

**Madison Police Department**  
**2004 Halloween**  
**After Action Report**

**Executive Summary**

The State St. Halloween event, since its inception in 1977, has had a history of large crowds with behavior problems fueled by alcohol consumption. The most recent rash of bad behavior by partygoers flared in 2002, with a large-scale riot that included: property damage, looting, and personal injury. In the years following the 2002 riot, the Madison Police Department (MPD) has engaged in a determined effort to analyze the event, to plan for contingencies, to prevent problems to the extent possible, and to respond proactively when problems occur. The destruction of property has been minimized, and personal injuries are lower; however, the large-scale disruptive behavior has continued. MPD believes that continued analysis will enhance future planning efforts and police responses to such disturbances.

MPD has sought input from the community and law enforcement partners regarding the 2004 event. Based on the information reported back to MPD, the overall planning efforts for 2004 were successful with improvements made from 2003. Steps taken such as the inclusion of students through Associated Students of Madison (ASM) in the planning process, and greater cooperation from the University were seen as positive. Deterrent and preventative measures that publicized a pro-arrest policy for disruptive and criminal behavior, along with increases in fine amounts, were considered beneficial. By working with community partners, MPD was able to distribute information to the public before the event.

The feedback indicated that the increased police presence on State St., coupled with the pro-active enforcement action taken by officers and the pre-work of the Halloween Planning Group to publicize these steps, helped to prevent injuries to participants and isolate damage to several businesses on State St.

In 2003 the community questioned the timing of the police response to the escalating crowd behavior that led to the vandalism and disturbance at the end of the event. Critics felt that the police reacted too slowly and that by doing so emboldened the crowd, which then went on a vandalism rampage. The department's position in 2003 was that deliberate and methodical police reaction was the key to preventing injuries and minimizing damage to other businesses on State St. Nevertheless, there was agreement within the department that the police response, while successful in minimizing damage and preventing injuries in 2003, would need to be revised for 2004. The community's negative reaction to the damage clearly mandated a change in strategy and called for a more forceful and faster response in order to protect life and property in future events. The response for 2004 was modified, and did result in complaints from a segment of the community about the use of pepper spray to disperse the crowd.

This report will review the recommendations from 2003 and how that information was used in the planning and deployment for 2004. Based on what is known from the experience of 2004, further recommendations will be made for any future events. Law enforcement event costs for 2004, excluding planning and training time, were \$498,545.33.

## **Overview of 2003 After-Action and Response for 2004**

The 2003 after-action served as a starting point for the planning of the 2004 event. The following summary reviews the recommendations listed in the 2003 Halloween After-Action report, and contains a brief description of the 2004 effort to respond to each recommendation.

### **Localize Event**

- The City needs to take steps to localize this event. We recommend that there be no promotions for next year's celebration that would draw more people to Madison. This would include, but is not limited to, live music or bands.

Response: This issue was discussed among all planning groups. The Mayor's office issued a statement indicating its desire to return the celebration to a local level and to not add anything which would encourage growth. The Community Planning Group supported this recommendation, and after much discussion the student ASM members agreed not to advertise the event outside of the state and not to pursue the live music issue. Planning team members also met with local media to convey a positive image on the event and to encourage a smaller local event.

### **Limit Length of Event**

- Encourage community-wide support for a one-day event.

Response: Both planning groups supported a number of activities that were proposed by ASM. These included: continued work and coordination with State St. merchants to provide daytime activities on State St., trick or treating, a costume contest and a live DJ on State St. ASM also recommended the sale of food at the event. All of the activities were planned for one night to encourage a one-night only event. Although a good effort was made in this regard, there was a significant crowd on State St. and adjacent areas on Friday night.

### **Educate Community on Acceptable Behavior**

- Educate our community to work with and support the police to make this a safe event. This becomes especially critical during large events when judgment becomes impaired by excessive alcohol consumption. When the police transition to protective gear, it is time to leave the area.

Response: Central District staff worked to educate the community through various media sources. MPD mounted an amplification system on the rooftop of the University Inn to project the officer's voice to the crowd. This system was used for public safety announcements and for notification when the street was to be vacated.

### **Increase Staffing**

- Evaluate all areas to improve staffing for commissioned and civilian personnel.

Response: Additional field staff was added for the entire event area. Additional arrest processing staff was also added to assist in the processing of persons arrested during the event. Mounted patrol was also added.

### **Consequences for Violators**

- Develop a plan that reinforces immediate and inconvenient consequences for violators.

Response: Field officers were directed to recognize and take immediate action on disruptive behavior. All arrested persons were conveyed to the Arrest Processing Center. This action allowed for separation of arrested persons from the event.

- Consider levying special fines for the event or imposing a surcharge for persons cited/arrested.

Response: Fines were raised for several City Ordinances that are commonly violated during an event of this nature.

- Hold students accountable for their actions through University sanctions. Encourage the University to revise the Student Code of Conduct to allow sanctions for off-campus misconduct.

Response: The Chancellor's Office and the Dean of Student's Office both advised students that behavior related to the event would be reviewed. Revision of the Student Code was not possible.

### **Food**

- Encourage the serving of inexpensive food to offset the effects of alcohol.

