From the thundering hooves at Churchill Downs to the booming fireworks of Thunder Over Louisville or the screaming crowds and rocking music at Ichthus, Kentucky is home to several of the nation’s largest celebrations. These celebrations would be logistically impossible to pull off without the expertise of law enforcement officers across the commonwealth and the duties they perform through traffic and security details before, during and after each major event.

Whether in a town of less than 6,000 people or more than a quarter of a million, Kentucky’s cities, big and small alike, celebrate heritage, tradition and sport.

Louisville, Kentucky’s largest metropolitan city, plays host to hundreds of special events each year, both large and small. Because of the large volume of events, the Louisville Metro Police Department houses its own Special Events Unit. The unit, composed of five lieutenants and a commander, planned 112 special events in 2009, said Curtis Flaherty, the unit’s senior planner. Overall, the city receives 600 special-event applications, not all of which require a police presence, he added.

Since 1875, Louisville has come alive around Derby time. The Kentucky Derby is one of the United States’ oldest Thoroughbred horse races and probably ranks as one of Kentucky’s most recognizable special events worldwide. Held the first Saturday of May each year, approximately 150,000 people attend the Derby from the grand stands to the infield. Derby Day alone requires 450 LMPD officers, along with 200 personnel from the Kentucky National Guard, Kentucky State Police and Jefferson County Sheriff’s Office to keep traffic running smoothly and ensure the security of the facilities and attendees.

However, in Louisville, Derby festivities begin weeks before Derby Day. There are numerous events that take place surrounding the Derby, which require a significant police presence and involvement, including the Pegasus Parade, the state’s largest parade; West Broadway cruising; the Steamboat race and the Derby marathon. But none of these events compares to the size and intensity of Thunder Over Louisville.

"Thunder is the biggest event by far in the commonwealth," Flaherty said. "It is a huge undertaking for the police department.

With more than 700,000 attendees flooding Louisville’s river front, Thunder is the only event that requires the manpower of every single LMPD officer. LMPD has approximately 1,170 sworn officers and 900 of them combine with the assistance of civilian traffic personnel, the National Guard, KSP and the sheriff’s office to provide approximately 1,300 personnel for the Thunder Over Louisville security and traffic details. The remaining LMPD officers not on the grounds of Thunder are used to continue patrolling the rest of the city’s streets.

"There are no vacations for Thunder — everybody works," Flaherty said. "A lot of people forget about Thunder and how big it really is because it gets overshadowed by the other Derby festivities."

In reality, Thunder is even more than just the fireworks show on Saturday night. Officers are onsite the night before locking down the area, ensuring that early partiers do not show up the night before, leaving the police department to deal with intoxicated people in the morning when the official Thunder crowd begins to move in. Occasionally officers will work an overnight detail to ensure the area is secure, Flaherty said.

"The fact is, for most of these events, the most important thing is people >>
Capt. Myra Minton patrols the Ohio River aboard a Kentucky Department of Fish and Wildlife Resources boat during the Thunder Over Louisville Fireworks display in April 2009.

KDFWR (Ret.) Maj. David Casey helps untangle a boat from the anchor line of a house-boat on the Ohio River before the fireworks show.

"want to feel safe, they want to see a uniformed presence out there," Flaherty said. "That's the main objective. If people see a strong uniform presence, that is going to deter people from doing a lot of things right there. That's our main goal – to secure the area."

For Thunder and Derby, that uniformed presence does not just come from Louisville Metro police. In addition to KSP and the Jefferson County Sheriff's Office, the department uses assistance from the Secret Service if a high profile dignitary attends the events, the FBI for intelligence gathering, the Bureau of Alcohol, Tobacco, Firearms and Explosives executes pre-event searches with canines and LMPD bomb personnel and Alcoholic Beverage Control conducts two details at Derby and one during Thunder.

