

**BC Police Commission - Recommendations &
City of Vancouver Actions Taken re 1994 Stanley Cup Riot**

Topic	Reference	Recommendation	Owner	Actions Taken	June 15 Actions Taken
Planning	R1, pg74	That the Vancouver Police Department incorporate into its planning process a method by which to calculate the number of officers that should be deployed for crowd control. Included in the method should be such factors as anticipated size and makeup of the crowd.	VPD	<ul style="list-style-type: none"> ▪ The VPD has a dedicated Emergency and Operational Planning Section. 	<ul style="list-style-type: none"> ▪ There is an extensive planning process undertaken for major events. Many factors including anticipated size & make up of the crowd, intelligence gathered, risk management, geography of location, & type of event among others, are considered.
Planning	R2, pg74	That the Vancouver Police Department incorporate into its planning process a traffic management plan that anticipates traffic problems when a major street is closed for a special event.	VPD	<ul style="list-style-type: none"> ▪ VPD incorporates traffic management as part of the planning process. A Traffic Section leader is appointed to manage all traffic management issues. This section leader is in charge of the Traffic Authority and motorcycles. 	<ul style="list-style-type: none"> ▪ Traffic management is part of the planning process.
Planning	R3, pg74	That the City of Vancouver, in cooperation with other city, municipal and provincial agencies, establish an appropriate emergency operations centre in the downtown core which will properly accommodate all	COV-EOC	<ul style="list-style-type: none"> ▪ The City of Vancouver has built an Emergency Operations Centre (EOC) located in the E-Comm facility which is seismically resilient.¹ ▪ The EOC includes external agencies (such 	<ul style="list-style-type: none"> ▪ The EOC was activated at level one on June 15 but functioned at level two.

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		necessary user groups and which would include appropriate technology and communications equipment sufficient to properly manage emergency situations in the lower mainland area.		as Coast Mountain Bus, BC Ambulance Service, Transit Police (GVTAPS), Skytrain, and Vancouver Coastal Health, Emergency Management BC) which have participated in various activations. <ul style="list-style-type: none"> ▪ The Vancouver EOC has access to the City of Vancouver including VFRS, VPD, BCAS, and E-Comm computer networks allowing each agency to connect to their own network. ▪ The communication system was upgraded and includes a number of back ups to account for system failure. ▪ The EOC has appropriate technology such as an A/V display system that can show up to 64 different video inputs (Satellite TV, cable TV, CCTV Cameras, traffic cameras, computer feeds, etc.) 	
Planning	R4, pg74	That when planning for anticipated crowd control	COV-ENG	<ul style="list-style-type: none"> ▪ Representatives of the Liquor Distribution 	<ul style="list-style-type: none"> ▪ The City of Vancouver worked with the VPD

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		problems, such as occurred on June 14 th , attention be paid to possible liquor abuse situations and that representatives of the Liquor Distribution Branch and the Liquor Control and Licensing Branch be involved as appropriate.	VPD	Branch and the Liquor Control and Licensing Branch are involved as appropriate.	and LCLB to suspend liquor retail sales in the downtown core at 16:00 on June 15, 2011. <ul style="list-style-type: none"> VPD had call out squads specifically tasked with liquor enforcement issues.
Alcohol Consumption	R5, pg74	That at all major spectator sporting events, including those viewed on a wide-screen television, security personnel be required to check patrons for possession of alcohol when entering the stadium or viewing theatre.	COV-ENG Rogers Arena	<ul style="list-style-type: none"> Event planning includes site logistics such as checks for possession of alcohol. 	<ul style="list-style-type: none"> Live Site security was checking bags at all entrances. Rogers Arena checks bags at entrances for major events.
Alcohol Consumption	R6, pg74	That at all major spectator sporting events, including those viewed on a wide-screen television, the sponsor be required to provide an adequate police presence at its expense.	COV-ENG VPD	<ul style="list-style-type: none"> Event planning includes site logistic such as adequate police presence. 	<ul style="list-style-type: none"> Sponsors provided for policing at their venues. There were police and private security present at Live Site.
Alcohol Consumption	R7, pg75	That at all major spectator sporting events, including those viewed on a wide-screen television, security guards and police remove alcohol from those people who are openly drinking in the stands.	COV-ENG Rogers Arena	<ul style="list-style-type: none"> Event planning includes site logistics such as checks for possession of alcohol. 	<ul style="list-style-type: none"> Drinking laws in Live Sites and on city streets were enforced. Rogers Arena limits the sale of liquor to one cup per person per visit to the bar at large events such as the Stanley Cup Finals; drinking liquor purchased at the arena