Response: A sub-group of the Community Planning Group, including Downtown Madison Inc. and Associated Students of Madison, worked on the provision of food. The University of Wisconsin donated money for food, and free food was provided to the partygoers.

### **Alcohol**

- Reduce multiple keg sales to minimize the impact of large, unregulated house parties.

Response: The Central District developed a response plan to address issues with large, unruly house parties, and those acting as unlicensed taverns.

# Halloween 2004

## Introduction

The planning and execution for 2004 were carried out by three primary planning groups: The Community Planning Group, The Central District of MPD, and The Special Events-Law Enforcement Group. Efforts between groups were coordinated by MPD command staff to present an integrated plan.

It should be noted that the event early Sunday morning was the change from Central Daylight Time (CDT) to Central Standard Time (CST). This had an impact on planning for staffing since it lengthened the event by an additional hour prior to bar-time and the end of the event.

## Community Planning Group

In June 2004 the Community Planning Group was re-convened to begin the planning process. The group consisted of the following members:

Mario Mendoza, Mayor's Office  
Mike Verveer, Alder  
Kristina Mueller, Associated Students of Madison  
Matt Rink, Associated Students of Madison  
LaMar Billups, Chancellor's Office  
Dawn Crim, Chancellor's Office  
Lori Berquam, Associate Dean of Students  
Jill Lundberg, Business Improvement District  
Dan Waissman, Greater State Street Merchants Association  
Natasha Kassulke, Wisconsin Union  
Kim Straka, Madison Convention and Visitors Bureau  
Robert Holloway, Capitol Neighborhoods  
Jongyeon Lee, Riley's Liquors  
N. Mahendran, University Liquors  
Thomas Beach, Pizzeria UNO  
George Wiesner, University Inn  
Captain Brian Bridges, UW Police  
Lieutenant Mary Schauf, Madison Police  
Captain Luis Yudice, Madison Police

The Planning Group discussed a number of ideas and recommendations. The following is a summary of items discussed and decisions made by the group.

## Entertainment and Bands

In early May, police and representatives of Associated Students of Madison (ASM) met with Mayoral Assistant Mario Mendoza to discuss an ASM proposal for Halloween in 2004. The preliminary proposal called for a number of events on or near the UW campus that would draw people away from State St. The proposal included concerts with nationally recognized bands that

would start at 2 or 3 a.m. at the Kohl Center, the UW Field House, Camp Randall or the Alliant Center, as well as other activities on State St. The initial police reaction was mixed. The plans did provide entertainment alternatives to State St., but they also created other potential problems with the concert starting times.

It was felt that the attendance of thousands of possibly intoxicated revelers in residential neighborhoods would generate noise and disturbance complaints from residents. The University's reaction was that these concerts would create significant security concerns that would draw critical UW police resources away from State St. in order to protect the concert facilities. All parties agreed to continue working together on these plans and ASM was asked to participate in the Community Planning Group discussions and to present their plans in that forum.

The plan to host national headline acts at various downtown locations was not supported. The Community Planning Group discussed the proposal but when it became evident that the plan would require additional police resources at each concert location and that it would reduce the number of officers on State St., it was removed from further consideration.

One of the items that received considerable discussion was a proposal by ASM to sponsor a band on State St. as it had in 2003. The group's opinion on this issue was equally divided. Some felt that the band would provide the crowd with positive entertainment value and that it would offset negative and destructive behaviors. They believed that the band had been beneficial in 2003, but that it had been unfairly singled out as the source of the problems that materialized approximately one-half hour after it stopped playing.

Others felt that the band in 2003 had been counter-productive by bringing more regional exposure to State St. and by enlarging the size of the crowd and increasing the scope of the event. They believed that the focus of the planning effort in 2004 should be on downsizing and that providing live music would be detrimental to this effort.

The Mayor's Office issued a statement indicating that its desire was to return the celebration to a local level and not add anything that had the potential of enlarging the crowd size. Based on the differences of opinion, the Community Planning Group decided not to support a band, but agreed that ASM could apply for a street use permit which would allow the Street Use Staff Team to weigh the merits of their request and make their decision accordingly. In the end, ASM decided not to pursue this option and did not submit an application for a band permit on the State Street Mall.

The Community Planning Group did support other activities in the ASM proposal. These included continued work and coordination with State St. merchants to provide day-time activities on State St., trick or treating, a costume contest, and music through a speaker system on State St.

### **Food Availability**

ASM also recommended the sale of food at the event. The idea was to offer it at reasonable prices to counteract the effects of alcohol. It was believed that local restaurants and other vendors would view this proposal positively. The intent was to encourage restaurants to provide outdoor sales of inexpensive food and make it available in the later hours of the celebration. The group was supportive of the proposal and noted that in previous years, food was difficult to obtain because of long waiting lines and early closing of restaurants. A sub-group was tasked with pursuing this

option, but it encountered too many logistical difficulties and too few restaurants that were willing to risk outdoor sales due in part to past problems with the unruly crowd.

Food, however, was provided free of cost by the UW, which donated \$15,000 to feed the partygoers. ASM managed the food stands in the Library Mall area and indicated that no problems were experienced during the event. UW police reported that the food distribution created problems with crowd congestion, and subsequent logistical issues with food delivery through the crowd. The plan to provide food was finalized late in the planning process, future efforts should allow for logistical planning time.