In addition, the Kentucky Department of Fish and Wildlife Resources assists the LMPD River Patrol and Coast Guard law enforcement on the Ohio River for Thunder. These Kentucky officers also work alongside Indiana Department of Natural Resources officers to maintain control on the river and enforce the sky box, which is a designated area for the air show in which there cannot be any vessels.

On a day when the river is good and the weather is warm, there could be close to 1,000 boats on the river for Thunder festivities, requiring boat officers to do a little of everything from towing boats and taking people to safety to writing tickets for intoxicated individuals or equipment violations, KDFWR Capt. Myra Minton said.

"It varies from year to year because you never know what the river’s going to do and you never know how many people are going to come out," Minton said. "Some years we don’t have the boat traffic that we have other years … but there’s no way to predict that in the planning stages because we plan months in advance for Thunder, having meetings and deciding how many boats each agency is going to contribute."

Even apart from Thunder, with more than 100 events to plan for each year, Louisville Metro's Special Events Unit definitely stays busy. The unit, housed under the Special Operations Division, is tasked with planning the law-enforcement side of each special event in Louisville. The unit, which does not have specific staff assigned to it beyond the commander and five lieutenants, requests personnel from each division in the department for each major detail. From there, it is the lieutenant's job to assign the recruited personnel to posts for the detail and develop an operations plan using the incident command system.

In addition, the same lieutenant who plans the detail serves as the operational chief or incident commander.

"Because we plan the detail, we have the most operational knowledge of it – it just makes sense," Flaherty said. "The planning and operational aspects make this job interesting. While planning a detail, you know that you’re going to be the one to run it, so you have a lot invested in each detail."

Unique Atmosphere

Louisville isn’t the only place in Kentucky where the festivities draw thousands from across the country. For more than 40 years, tens of thousands of young people have flooded Wilmore for the Ichthus Music Festival, the oldest Christian music festival in the nation. For a town of only 5,900 residents, dealing with..."
Councilman Boven and Asst. Chief Bill Craig chat with a 2009 Ichthus attendee at the Grits concert. Since Ichthus is a Christian-music festival geared toward youth, Wilmore doesn’t deal with many of the same issues that other cities have surrounding special events.

Though the Ichthus Festival is mostly staffed by Wilmore police officers, like in Louisville, other agencies do lend assistance for traffic management, crowd control and overall grounds surveillance and security. Several months before the June festival, Wilmore Police Chief Steven Boven will contact the Kentucky National Guard to coordinate volunteer guardsmen for the event. He will also contact the Department of Transportation to line up message boards and radar trailers and will send letters to any law enforcement agencies in the area to put them on alert of when the festival will take place in case back-up is needed.

Carlton Gay, a Jessamine County sheriff’s deputy who volunteers his time at the festival each year, helps Wilmore fill in the gaps on the festival grounds, lending a helping hand to the Wilmore officers on duty on any given shift.

“It’s no different than working the streets – it’s all about law enforcement and making sure no one is drinking…there are no fights and helping people who get lost. We usually stay pretty busy, especially Friday and Saturday,” Gay said. “But this is kind of a vacation from working the streets every day and serving warrants and going after people.”

In years past, dealing with the crowds inside the festival was not the hard part.

“Everyone here minds their manners, considering where we’re at,” said National Guard Master Sgt. Richard Smith, who heads up the National Guard detail at Ichthus. “We’re just here to put out a presence.”

Instead, dealing with torrential rain, extreme mud and major traffic backups has created headaches for Wilmore police and Ichthus personnel. In 2004, after an incredibly heavy downpour the day before the festival began, the entire 111 acres of the outdoor campground turned into mud, entrenching vehicles trying to enter the festival and eventually leading to a 12-mile backup on Highway 68 all the way into Lexington.

“Chief Steve Boven” has helped guide us through emergency situations like the one we had six festivals ago. Steve was up all night with me dealing with ways to alleviate the traffic issues and figure out what we were going to do the next day,” Ichthus Executive Director Jeff James said. “Now we know weather can happen at any given time, so when we get in severe situations, we call our core group together and project where we’re going with it and set times and conditions for when we’ll go into Plan B or C.