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					is permitted in the stands.
Alcohol Consumption	R8, pg75	That appropriate measures be taken by police and security personnel on duty, as well as representatives from the Liquor Control and Licensing Branch, to ensure that Section 45 of the <i>Liquor Control and Licensing Act</i> (not permitting a person to become intoxicated) is enforced at major spectator sporting events where alcohol is available for purchase.	VPD	<ul style="list-style-type: none"> ▪ The VPD works closely with the LCLB on events. 	<ul style="list-style-type: none"> ▪ Guests in Rogers Arena were not an issue during the 2011 Playoffs.
Alcohol Consumption	R9, pg75	That consideration be given by the police departments of the municipalities surrounding Vancouver to undertaking spot checks of vehicles coming into Vancouver during major special events and celebrations in the City of Vancouver.	VPD	<ul style="list-style-type: none"> ▪ Consideration is given to checks of people coming into Vancouver during major special events. 	<ul style="list-style-type: none"> ▪ Vehicle checks were not done, but the VPD worked in conjunction with the Transit Police to perform checks at incoming SkyTrain stations and hundreds of pour-outs were conducted. Bus drivers were monitoring their passengers for open liquor.
Alcohol Consumption	R10, pg75	That when government liquor outlets are asked to close early, consideration be given by the Liquor Control and Licensing Branch to making similar arrangements for beer and wine stores and off-premises sales in licensed establishments.	VPD	<ul style="list-style-type: none"> ▪ The VPD works closely with the LCLB on events. 	<ul style="list-style-type: none"> ▪ The VPD supplied information to the LCLB and they determined the closures (done throughout the playoffs).

**BC Police Commission - Recommendations &
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Alcohol Consumption	R11, pg75	That on evenings of major sporting events in the areas where over consumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should ensure strict monitoring by representatives of the Liquor Control and Licensing Branch of licensed premises. When violations are discovered, the branch should penalize violators to the full extent of the law.	LCLB	<ul style="list-style-type: none"> ▪ Refer to Liquor Control and Licensing Branch for more information. 	N/A
Alcohol Consumption	R12, pg76	That on evenings of major sporting events in the areas where over-consumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should consider the use of Section 24(1) of the Liquor Control and Licensing Act to attach special conditions to the liquor licenses of drinking establishments in the areas.	LCLB	<ul style="list-style-type: none"> ▪ Refer to Liquor Control and Licensing Branch for more information. 	N/A
Alcohol Consumption	R13, pg76	That B.C. Transit ensures it has sufficient security staff, including Special Provincial Constables, on duty on evenings of major spectator sporting events to adequately enforce provincial legislation and SkyTrain policies related to the use of alcohol on the system.	Translink	<ul style="list-style-type: none"> ▪ The VPD works in conjunction with the Transit Police for major events but they set their own staffing levels. 	<ul style="list-style-type: none"> ▪ Coast Mountain Bus had additional security staff on the bus system. ▪ Transit Police staffing was significantly increased and Transit Police were in constant contact with VPD

**BC Police Commission - Recommendations &
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Alcohol Consumption	R14, pg76	That consideration be given by municipal police in the jurisdiction of major SkyTrain stations to have a visible presence on evenings of major spectator sporting events where the abuse of alcohol is anticipated.	VPD	<ul style="list-style-type: none"> The VPD works in conjunction with the Transit Police for major events. The South Coast British Columbia Transit Authority Police Service is involved in Gold Command (when used) and a liaison is in the DOC. 	<p>operations.</p> <ul style="list-style-type: none"> VPD had shift units (1600-0400) assigned to monitor SkyTrain stations in their area. The Public Safety Unit had personnel at the downtown SkyTrain stations. This was in addition to Transit Police stationed at SkyTrain stations.
Media	R15, pg76	That in the future when dealing with events where large crowds are anticipated, the Vancouver Police Department media liaison person be apprised by the Field Commander of potential problems anticipated during the evening so that an appropriate media approach may be developed; the media relations person should focus on downplaying any "party atmosphere and portray the event as peaceful and quiet."	VPD	<ul style="list-style-type: none"> The VPD Media Liaison officer (MLO) is in direct contact with the command group and front line commanders to develop an appropriate media approach during events with large crowds. The messaging is dynamic and is made in response to what the MLO and other officers are seeing throughout an event or incident. The messaging is continually analyzed and revised in consultation with the Executive, the Senior Director of Public Affairs and the MLOs. This allows the messaging to 	<ul style="list-style-type: none"> The VPD Media Liaison person was in direct contact with the command group and front line commanders. The general message was to celebrate responsibly. This message could be amended as required throughout the evening.