### **Lighting Equipment**

Several group members suggested additional light sources for use in the event of an emergency, and to signal the end of the celebration. On recommendations of the Community Planning Group, funding was obtained from the Madison Gas and Electric Company (\$8,000) and the UW (\$8000) to offset the costs of renting stadium style lighting equipment.

These funds enabled MPD to rent two stadium light units that were pre-positioned in the 500 block of State St. The lights had the capability of providing immediate and powerful light in the area and were to be used for the primary purpose of illuminating the 500-600 blocks of State St. at the end of the celebration. The lights were utilized on both Friday and Saturday nights. The lights did illuminate the street as intended, but they also had the effect of attracting unwanted attention by drawing additional people into the area. Preliminary indications were that the lights did not have a positive effect on the crowd behavior. The lights did improve the overall safety of police operations, and the quality of video evidence captured. The impact of this equipment should be further evaluated before further use.

### **University Inn**

Following the 2003 disturbance that caused thousands of dollars in damage to the hotel, several community members called for a different and novel plan to protect this property. Therefore, when the owners approached MPD with an offer to provide the hotel for use as a police staging area, free of charge, the planning group quickly supported the decision. The use of the hotel proved invaluable to establishing a police presence in the most critical part of State St. The property was used as a staging area for officers and as a rapid mobilization point in response to emergencies or to other developing situations. Although the focal point of the disturbance this year was once again in front of the hotel, there was no damage.

In retrospect, the use of the University Inn was extremely useful to the operational plan. It provided the department with an on-sight operational command post and allowed for the rapid deployment of officers to contain and minimize the crowd behavior.

### **Liquor Industry: Distribution and Stores**

Based on discussions with and recommendations from the planning group, particular emphasis was placed on enlisting the cooperation of the liquor industry. As a result, department personnel worked with downtown taverns, liquor stores and distributors. Downtown liquor storeowners met with police to discuss the publicity and enforcement of the glass ban. They posted notices and helped to inform their customers of safety issues related to alcohol and unlawful behavior. Some owners voluntarily removed certain glass products from their shelves. The sale and promotion of common

brand beers was de-emphasized. They also participated in discussions regarding house parties and worked with the police to identify the best approach to managing them.

Tavern owners were briefed on the police preparations and were asked to hire additional staff for the Halloween weekend and to promote good safety practices. They were requested to police their own premises and to ensure that their patrons did not leave with glass products.

Liquor/beer distributors created their own safety campaign and produced flyers and posters reminding their patrons to party responsibly. They also created maps of the “glass free zone” and advertised the fines for the most common violations.

The safety campaign was coordinated with MPD’s goals for the celebration. Posters were provided to police officers who distributed them to downtown liquor stores.

The partnership created with the liquor industry was beneficial. The police received excellent cooperation and the industry provided useful insights for police planners that perhaps might have been overlooked. In addition, their marketing strategies and publicity efforts enabled the police to reach a larger targeted audience than in previous years.

### **Success Indicators**

To gauge the success of this year’s planning efforts, the Community Planning Group developed these success indicators as a more thorough and accurate representation of the event. Past representations of Halloween have focused on the bad behavior of a sample of the attendees, and these representations have not paid enough attention to what has worked well.

- The City will better manage the size of the event by promoting it as a local celebration.
- The City will enlist community involvement in the planning aspects of the event.
- The City will reduce the amount of large-scale property damage and disturbances.
- The City will minimize injuries to citizens, police officers and firefighters.
- The City will provide a timely police response to disruptive behaviors.
- The City will accentuate the positive outcomes of the event.

The role of the Community Planning Group was instrumental in the inclusion of ideas and recommendations from a wide spectrum of the community that were ultimately embodied in the strategies and operational plan for this event. The group not only provided its own recommendations and pursued its own ideas, but it also served as a sounding board and guide for police planners. It ensured that the community’s concerns were addressed and that the police plan represented the community’s interests. In the end, the preparations reflect the ideas and efforts of downtown residents and other community members to create a safe event for all the participants and for those of its residents.

### **Madison Police Department—Central District**

District planning for the event began at the end of April with a meeting with Associated Students of Madison (ASM). ASM then moved their planning efforts into the community-based planning group. Police related planning started in August. A review of the previous year’s staffing model was completed, and plans for 2004 adjusted accordingly. During this

weekend both Overture Center and the Kohl Center had events that brought people into the central city.

Concurrent with planning by the community group, the Central District planned for the impact to not only State St., but also the surrounding neighborhoods. Pursuant to the input of the Community Planning group, the following police strategies were developed and used as a guide throughout the planning process.