“I hope there are things that are new just standard knowledge because we’ve done it together,” he said. “We started in the fire, so having the sun is not a problem anymore.”

For members of the Ichthus staff, it is this in-depth knowledge of the event’s history, ability to make level-headed calls, and ability to plan for all eventualities that has helped the festival to be one of the most successful events in the state’s history.
Behind the Scenes

 Tcp the scenes of a significant event, like Ichthus, where police officers like Steve Boven play a crucial role. Boven, a Wilmore Police Department officer, shared insights into the personal and encouraging approach that makes Ichthus such a vital part of the experience.

"It's more of a relationship," he stated. "It's more than just a job or a duty. It's an enjoyable experience. People wave, they are nice, you don't have fights - you don't have the difficulties that a lot of larger events will have. This is the biggest day for the division throughout the year. We want everybody to have fun and be safe and that's what our job is - to keep everybody safe."

Reason to Celebrate

Apart from national, annual venues, Kentucky's special events often center around holidays and local celebrations. Across the country, people take advantage of one of the only holidays in the summertime - Independence Day, and Kentucky is no different. Lexington hosts an annual downtown July Fourth music and fireworks celebration that draws thousands. Among the energetic crowds gathered for the Main Street parade, boisterous concerts from headliners such as Hank Williams Jr. and the booming fireworks show that rounds out the day's festivities, Lexington Division of Police officers stay busy from early morning to well after midnight.

Traffic control and management is a challenge for Lexington police during Red, White and Boom. However, traffic control and management is, perhaps, one of the biggest challenges for Lexington police during Red, White and Boom.
The Bluegrass 10,000 foot race first thing in the morning requires streets to be blocked off to accommodate the race route. In the afternoon, officers shut down Main Street and block off its feeder streets for the parade, street festival and multiple outdoor entertainment venues. Officers patrol these festivities on foot, bicycles and even golf carts, which gives them the ability to interact with event participants in a positive, face-to-face manner.

“This is one of the few days that people love to see us and want to come up to (officers) and introduce their kids,” Bastin said to officers preparing for the evening’s events, encouraging them to have fun and enjoy the different atmosphere and public interaction.

Big events, small towns

The City of Independence, by way of its name, has also culminated an enormous Independence Day celebration for the community and surrounding area. However, the Independence Police Department’s role in the festivities is all encompassing. The department handles every aspect of the two-day event. In addition to handling parking and traffic management issues and security and patrol details to ensure participant safety, the department’s staff coordinates all the vendors and rides that set up in the outdoor carnival-style venue. Over the past 10 years, the Independence Day festivities have grown as quickly as the town, and the department’s responsibilities and excitement about the event have exploded.

For a department of approximately 30 officers, in order to pull off such a massive event, every single officer is required to work during the holiday weekend, making it difficult for officers to enjoy the holiday and event festivities with their families. For this reason, the department broke down the city into zones and assigned officers into those zones on a one-hour rotation. As officers rotate to the various zones, they inevitably end up in the middle of the main section of food, fun and festivities, allowing them to interact with their families who are attending the celebration, Independence Capt. Anthony Lucas said.

Large events in small towns often leave officers at smaller departments big on overtime and short on family time, Corbin Police Chief David Campbell said. Corbin’s annual Nibroc festival (Corbin spelled backward) is a three-to-four day event that requires all the department’s 24 officers to work sometimes 16-hour shifts. During Nibroc, the downtown thoroughfare is flooded with nearly 15,000 people each night, almost double the town’s population of 7,700.

“With the combination of heat, noise and volume of people … it is a burden on us, it’s a strain,” Campbell said about the mid-August event.

“It stretches us a lot,” added Corbin Lt. David Maiden. “A lot of officers are working on thin. Most will work 16-hour shifts for three or four days. You usually handle the first and second day pretty good, but Friday and Saturday night they’re working all day and then going downtown until around midnight. Then you come home and get your uniform ready and if you come in at eight in the morning, you might get six hours of sleep.”