**BC Police Commission - Recommendations &
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				reflect real time events and to be up to date.	
Media	R16, pg76	That consideration be given to seeking the cooperation of the media in not locating their cameras in a fixed position. If the cameras remain in a fixed position (for the safety of media personnel, for example) attempts should be made to make them as inconspicuous as possible.	COV-ENG VPD	<ul style="list-style-type: none"> Consideration is given to seeking the cooperation of media in locating their cameras. 	<ul style="list-style-type: none"> Engineering had site plans outlining media locations. The VPD worked with the media to ensure safety (fixed positions are required for satellite feeds).
Media	R17, pg76 (42)	That all local media outlets be asked to develop and adopt a code of conduct to govern their videotaping of large crowds.	Local media outlets	<ul style="list-style-type: none"> CBC has such a code that was in place during the 1994 riots. 	N/A
Police Response in the Early Evening	R18, pg76	That police ensure at the outset of an evening where a large gathering is expected that they have sufficient police officers in place on major intersections to enforce motor vehicle laws. Officers should be stationed as a preventative force rather than a reactive force. This will ensure the safety of drivers, their passengers and pedestrians, and prevent congestion that could result in the formation of an unruly crowd.	VPD COV-ENG	<ul style="list-style-type: none"> Consideration is given to have appropriate police presence at major intersections. 	<ul style="list-style-type: none"> Road ways were closed at noon to reduce vehicle traffic in the area. There were Traffic Authority members and officers in all intersections. Officers were highly visible in the area. Changes were made as needed to accommodate the flow of people and crowd size.
Police Response in the Early	R19, pg76	That police on crowd management duties be provided with very visible fluorescent	VPD	<ul style="list-style-type: none"> VPD members on crowd management duties wear fluorescent vests. 	<ul style="list-style-type: none"> VPD members wore fluorescent vests to make them highly

**BC Police Commission - Recommendations &
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Evening		vests identifying them as police officers.			visible.
Police Response in the Early Evening	R20, pg77	That the Vancouver Police Department communications systems be upgraded to allow for appropriate communication between the Command Centre, regular police officers, specialized units and other agencies involved in crowd control.	VPD	<ul style="list-style-type: none"> ▪ The VPD has upgraded its communication systems through E-Comm and command and operational channels were implemented years ago. The VPD also gives members from outside agencies that do not have compatible radios VPD equipment and call signs to ensure that they are able to communicate. 	<ul style="list-style-type: none"> ▪ The E-Comm system was used.
Police Response in the Early Evening	R21, pg77	That the City of Vancouver ensure it has an effective public address system to be used in crowd control and other security and safety considerations. This equipment should be portable and adaptable to all types of vehicles including boats and helicopters.	VPD	<ul style="list-style-type: none"> ▪ The VPD has a Public Address System that is used to give instructions to a crowd. 	<ul style="list-style-type: none"> ▪ The VPD uses an LRAD as the Public Address System. Scripts were used and were available in multiple languages to ensure communication with those in the crowd.
Police Response in the Early Evening	R22, pg77	That the City of Vancouver and adjoining municipalities work towards making their police and other emergency communications systems compatible with one another.	VPD	<ul style="list-style-type: none"> ▪ E-Comm was implemented for Police, Fire and Ambulance to communicate. In addition, Deconfliction Rooms are used to have representatives from each service in the same location and are able to 	<ul style="list-style-type: none"> ▪ The E-Comm system was used.

