolstering the overall communications capabilities.
- i. **Back-door exits.** In 2005, the city identified about a dozen taverns that were able to have their patrons exit via a back door rather than directly onto State Street. This strategy successfully alleviated some of the volume of people flowing onto State Street at bar closing time and will be used again in 2006.

### 3. Rules, Preventive Efforts and Other Strategies.

- a. **Zero Tolerance for Alcohol in Public Areas.** Alcohol may only be consumed in a private residence or a licensed establishment by people of legal drinking age.

- b. **Body-Slamming and Similar Behaviors Prohibited.** There will be no tolerance for body-slammings or other aggressive behavior by anyone, regardless of whether they are inside or outside the gated area. Body-slammings behavior has often preceded disturbances during past Halloweens. Therefore, law enforcement personnel will intervene early in an effort to avoid these disturbances.
- c. **Expanded Glass Ban.** The prohibition of glass containers during Halloween has been extremely helpful during past years. The 2006 Plan calls for a glass ban in the same area as the 2005 Plan.
- d. **House Parties.**
  - i. **More Officers in the Neighborhoods.** Additional mobile teams of 4-6 officers each will be assigned to respond to complaints related to house parties. If necessary, the teams will shut down the parties.
  - ii. **Delayed Citations.** In order to maximize personnel at critical times, law enforcement officers reserve the right to write citations or charges for house party and other violations after-the-fact.
- e. **Consequences for Violating Madison Ordinances and Wisconsin Statutes.** Part of the public information campaign mentioned above will clearly spell out the consequences for violating the law. This information will be available on the web at [www.halloweenmadison.com](http://www.halloweenmadison.com) and will be disseminated to area hotels. Violations will be referred to the District Attorney or City Attorney for prosecution.
- f. **Police Staging Area and Response.** Police will maintain a staging area in the vicinity of the intersection between State Street and Frances Street and will be prepared to expediently respond to various situations.
- g. **Conveyance of Arrested Persons.** The 2006 Plan provides enhanced law enforcement resources, including an adequate number of vans, to convey arrested persons to the Downtown police station for processing.
- h. **Dangerous or Flammable Materials.** City crews will remove materials from State Street that could be thrown or burned.
- i. **Video Surveillance.** Video surveillance will again be utilized to aid in real-time response and the gathering of evidence.
- j. **Partnership with Other Agencies.** As in past years, the assistance of other law enforcement and public safety agencies, including the Madison Fire Department, will be enlisted.
- k. **Partnership with UW-Madison.** UW-Madison will again impose several helpful strategies that include a no-guest policy at University Residence Halls and a ban on large student events over the weekend.
- l. **Coordination with Local, Regional, and UW-System Schools.** Law enforcement, with the assistance of the UW-Madison, will notify educational institutions regarding students who have been cited or arrested for violating the law.