In addition to long shifts and personnel shortages, there are several other challenges for small departments during town festivals. Redirecting traffic...
Corbin Police Department Lt. David Maiden and Cpl. Coy Wilson walk the main thoroughfare of the annual Nibroc Festival. Besides foot patrol, Corbin also uses segways and ATVs to move about the crowds more easily during the festival.

民警 David Maiden 和 Cpl. Coy Wilson 漫步在年度 Nibroc 节日的主要街道上。除了步行巡逻外，Corbin 还使用滑板车和 ATV 车辆在节日期间更轻松地移动人群。

Week after week

At the end of the festival, Corbin’s police officers can take solace in knowing that the Nibroc festival will not plague them again for another year. However, some of Kentucky’s special events take place once or twice a week over the span of several months.

Kentucky is home to sports fans that are nothing short of obsessed with their home teams and that fervor can be seen most vividly in Lexington’s Big Blue Nation. Managing traffic and security for University of Kentucky football and men’s basketball, in particular, can be quite a task for Lexington-area police agencies.

Corbin的警察官员们可以放心，知道 Nibroc 节日不会在另一年内再次困扰他们。然而，肯塔基州的一些特殊活动会每周或每周发生一次或两次，持续数月。

Kentucky 是热爱自己家乡球队的球迷的家园，这种热情在列克星敦的 Big Blue 国家可以明显地看到。管理肯塔基大学的美式足球和男子篮球的安全和交通任务，特别是列克星敦地区警方会相当困难。

With an average of seven home games spread throughout the season, Kentucky football games bring crowds in excess of 70,000 to UK’s Commonwealth Stadium. Each U.K. football game detail is a multi-agency coordinated event. The UK Police Department uses all 54 of its personnel for each game, in addition to approximately 100 Lexington Division of Police officers, 10 KSP troopers, 13 Fayette County sheriff’s deputies and 45 private security officers, UK interim-Chief Joe Monroe said.

在赛季中平均有七场主场比赛，U.K. 足球比赛吸引了超过 70,000 人到 UK 的 Commonwealth 场馆。每场 U.K. 足球比赛细节是一项多机关协调的活动。除了大约 100 名列克星敦警察局的警察外，U.K. 警察局还使用了 10 名 KSP 军官、13 名费耶特县治安官、45 名私营保安官和 UK 临时首席警官 Joe Monroe。

Managing traffic and security for University of Kentucky football and men's basketball, in particular, can be quite a task for Lexington-area police agencies.

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Behind the Scenes

Traffic toward the stadium pre-game and away from the stadium after the game, Lexington Sgt. Dean Marcum said.

The same protocol is tailored down for Kentucky basketball games at Rupp Arena. About 20,000 people flood downtown Lexington for the more than 20 home scrimmages and games in an average season.

The same protocol is tailored down for Kentucky basketball games at Rupp Arena. About 20,000 people flood downtown Lexington for the more than 20 home scrimmages and games in an average season. Though the crowds are smaller, traffic management outside the arena and security inside still are very important.

Lexington uses approximately 24 officers spread between about seven intersections to effectively manage traffic issues surrounding Rupp Arena on game days.

"The people that come to UK basketball have been doing it for years so they know how the traffic flows in and out, and they are used to how we do it," Marcum said. "They expect us to do it a certain way and they know how to get out. It usually flows pretty well; seldom do we have any issues with basketball."

Likewise, UK officers inside Rupp are positioned around the arena to most effectively provide security for the facility and crowd participants. Three to four officers are positioned directly in front of the rowdy student section known as the Eruption Zone. Two officers are assigned to Coach John Calipari and the team’s security detail. In addition, numerous officers are situated at various locations across the arena to address any issues that may arise. In all, UK uses about 35 officers for each Kentucky home basketball game, Monroe said.