#### **Halloween Strategies 2004**

- Create an aggressive media campaign to educate the public about the planning process and about the risks associated with this event. Provide information on similar events throughout the country. Publicize the consequences for criminal activity.
- Meet with the District Attorney and develop a plan for referral and prosecution of offenders involved in the event. Enlist the District Attorney's assistance in warning/detering the public from engaging in criminal behavior. Solicit public statements, press releases or participation in a joint press conference.
- Meet with the City Attorney for similar strategies as above.
- Work with the Chancellor's Office and Dean of Students Office to develop a strategy to deal with student misconduct. Enlist their help in identifying consequences, educating, warning and deterring students to prevent criminal behavior.
- Enlist the Mayor's assistance in above strategies.
- Work with the Community Planning Group to strategize and develop plans for the event.
- Work with the Law Enforcement Group to enlist assistance and strategies from other agencies. Utilize the 2003 After Action Report and follow up on its recommendations for improvement.
- Include MFD and Dane County 911 Center in planning efforts.
- Develop operational plans to provide for the safety of the public on State St. and throughout the downtown area.
- Work with the Greater State Street Merchants Association to address their concerns and to enlist their assistance in the planning effort.
- Work with downtown residents and neighborhood groups and enlist their cooperation to reduce house parties, to prevent property damage and to safeguard their properties.
- Work with the Dane County Tavern League and enlist their cooperation to develop strategies to reduce alcohol sales that impact house parties.
- Work with other city agencies to develop strategies for the safe movement of traffic, for the provision of trash receptacles and removal of trash, and for site preparation on State St.

#### **Philosophy and Planning Approach of the Central District**

Since 2002 when a large-scale disturbance broke out on State St., we have been working to counteract the national reputation of Madison Halloween as being a place to come to negatively engage with police and damage property. This stigma materialized again this year when two national magazines that target college-aged males, Sports Illustrated Campus Edition and Maxim, encouraged partiers from campuses across the country to mark their calendars for Madison Halloween with an "A for anarchy". In spite of this negative publicity the planning efforts continue to strive to make this a local, peaceful event.

The Central District's role in planning this event has been to work with city staff to prepare State St. for the event and work cooperatively with the Special Events Team (SET) to implement the plan.

The district role included routine police services to the adjacent event areas and neighborhoods, arrest and processing support to SET, and traffic planning.

The district was also active and worked to increase fines for alcohol-related violations, informed the community of planning efforts, worked with various stakeholders in the information campaign, worked with the University to proactively educate students, informed property owners, and worked with local prosecutors to plan for the event.

### **District Staffing Plan**

The structure of staffing for the Central District was modified significantly from previous years. Since SET provides the staff to work on State St., the focus for the district is to provide police services in the adjacent areas. This year police sectors 401-406 were pulled to a separate district event channel. This area was divided into two zones, one in the area north of State St. and one to the south. Field command was increased in this area with two lieutenants, one responsible for each zone. Officer hours were adjusted to maximize the overlap of shifts when peak numbers of officers would be needed. All officers were paired to maximize officer safety. District based personnel staffed mobile units. Second detail officers from outlying districts were pulled and assigned to teams within each zone. These officers were predominately on foot posts on Langdon St., University Ave., and Broom St. Sergeants from the district were mobile, and sergeants from other districts were placed with foot teams under a zone lieutenant.

Each zone also had a small team to address the large parties that contribute to problems later on State St. The groups consisted of Community Police Team members and Neighborhood Police Officers. The illegal taverns and house parties were so prevalent that additional staff will be needed to respond more proactively in the future. All student-based neighborhoods had extremely large numbers of parties and revelers. Any of these neighborhoods is susceptible to the concerns that are present on State St. for large-scale disturbances.

This organizational structure worked very well to manage district operations. The area was on a separate frequency for communication and allowed for flexibility within the staffing model. Officers were extremely busy and serviced numerous calls for severely intoxicated persons, fights, and disturbances.

The overall number of officers was at a minimal level. Future staffing will need to be increased to take a more proactive stance in dealing effectively with on site violations in the larger event and downtown area.

### **Arrest, Conveyance and Processing**

The Arrest Processing Center was under the command of the Central District detective lieutenant. There was a sergeant to lead the security team and a second sergeant to lead the processing team. Court Services personnel monitored and assisted with processing. Officers were then assigned to workgroups within this structure. The plan called for four detectives to work in the arrest processing area, but also be available for major case activation. In the case of a critical incident, the lieutenant and four detectives would be pulled from arrest processing to handle the incident.

Two detectives were pulled to respond for an investigation. The availability of these detectives is invaluable and should be continued.

Eight conveyance vans were used for transport of all arrested persons. Two officers staffed each van.

Two Dane County deputies assisted with taking arrested persons to the Dane Co. Jail. It is recommended that these deputies be assigned to the basement to expedite transfer of prisoners.

The operational plan called for officer arrest discretion in two phases. The two-tiered arrest plan was designed to strike a balance among several goals. These goals included: 1) establishing the acceptable behavior standard for participants, 2) allowing for adequate police resources in the field, and 3) not overwhelming the arrest processing system. The first phase involved less officer discretion with the expectation that officers would enforce all alcohol-related violations, glass ban ordinance violations, and make arrests for disruptive behaviors. This arrest posture was designed to meet the first goal listed above. The second phase allowed for more discretion for alcohol-related violations and focused on disruptive behavior. Phase two enforcement would be started at the direction of the command post to address the second and third goals listed above.