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				<p>communicate directly with each other. While the emergency communication systems are only compatible with other first responders, the command structure through the EOC has a process to keep in contact with other relevant agencies/departments.</p> <ul style="list-style-type: none"> Police agencies surrounding Vancouver can communicate on each other's patrol dispatch channels. 	
Police Response in the Early Evening	R23, pg77	That all members of the Vancouver Police Department Crowd Control Unit be assigned helmets equipped with built-in radio sets.	VPD	<ul style="list-style-type: none"> All members of the VPD have ear pieces connected to their radios. Helmets also have this technology but because of the recent switch to new radios, not all have been updated. The use of earpieces within the helmet is effective. 	<ul style="list-style-type: none"> VPD members have ear pieces connected to their radios.
Training	R24, pg77	That regular patrol officers be familiarized with the tactics of the Crowd Control Unit, the effects of tear gas and basic crowd control methods.	VPD	<ul style="list-style-type: none"> Regular patrol members are familiar with crowd control tactics. As a result of the Olympics, all members were given training. Further, patrol 	N/A

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				members are given briefings for any large events.	
Training	R25, pg77	That regular patrol officers receive training in crowd control theory, use of riot equipment and their role in supporting the Crowd Control Unit.	VPD	<ul style="list-style-type: none"> ▪ Training is available to all members of the VPD. The training is not mandatory but recommended. All supervisors in the last 4 years have received crowd control training as part of module training. All officers were given this training as a result of the Olympics. 	N/A
Training	R26, pg77	That the Justice Institute of British Columbia provide new recruits with two to four hours of riot training, including formations and the use of riot equipment, and that the necessary funding for this be provided by the provincial government.	JIBC	<ul style="list-style-type: none"> ▪ Refer to JIBC, and the Provincial Government for more information. 	N/A
Training	R27, pg77	That the Vancouver Crowd Control Unit train its officers to work with the appropriate anti-personnel armament rather than continuing the existing practice of using members of the Emergency Response Team.	VPD	<ul style="list-style-type: none"> ▪ The PSU has its own full tactical unit and does not rely on members of the Emergency Response Team. 	N/A
Training	R28, pg77	That the Vancouver Police Crowd Control Unit and the R.C.M.P. Tactical Troop continue	VPD	<ul style="list-style-type: none"> ▪ Joint training between RCMP and VPD was done for the Olympics so there 	N/A

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		joint training in crowd control methods. Arrest teams should be trained to work with the R.C.M.P. tactical teams and with police dogs.		is awareness on both sides of the tactical procedures used. There are table top exercises and inter agency training. There is an understanding of each agency's role and commanders train together which allows the agencies to work together well.	
Training	R29, pg78	That the 12 municipalities policed by independent municipal police departments ensure they have current written protocols with the R.C.M.P. outlining joint training and operational requirements in situations of civil disturbances.	VPD	<ul style="list-style-type: none"> ▪ There is no written agreement or MOU in place for joint training and operational requirements/cost sharing among agencies. However, for large scale events, the VPD collaborates with the other agencies involved to ensure that there is agreement and understanding of procedures. There is a mutual aid agreement in place and RCMP or municipal police representatives are included in the Command Structure when relevant. 	N/A
Equipment	R30, pg78	That the use of plastic baton	VPD	<ul style="list-style-type: none"> ▪ The ARWEN 37 is not 	N/A

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		ammunition in the Arwen 37 weapon for crowd control purposes be reconsidered. The Arwen gun should be retained for use by the Emergency Response Team in hostage and similar tactical situations.		used by the VPD PSU. However, on this occasion, ERT did support PSU members and deployed ARWEN rounds against persons posing a direct threat to police members.	
Equipment	R31, pg78	That the quality and quantity of equipment for use in crowd control situations be reviewed on a regular basis and specifically before an anticipated event to ensure that it is in good working order and that there is sufficient supply in accordance with any plans or procedures.	VPD	<ul style="list-style-type: none"> ▪ Equipment is regularly inspected and reviewed. A large review was undertaken prior to the Olympics in 2010. The equipment is also reviewed prior to large scale events. 	<ul style="list-style-type: none"> ▪ Equipment is regularly inspected and reviewed.
Equipment	R32, pg78	That the equipment truck remain in contact with and in close proximity to the Crowd Control Unit throughout deployment.	VPD	<ul style="list-style-type: none"> ▪ This is done. There are 2 vans that the PSU uses and equipment is kept in those and they maintain close contact with the PSU officers. 	<ul style="list-style-type: none"> ▪ Equipment vans maintain close contact with PSU officers.