All across the commonwealth events of all shapes, size and celebration cause law enforcement officers to change their normal course of action. No matter the cause for the event or the size of the town hosting it, Kentucky’s special events have developed an identity all their own. As people flood these different regions in celebration, participation and enthusiasm, their main expectation is a safe, secure, well-managed experience. Kentucky’s law enforcement officers across the state ensure through preparation, coordination and long hours that event attendees go home safe and satisfied — and that’s the bottom line of success for any law enforcement agency.
In many respects the challenges of WEG 2010 will bring and the visibility to the area – we just want to make sure we provide the best protection and best representation."

Given the Kentucky Horse Park venue, the games fall squarely in both the Lexington Division of Police and the Kentucky State Police’s jurisdictions. However, these two agencies, along with the FBI, are not only sharing the reins of this exceptional event, they are taking an entire regional approach to the public safety aspect of the games – incorporating all local, state, and federal agencies that can and want to be involved.

“Ours has been on regional planning, so that allows for the availability of regional response if anyone has an issue,” said Lexington Police Dep. Chief David Boggs. “Our planning model works off of unified command, which is how all major events are run. Unified command runs off of the concept that everybody has a seat at the table. And whether or not you have a serious incident occur, all the resources have been thought through (and) planned for and all the right players are already present, so that no one is unprepared."

In public-safety planning for WEG are not dissimilar from any other special or major event they plan for throughout the year. “You’ll find when you look at special events they are all just an economy of scale,” Boggs said. “It doesn’t matter if it is a special event in a small town or the second largest sporting event in North America. … They are all tied together. One event is larger in scale than another, but it poses the exact same problems. We have the same challenges and hurdles and we use the exact same resources and partners to overcome them.”

But the sheer length of the games is one aspect that does set WEG apart from other events. Running for 16 days, it will be the longest single event Kentucky’s law enforcement agencies have covered, with the Kentucky State Fair as its closest match, running 16 days annually.

“The financial aspect for each agency — and the manpower is also affected because we have to pull people off of normal patrol duties to come in here for 16 days,” cited as one of the top issues facing law enforcement with WEG. Wells serves as the KSP Special Services Branch commander.

In an effort to alleviate some of the financial burden, Gov. Steve Beshear in his 2010 budget address originally proposed providing $2.6 million toward WEG mostly to help security efforts inside and outside the horse park.

But for an event of this magnitude, manpower, resources and agency involvement do not just stop at the gates of the horse park. Various communities across the central-Kentucky area will be hosting events in conjunction with WEG, Boggs said.

“The traffic impact is huge, very significant,” Boggs said. “But for an event this size, what really sets up is involving everyone who should be involved, especially those you might not think about, like public health … because with an event of this scale that becomes critically important. They do play a critical role and those roles have to be combined.

“Anytime you introduce a lot of people into an area for a limited time, you pick up ancillary things,” Boggs continued. “All human services are impacted when you inundate an area for an extended amount of time. A day is not so much, but when people come and stay for two or three weeks, there are other impacts, so all of that is being worked on, or at least talked about.

In addition to the time and population influx issues, 2010 will mark the first time in WEG’s 20-year history that the games will be conducted outside of Europe. In the largest trans-Atlantic movement of horses since World War II, Wells said, hundreds of horses and participants will begin arriving several weeks prior to the start of the games. With them, will come a plethora of cultural and language differences that will pose their own unique challenges to not only law enforcement, but all entities involved in the coordination of WEG.

“We have a WEG Foundation … and they head these types of things up … and so they get pulled in to make sure they are part of the planning process,” Boggs added. “With communication and language issues, they’ve got people working on that, so we don’t have to deal with it directly as a public safety planning group, but we know it’s being done. This is obviously much bigger than just the public safety piece.”

As public safety, along with the other public and private entities involved in the WEG 2010 coordination, continue their planning, they are sure to leave no stone unturned in preparing for everything from traffic and crowd control to crisis and emergency management.