On Friday night arrest processing slowed due to identification issues with arrested persons. This prompted moving to the secondary phase of arrests for field officers, and only one citation being issued for each arrested person in processing. On Saturday the process went smoothly. Staffing in this area should be maintained or increased slightly to deal effectively with future events. The use of civilian staff for processing tasks should be examined to further maximize efficiency in this area. One police report typist staffed processing for live dictation of arrest reports from non-MPD law enforcement staff on Friday and Saturday nights.

After the event, Court Services detectives reviewed field arrest sheets and citations issued. Citations were mailed to individuals that should have received multiple citations.

### **Traffic Plan**

This year the district took responsibility for the traffic plan. The plan was evaluated based on changes in construction projects and consideration of other district events during the Halloween festivities. The model for the plan was to facilitate movement of traffic away from event areas that would have large amounts of pedestrian traffic. Traffic delays were expected in the Isthmus area regardless of the plan.

The Wisconsin State Patrol staffed the plan. Overall the plan worked well. Traffic congestion became a problem early, before the plan was implemented, due to the large amount of vehicular traffic coming into the area and ramps that were already at capacity.

Traffic was allowed to pass onto Langdon St. It is recommended for 2005 that only emergency vehicles be allowed to access this area. Many barricades were moved during the course of the event, and the logistics for these supplies should be evaluated for 2005.

The staffing of the traffic plan was also integrated into the crowd control response. The troopers staffing the posts were all SET trained, and the contingency plan was to pull them from their posts if needed to assist with crowd issues. The mounted patrol was to temporarily fill these posts and then have CPD officers move in to cover the posts. This plan was not implemented as planned. Contingency plans should consider even greater scaling of the traffic plan, based on location of crowd action and continued needs to have law enforcement at traffic posts.

## Community Notices and Media

Numerous notices and newspaper articles were written regarding the event to notify the public of expectations.

Media interest in Halloween started early as questions were raised regarding planning efforts. Both student papers ran articles throughout the fall, and mainstream media also ran occasional articles. When the City Council increased the fines for alcohol related violations and disorderly conduct, this again sparked media attention. These efforts continued to make people aware of expectations for behavior at the event. Several notices were sent to various target groups as well as the general public.

The following is a list of Halloween notices and the media by which they were released to the public.

Type of Notice	Type of Release
Wisconsin Distributors Poster with fine amounts and Glass Free Zone Map	Posted at each liquor store
MPD Glass Free Zone Map	At the point of sale in each liquor store
MPD Bicycle Warning Notice	On bicycle racks and inside buildings which were adjacent to bike racks, alerting users that the rack was going to be removed
MPD Property Owner Letter	Sent to over 500 residential rental property owners in the event target area
MPD Letter for Hotel Guests	Distributed by the Hospitality Council in Madison and provided to hotel guests detailing Halloween related issues
MPD Notice to Students in Private Residence Halls	Provided to students in private residence halls along with specific rules on the guest policy and other private resident hall information
Traffic Plan	Posted on the web and printed in local papers
University of Wisconsin Dean of Students Notice to Universities	The Dean of Student's office sent out information to other regional universities, Big Ten schools, and high schools

The City-generated notices were also posted on the City's website. In addition, this information was given to UW Communications and posted on UW sites. The notices regarding behavior consequences and planning efforts should continue. Expansion of Internet-based information would be beneficial since people are still traveling from outside the region to attend the event.

A meeting was held with downtown tavern owners, the district alder and CPD command staff. This meeting discussed planning efforts and expectations, and should be continued in the future.

## Site Preparation

Madison Police Department (MPD) personnel worked with Madison Fire, Building Inspection, and Streets to prepare for the event. Inspections were conducted to identify safety hazards, and property owners were notified to fix the identified problems.

The State Street Mall Maintenance team had primary responsibility for site preparations. The cement composite trashcans were again placed in groups of three and banded with steel bands to prevent them from being rolled and broken on State St. Bicycle racks on lower State St. were removed and poles were greased to discourage climbing.

The removal of bicycles and bicycle racks was scaled back and additional notices provided to prevent complaints. In 2002 bike racks were pulled from the ground and directed at police officers. This was not the case in 2003, so racks on adjacent side streets were allowed to stay in place. All racks on lower State St. and any that posed a tripping hazard were removed. Fewer bicycles were confiscated and only those necessary to take so racks could be removed were taken. As a result, complaints regarding bicycles were down significantly from 2003.

### **Glass Containers**

The City Council passed the glass container ban resolution for the State St. area sponsored by Alder Verveer, which proved to be effective during Halloween 2003 on State St. Notices including a map of the “glass ban area” and the wording of the resolution were distributed to liquor stores and taverns for posting at the point of sale.

MPD contacted the Streets Department to have large dumpsters placed at strategic locations. The plan also called for them to be paged to respond at the conclusion of the event with the street swept one hour after the party ended. Mall Maintenance provided the small 2.5 yd. dumpsters on lower St.

Although the enforcement of the glass ban has generated some complaints by those cited for the violation, the initiatives related to keeping glass from the event area have been extremely helpful in making the event safer for all. It is recommended that this ban be continued in the future in the interest of public safety.