ADMINISTRATIVE REPORT

Date: October 31, 1994
Dept. File No:

TO: City Council

FROM: Directors of Social Planning and Risk Management

SUBJECT: Review of the Management of Large Events in the City of Vancouver

RECOMMENDATIONS

- A. THAT Council approve the general Strategy for unhosted large gatherings, outlined in this report.
- B. THAT Council direct the identified lead departments to report back in six months with detailed implementation plans.

CITY MANAGER'S COMMENTS

COUNCIL POLICY

Both the City and the Park Board have a number of policies around the coordination of hosted or sponsored special events on public property. Neither has policies with respect to anticipated but unsponsored large gatherings.

SUMMARY

Following a riot which occurred in downtown Vancouver on June 14th, the City initiated a four-month review to examine the factors underlying riots and to develop strategies to prevent disturbances at large, unhosted gatherings in the future.

From the research and public opinion we learned that large, unhosted crowds can be anticipated and then someone (logically the City) must take a lead role in coordinating management strategies to avert trouble. To a large extent these strategies involve planning an "alternate event" - providing a crowd with well-managed activities and entertainment. This, in turn, means ensuring that the "event" is promoted appropriately, that traffic and transportation are managed, that neighbourhood impacts are

-2-

minimized, and that merchants, volunteers and youth are all included in the planning process. Sites which feed the crowd into City streets must also co-operate in the planning process. Alcohol is generally acknowledged to be a significant factor in disturbances. Greater control and enforcement is recommended. The media's ability to influence crowd behaviour was seen as a potentially powerful tool, and they should be included in any planning process. Public disturbances raise general concerns about increasing violence in society. While these are beyond the scope of this review, a number of existing City initiatives focus on this concern.

It was concluded that a structure is needed to manage unhosted, large crowds to allow for safe celebrations and to minimize the potential for disturbances. It is recommended that the Emergency Management Committee have overall responsibility for identification of such events and for triggering the preventative strategies, where appropriate.

Further, the report recommends that a number of preventative strategies - event planning, security, transportation, communication - be developed over the next 6 months and reported back to Council in May, 1995.

PURPOSE

The purpose of this report is to recommend strategies for the future management of large, anticipated but unhosted events to minimize the potential for public disturbances.

BACKGROUND

On June 28th, 1994 Council approved terms of reference and budget for a review of the management of large events in the City. This review was prompted by the riot following the deciding game of the 1994 Stanley Cup playoffs. A crowd, estimated between 40,000 and 70,000, gathered along Robson Street and particularly around the intersection of Robson and Thurlow. In the course of a few hours looting, vandalism, and open violence developed. Store windows were smashed, bottles and rocks thrown, and cars trashed. Many people were injured, some seriously. The police crowd control unit eventually dispersed the crowd using tear gas and other crowd control equipment.

Approximately 700 emergency response personnel -- police, fire, and ambulance -- were deployed. Insured property damage exceeded half a million dollars. Response costs associated with the call-out of emergency services were in excess of \$300,000.

While the cost to those involved was high, the impact on the community generally was also significant. The Mayor and Police

-3-

Chief received hundreds of letters, telephone calls and faxes. People expressed shock, anger and shame. While they differed in their views as to what caused the riot, people generally agreed that every effort should be made to prevent such disturbances in the future.

Who were the troublemakers? Research conducted for the project reveals that the profile of a rioter at all types of events in Europe and North America is a young male aged 15-25, often with a prior criminal record. The Robson Street rioters reflected this profile. Those charged to date tend to be white males, average 20 years of age. Less than one-third live in Vancouver; the rest are mainly from Lower Mainland municipalities. While the crowd on the 14th was largely comprised of young people, the rioters were a relatively small number - less than one-half of one percent of the total crowd.

A post-game celebration was anticipated by many, including the police, but unlike most other large gatherings on public property, it had no sponsor or promoter. In effect, it 'belonged' to no one.