“We take our horses in Kentucky serious, and the Europeans — that’s their life blood,” Wells said. “It’s a major event for us. There is no way around that. You dot your I’s and cross your T’s about 10 times.”

“The No. 1 goal for law enforcement is the safety of all the people there — crowds, participants and horses,” Wells added. “It’s the general safety of everyone, so they can come in and have a great time and not have to worry about any kind of issue. That’s law enforcement.”

**Abbie Darst, Program Coordinator**
cross Kentucky, law enforcement agencies face head-on the challenges that come with special events, festivals and celebrations in their communities. While many of the duties required for officers during these events mimic those performed in their everyday jobs, there is, undoubtedly, a unique aspect to preparing for and pulling off the security and public safety side of a large event in any community.

Many courses have been developed to help agencies better prepare and plan for the various issues, challenges and security needs that come along with special events. One course offered by the Rural Domestic Preparedness Consortium is specifically designed to educate small communities and rural areas.

The course, titled MGT 335: Event Security Planning for Public Safety Professionals, reinforces the importance and magnitude of event planning required to execute a safe and effective event, regardless of the size. During the 16-hour course, instructors emphasize how advance security considerations should be built into overall planning and management of events. The importance of bringing together public safety and security personnel from various agencies also is stressed, which will reinforce the benefits of cross-discipline collaboration in developing security plans for any type of event, according to the course provider.

The University of Kentucky Police Department has been geared toward advanced event planning and threat-prevention training for years. Led by interim-Chief Joe Monroe who has been involved with the National Center for Spectator Sports Safety and Security for more than 30 years and serves as a consultant for the Department of Homeland Security, UKPD officers stay abreast of the latest event-security training.

“The big thing is making sure you have training and your officers have the equipment that they need,” Monroe said.

UK officers complete approximately 200 hours of training in a given year. Through free federal courses offered by the Center for Domestic Preparedness in Anniston, Ala. and New Mexico Tech’s Energetic Materials Research and Testing Center, all U.K. police officers are given the opportunity to become knowledgeable in assessing threats, responding to emergency situations and dealing with terrorist activity at major event venues.

“We’ve been teaching our officers this stuff for years,” Monroe said. “Lexington and the Kentucky State Police are coming on board with it this year because of the [2010 FEI World Equestrian Games] and that’s good because then all of us will be on the same page.”

Apart from training on general event security planning, departments often train in regard to specific upcoming events. In August 2009, the entire Lexington Division of Police completed training to improve relations with visitors to the region specifically to prepare officers for visitors expected for the World Equestrian Games this fall. Expecting an influx of approximately 600,000 people from across the world for the games, training geared specifically toward interacting with tourists will play a vital role for the division’s officers.

Many agencies around Kentucky recognize the benefits of both agency collaboration and event security training. However, special events always hold the possibility that there will be an extreme security breach. This summer, officers from the Versailles Police Department, along with more than 200 personnel from state and local agencies and National Guard troops, participated in an exercise designed to train officers on the procedures necessary to respond to real-life tragedies. Though set up to mimic a Virginia Tech-like scenario, Versailles Officer Pak Mleton said the training was useful for any type of setting or scenario.

“The training at Midway College could be any Kentucky college that has security personnel but no certified police department,” he said. “The events could take place anytime, anywhere and we are prepared to handle that.”

With the World Equestrian Games approaching, several teams came together and worked seamlessly during this training,” Melton continued. “If I’m a bad guy and I do my research, I’ll stay out of [this area] because the officers are prepared. So our training is a great way to send the message that we aren’t a target because we are so prepared.”

Upcoming dates for MGT 335 Event Security Planning for Public Safety Professionals:

- MARCH 18-19 in Hollywood, Fla.
- APRIL 14-15 in Fayetteville, Ark.
- MAY 12-13 in Alexandria, Ky.

To register or request a course delivery in your area, visit www.ruraltraining.org or call (877) 855-RDPC.

For a list of available courses and training dates, visit http://esd.dhs.gov/prepared/rechtet.