### **Law Enforcement Special Events Team (Multi-Jurisdictional)**

A multi-agency planning team was formed to develop an operational plan for the 2004 event. The following agencies began meeting on August 11<sup>th</sup>:

- Madison Police Department (MPD)
- Madison Fire Department (MFD)
- Dane County Sheriff’s Office (DCSO)
- UW Police Department
- Wisconsin State Patrol (WSP)
- Dane County 911 Communications

Joined in mid-September:

- Capitol Police Mounted Patrol
- Middleton Police Department

All law enforcement agencies providing support during the event participated in the planning for the event. It was decided that all arrested persons, including those who were going to be cited and released, would be conveyed to the City-County Building and processed through the Arrest

Processing Center. This allowed for improved identification of arrested persons, and removed those engaged in problematic behavior from the event.

During the initial planning meetings several new initiatives were discussed. These included but were not limited to, additional lighting for the street, the use of a mounted patrol, intervention in crowd behavior and mobilization of law enforcement resources.

### **Goals**

The event goals developed by this multi-agency group were the same as those identified by the Central District and the Community Planning Group:

- Establish the tone for a safe and orderly event by taking enforcement action on misbehavior.
- Minimize the opportunity for injury to citizens and officers.
- Rapidly respond to destructive behavior.
- Minimize property damage.

To attain these goals some key concerns were examined. The first issue was the intersection of State St. at Frances St. This was a flash point for large-scale crowd action during the 2003 event. The police response to this required significant police resources and resulted in extensive property damage. Specifically, police needed to understand how the crowd congregating in this area interacted with the people occupying the upper-level University Inn hotel rooms fronting on State St.

A second significant issue related to the first was the community perception that the police response in 2003 was too slow. Many community members indicated that they believed the slowed deliberate police response allowed for the bad behavior to escalate, and more property to be damaged. MPD began to examine options for improved response time, including positioning of staging areas and implementing staff deployment models.

Both issues were addressed when the owners of the University Inn, located at the southeast corner of State St. and Frances St., offered the use of their entire facility for MPD. MPD used this area as a staging area for lower State St., significantly improving response time. In addition there were no patrons in the hotel to instigate crowd behavior.

### **Operational Plan**

As a result of the planning meetings, a comprehensive event operational plan was developed which included implementing the following strategies:

- Crowd control philosophy and management
- Horse mounted patrol officers
- Officer staging areas
- Protective equipment transition plan for officers
- Crowd control transition plan
- Event lighting
- Arrest philosophy and plan
- Established event ending time
- Multi-agency staffing and rotation plan
- Multi-agency command post

- Effective incident command structure
- Event video monitoring
- Provision of warm food and beverages
- Revised and integrated traffic plan
- Public transportation alternatives
- Critical incident response plans
- Guidelines for the use of chemical munitions and less lethal impact projectile
- Expectations and responsibilities for supervisors and officers
- Pre-event supervisory briefing
- Multiple event day briefings for all staff
- Arrest process and procedure for numerous arrests
- Site preparation and clean-up by State Street Mall Maintenance

### **Staffing and Mounted Patrol**

The use of horse mounted patrol officers has been extremely successful in large-scale events across Wisconsin. Several advantages of mounted patrol include:

- Positive public relations
- High crowd visibility while maintaining a presence
- Mobile response capability within a crowded congested area
- Congestion relief movements
- Assistance to foot officers through rapid deployment
- Tactical response capability
- A position of advantage to view crowd activity

The Wisconsin State Capitol Police Department volunteered twelve of their mounted patrol officers to assist with this event. Four local mounted patrol officers, supported by their respective agencies, were also used for the event. The mounted patrol proved to be quite useful. MPD radios were provided to the mounted patrol officers. Although these radios were equipped with shoulder microphones, they did not have earpieces. The combination of significant crowd noise and no earpiece created difficulties in communicating with the mounted patrol units. In the future mounted patrol units should be equipped with collar microphones and earpieces. This was the first mounted deployment in recent history for the Halloween event. Additional work needs to be completed related to pre-event training, planning and command structure within mounted officers.

The Middleton Police Department sent a small group of special events trained officers. For organizational purposes they were attached to a DCSO platoon.

Based on the size of the event the staffing levels are adequate and should be maintained. Local law enforcement has reached its capacity to staff this event, and MPD is reliant on the assistance of their law enforcement partners. Any activity that attempts to expand this event should be discouraged.

### **Addressing Disruptive Behavior**

Several strategies were discussed to address the issue of providing a more timely response to disruptive behavior and reducing the transition time to protective equipment. Our goal was to establish a tone for the event. Officers can influence the tone of the event by two methods. First, the officers were directed to present a professional, yet friendly and interactive demeanor toward

members of the crowd. Secondly, officers took enforcement action on misbehavior and alcohol related violations. Our goal in setting the tone early was to educate the attendees as to what was acceptable behavior and what behavior would not be tolerated.

To improve the response time for officers to respond in protective equipment, a full SET platoon of officers was directed to the two stand-down sites, one on upper State and the other at the University Inn, to stage in protective gear. The officers then remained in the staging area until summoned by the command post. This was done on both Friday and Saturday at midnight in an effort to be prepared if problems broke out.