Relatively few disturbances in the City's history could be described as riots or near-riots. Over the past thirty years, fewer than ten events have caused public disturbances of any significance. These events were rock concerts, Sea Festival, a Gastown 'smoke-in', Grey Cup celebrations and Halloween. This peaceful history exists despite hundreds of events which take place in the City every year, many involving large crowds, sometimes outdoors in relatively uncontrolled circumstances.

The City manages large crowds which gather for promoted, planned events very well. This is done through the Engineering FEST Committee - a multi-departmental, multi-agency committee which works with event organizers to ensure that events are well managed. This review focuses on the management of large unhosted gatherings, where there is no promoter or sponsor which the City can work with in advance.

DISCUSSION

PURPOSE OF THE REVIEW

The City's review was not intended to focus on police response issues, but rather to look at what the City and community can do in advance of anticipated gatherings to manage them and ensure they are safe and enjoyable. The City Review was one of three initiated following the riot. The Police Department is conducting its own formal review of the disturbance from a policing perspective and the Attorney-General instructed the B.C. Police

-4-

Commission to look at law enforcement and crime prevention associated with the riot.

THE PROCESS

The review consisted of research on riots, compiled in "Riots: A Background Paper"; focus sessions with community representatives, merchants, liquor related businesses, the hospitality industry, transit, media, youth, and others; a public information centre; a public meeting; and two policy sessions with specific interest groups. Rogers Cable 4 will be airing a program on November 4th on the review process and the recommendations contained in this report. Written material from the review, including translated material, has been widely distributed. Details are available in Appendix A.

WHAT WE LEARNED - ISSUES AND IDEAS

The issues and ideas which emerged (aside from police response issues which were referred to the Police Department review) can be generally grouped under three headings - event planning & security, alcohol, and the media. The descriptions below do not constitute definitive solutions, but rather reflect what we learned from both the research and public input.

1. Event Planning & Security

Much of the input received talked about various aspects of event planning and security. We have grouped this information into 11 major components as follows:

a) Who Anticipates? Who Manages?

While some in the immediate community suggested that gatherings and celebrations should not happen, the more general view was that citizens should be able to gather together and celebrate without fear of riot or disturbance - that such gatherings should simply be anticipated and managed in a way which minimizes the potential for problems. Most believed that the City is in the best position to anticipate and manage a large gathering on public property and should take on that responsibility.

b) Robson Street and the Downtown

Criminologist Patricia Brantingham noted that Robson Street is a strong attractor for youth. It has stores, transit, lights, and activity and is a thrilling, exciting spot. As well Robson Street is somewhat

-5-

constricted and - just as people at a house party often crowd into the kitchen - part of Robson's appeal is its confined space. The local merchants talked about Robson as a 'walking place'. Added to this is the growth and continuing development of downtown including the residential development and GM Place. Trying to refocus an anticipated gathering to a completely different location may not work. The downtown has often been and will continue to be a magnet in the region.

c) Event Promotion

Research supports the public view that the incident on Robson Street might have been different, had the build-up to it been different. Many suggested that area businesses, athletes, sport franchises, the media and the police could play a greater role in advertising or sponsoring a message of 'safe celebration' through posters, advertisements, and announcements.

d) Traffic Management

Many felt that some of the problems experienced on June 14th could have been avoided with a good traffic management plan for the area. People noted the lack of access/egress routes, both for emergency vehicles and for people trying to get home. They commented that public transit was inadequate - Skytrain, for example stopped running at 9:15 p.m. and did not resume until midnight. Generally people were divided as to whether streets should be closed to all but emergency and service vehicles when a large gathering is anticipated or whether traffic should be kept flowing.

e) Neighbourhood Impact

Some in the immediate community suggested that large gatherings should not be permitted. Issues around noise, parking, liquor control, and vacant sites were all raised. It became evident that strategies for managing anticipated unhosted gatherings must attempt to address these issues.

f) What Can Area Merchants Do?

Research suggests that stores that are well-lit and staffed are less vulnerable to damage in a large gathering than stores which are closed or boarded up. Many citizens suggested moving valuable merchandise away from store windows and, where possible, placing surveillance cameras inside shops.

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What Role Can Volunteers Play?

Many cities have used volunteers effectively in addition to police or private security to increase 'the eyes and ears' at a large event. While it would not be reasonable to use volunteers in situations which are potentially unsafe, volunteers can play a real role in event management when they are part of an overall, coordinated plan and trained to perform an appropriate role.