It was also decided that officers would address “mosh-pit” type behavior quickly before it escalated into more disruptive behavior. In previous years this “moshing”, or intentional body slamming, escalated the aggressive mood of the crowd. Several incidents of “mosh” type behavior were addressed successfully without further incident throughout the event. During the early morning hours of Sunday October 31<sup>st</sup> a large “mosh-pit” preceded a fire, which was started in the 500 block of State St. Police interventions with foot officers and mounted patrol were met with increased crowd hostility. This crowd behavior brought a large coordinated police response and the crowd was dispersed with pepper spray (oleoresin capsicum).

The acquisition of the University Inn as a police staging area was a significant improvement for 2004. The building and its occupants were no longer the focal point as there were no tenants to attract negative attention. Additionally, because it was used as a police staging and rest area, there was a constant presence of police officers around the facility. Finally, it significantly improved response time due to proximity to the problem area.

### **Joint Law Enforcement Special Events Training**

SET personnel from all agencies working the event attended an eight-hour training day in October 2004. This was the first time an inter-agency training of this magnitude took place. Several mounted patrol units also attended the training. A portion of the training was devoted to the expectation and importance of early police intervention on disruptive crowd behavior. The training also focused on the importance of setting the tone for the event by having officers engage in early positive interaction with members of the crowd. This practice should be continued for future events when multiple agencies deploy for a special event.

### **Lighting, Audio Amplification and Video**

The idea of adding additional lighting for the street was also supported by this planning team. In all crowd management situations that occur during the hours of darkness the sense of anonymity for crowd members is enhanced. Furthermore, the behavior of the crowd tends to escalate quickly. It was agreed that a stadium lighting system would have a direct impact on this situation, and it would also serve as an additional means of establishing an ending time for the event. Both planning teams have identified a need to reduce the duration of the event; however, notifying attendees that the event was over was a continuing concern. It was believed that the lights would provide a clear visible signal the event was over, thus controlling the duration of the event. This information was widely publicized in the media before the event. The stadium lighting was acquired, which provided significant supplemental light in the 400 through 600 blocks of State St. This made it much easier to see and identify violators both in person, and later on video. The use of the lights has received mixed reviews. Some thought the additional lighting actually became an attraction drawing people back into the area. Some partygoers indicated that although they did not hear the

audible signal broadcasted by MPD indicating the event was over, they knew it was over because the lights had come on.

An audio amplification system was also acquired and mounted on the rooftop of the University Inn to serve as a public address system. This equipment was to provide audible direction to the crowd in case of emergency and to signify the end of the event. During post-event meetings with the public, it was determined that although some people clearly heard MPD announcements, people directly beneath the system on street level had a difficult time hearing the system. On Friday night the command post received a severe weather warning of high winds and large hail. The recommendation from the national weather service was for people outside to seek and take shelter. Mobile officers in marked squads were directed to make this announcement via their squad mounted loudspeakers. Squads traversed the street several times; however, the majority of people either did not hear or simply chose to ignore the announcements as very few people left the area.

It is clear that improvements need to be made in the public address system used by police.

A camera was used in the 500 block of State St. This camera provided a live feed to the command post and assisted with decision making by command staff. The camera was directional and also captured video images of the event. This tool was extremely valuable and should be continued with future events. Consideration should also be given to the placement of an additional camera for expanded views by commanders. MPD needs to improve the turn-around time with developing video footage from the taped files.

## **Event Activities Summary**

The following material provides a summary of the events on State St.

### **Friday, October 29, 2004**

During the first several hours of the event numerous arrests were made for alcohol- and behavior-related offenses. At approximately 10:30 p.m. the command post received a severe weather report from the National Weather Service that severe weather with high winds and large hail was coming toward the city of Madison. The weather report estimated that the severe weather would be in the downtown area of the city by 11:20 p.m. The report also suggested that people in exposed positions should seek and take shelter. Several mobile officers in marked squads were directed to make this announcement via their squad mounted loudspeakers.

The stadium lights were activated at 2:55 a.m. and a large crowd then gathered in the 500 block of State St. The crowd, although peaceful, seemed to be stagnant and unpredictable. The mounted patrol was directed to split the crowd down State St. They did so and were supported by foot patrol SET officers. The crowd, now split on the two sides of the street, began chanting back and forth with the officers lining the street. The mounted patrol with the assistance of additional foot officers made a final building-to-building sweep of the block clearing all pedestrians from the area. There were no significant incidents during this procedure; however, some members of the crowd were disruptive and resistive. Once this sweep was completed officers were relieved from the event for the night. Crowd estimates for the night were within the range of 60,000 to 65,000 people on State St. proper.

## **Saturday, October 30, 2004**

Saturday began in a similar fashion to Friday. There was a slow, steady influx of participants. The mood of the crowd was jovial and peaceful. During the early hours of the event, numerous arrests were made for alcohol- and behavior-related violations. At approximately 10:30 p.m., the crowd size swelled to approximately 85,000 people. The mood began to change due to the large influx of intoxicated persons who converged onto State St., probably from house parties. The attitudes of crowd members became more confrontational and aggressive toward police. Numerous “mosh-pits” developed and were quickly dealt with by the officers in the field. As the night progressed the number of “mosh-pits” and the frequency of them increased significantly. The mounted patrol was used successfully as an intervention tool to disperse the participants.

At approximately 1:25 a.m. a large “mosh-pit” had formed at the intersection of State St. at N. Frances St. Several attempts were made to intercede initially with foot officers, and eventually with mounted officers supported by foot officers. These attempts were unsuccessful. Several objects were thrown at these officers as well as towards the upper floors of the University Inn. During this process a fire was started at the intersection. The fire began quite quickly and was fueled by costumes made of combustible materials. The stadium lights were activated at this time. Officers in protective gear were directed to clear the street. Officers stationed on the rooftop of the University Inn used the audio system to announce that the event was over and ordered people to leave the street and clear the area. As officers attempted to clear the street and to get to the fire, pepper spray was deployed to get people to comply and move. This operation continued through the 500-700 blocks of State St., continued north and south on Frances St. and on Langdon St. as well. As officers were engaged with the crowd they were constantly pelted with objects ranging from bottles and cans to large rocks. By 4:00 a.m. the street was cleared and officers were able to stand down.

## **Sunday, October 31, 2004**

Although no events were formally scheduled for this night in the State St. area, this date was advertised on the Internet as the night of the “Halloween party” on State St. Given what occurred at the end of Saturday night’s event, and the fact that there was a popular band playing at the Alliant Center, which had requested that attendees attend in costume to go to State St. after the concert, the potential for a large crowd did exist. Accordingly, the night was staffed with three MPD SET platoons, one DCSO and one UWPD SET platoon. The crowd never exceeded 100 people throughout the evening and at 11:30 p.m. officers were released.

## **Post Event**

Friday and Saturday were extremely busy for officers assigned to State St. and those policing the adjacent downtown areas. In all, over the course of the event, 578 people were arrested for 801 offenses. District detectives were able to identify the individual responsible for starting the fire on State St. The case has been sent to the District Attorney’s office for prosecution.

Three businesses had windows damaged. A business door in the 300 block was damaged early in the event on Saturday, which resulted in an arrest. Later crowd action resulted in damage to the windows of two businesses in the 600 and 700 blocks of State St.

As police attempted to clear State St., objects were thrown at officers both on State St. and in the surrounding areas. The objects included bricks, rocks, and 2x4 pieces of lumber. No significant

officer injuries were reported as a result of these attacks. One officer did sustain a hand injury while executing an arrest off of State St.

Chemical munitions in the form of pepper spray were used to disperse the disruptive crowd. Pepper spray was delivered from large canisters that project the pepper a significant distance. Wind and environmental conditions caused the pepper spray to be dispersed over a larger area. The use of force, pepper spray, was reviewed by MPD commanders and determined to be appropriate for the situation.

## **Budget and Costs Overview**

The event generated significant costs for MPD and partner law enforcement agencies.

### **Madison Police Department Costs**

Paid Overtime	\$ 67,777.96
Comp Overtime	\$ 25,189.81
Total Overtime	\$ 92,967.76
Benefits On Overtime	\$ 24,543.49
Premium Pay	\$ 2,374.80
Supplies	\$ 11,087.77
Salaries And Benefits For Halloween Assignments On Regular Duty Time	\$124,561.99

Total MPD costs: \$255,535.81

### **Other Law Enforcement**

University of Wisconsin Police Dept.	\$120,043.00
Dane County Sheriffs Dept.	\$ 89,712.46
Middleton Police Dept.	\$ 4,055.92
Capitol Police	\$ 4,680.50
Wisconsin State Patrol	\$ 24,517.64

Total Other Law Enforcement \$243,009.52

The cost of law enforcement for all of these agencies was \$498,545.33. This cost summary only includes law enforcement personnel, excluding planning costs. The figures do not include other city department costs, other county departments, or private sector costs such as hospitals, and the detoxification center.

## **Recommendations for 2005**

- Continue with city efforts to downsize and localize the event. There should be no promotions for the event. The event has grown to the point where public service agencies are at their limit to effectively respond to this event in addition to their day-to-day responsibilities.
- Develop strategies to reduce the crowd density and congestion in the 500 block of State St.

- Continue to use horse-mounted patrol in these large-scale crowd environments.
- Maintain a police staging area in the vicinity of State St. and Frances St.
- Maintain or increase staffing levels for all operational law enforcement units.
- Improve the public address system.
- Proactively work to discourage and enforce alcohol violations at private residences, including the unlawful sale of alcohol.
- Continue with the pro-active arrest policy and procedure.
- Analyze arrest statistics and data to determine how approaches and responses can be modified for maximum effectiveness.
- Continue to engage various stakeholders in the planning and preparation for the event.
- Continue to pursue an active pre-event campaign to provide information to event attendees.
- Continue to provide additional lighting capability in the event area. This serves as a strong visual signal to alert the crowd to leave the area.

## **Conclusion**

Based on recent experiences with the Halloween event, 2004 can be viewed as a success. The goals set forth by the various planning committees for the event were accomplished. Property damage was minimal, and there were no reported instances of significant personal injury. There remains room for improvement, as was evidenced by the complaints regarding the police use of pepper spray. The ultimate goal should be to work and plan to prevent the large-scale disruptive crowd behavior that results in more forceful police responses.

It will be important in future events for the city along with the community to define the acceptable behavior parameters for event attendees. All stakeholders share the responsibility for a safe and orderly event, and to this end need to remain active in the planning process.