What is the Role of Youth?

Many expressed concern for today's youth and felt that a number of factors - unemployment, lack of discipline and guidance at home and at school, a general sense of hopelessness and despair, boredom, and an overly permissive legal system - combine to make some youth vulnerable to trouble. Several citizens commented on the role that parents and education should take in developing values. Some who commented, including many young people, suggested a general curfew and stronger laws. Others suggested involving youth more in the planning and management of large gatherings, for example as volunteers or event marshals.

Most people felt that planning around unhosted gatherings should attempt to attract families and should provide activities and entertainment for young people.

Entertainment

The research supports the views of many that the problems on June 14th may have been averted, if entertainment and activities for the Robson Street crowd had been planned. Criminologist Patricia Brantingham, for example, suggests that problems at large gatherings are minimized when "attractors", such as food and entertainment, are used to draw and disperse crowds voluntarily. Ideas ranged from street corner entertainment to dances, substance-free family events, and fireworks. The general sentiment was that people should not be permitted to gather in a large crowd without something to do.

Feeder Sites

The research confirms that the absence of control at sites which feed the crowd into an area can create the potential for problems. Many commented that security at the Coliseum was inadequate. No police were used on

-7-

site for security. (While police can and do recommend the number they believe are adequate at such venues, the venue operator does not have to use the number recommended or, indeed, any at all.)

Other feeder sites included local bars and restaurants, which many reported were full by 11 a.m. on the morning of the 14th. Problems associated with Skytrain were also reported - bootlegging of alcohol at Skytrain stations and open consumption of alcohol on trains.

k) Who Pays the Costs?

The costs associated with security at a large celebration can be significant. Many believe that because the crowd came largely from throughout the region, City taxpayers should not have to pay the associated costs. Some suggested that the sports organizations should pay some costs; others suggested the City should coordinate corporate sponsorship for such events. Many people expressed the opinion that event costs should be borne regionally.

2. The Role of Alcohol

The research confirmed what most people intuitively know - that alcohol is a major factor in almost every public disturbance. People, however, generally did not believe that liquor laws need to be changed. Most felt that existing laws should be more strictly enforced. People were virtually unanimous, for example, in their support for police check points when a large gathering downtown is anticipated, to control alcohol being brought to the site in cars.

Many asked for stricter controls on alcohol at feeder sites such as the Coliseum and Skytrain, as well as at local bars. Suggestions included more security and greater emphasis on the "Serving It Right" program at bars and programs such as "Gameplan: Safe Ride Home" at venues such as the Coliseum. Some suggested that the Robson Street gathering was promoted in advance as a party - implying alcohol. They felt that more emphasis on a message of safe celebration may have positively influenced the nature of the event.

People repeatedly said that they felt that on the night of June 14th the usual rules did not apply - and that this may have led to a perception that 'anything goes'. While they saw alcohol as a major factor, most people believed the negative influences of alcohol can be largely overcome

-8-

through promotional messages and stricter enforcement of existing laws.

From the research we learned that a possible solution to the issue of alcohol enforcement is a review of, and changes to, some of the existing laws to ensure alcohol offenses are codified, are easily enforceable, that there are real deterrents for violations, and that non-compliance is pursued.

3. The Role of the Media

From our meetings and discussions with representatives from the media, it was clear that we need to recognize that the collective term "media" refers to a variety of print, radio and television mediums. Within each there is news, sports, current events/information, commentary, promotions and marketing.

The research confirms that the media - both with their message and with TV cameras - can influence crowd behaviour. While people acknowledged the media's obligation to report what is newsworthy, many suggested pre-game media stories created an environment which made a riot more likely. They suggested the presence of media cameras on Robson Street rooftops early in the day created an implicit invitation to troublemakers to come and perform. And they suggested that cameras filming the looting and rioting actually encouraged such behaviour.

The media can be a powerful ally in event planning. They can be influential, for example, in communicating a 'celebrate safely' message and in communicating important safety information to the public.

From the media's perspective, they report the information they are given. In any plan there must be good communications among those involved in the event, including the media and the police, to ensure that the message the media gets is the message the police and others intend to convey.

4. A Final Note

The subject of violence (especially youth violence and its causes) is beyond the scope of this review, but many individuals expressed their concerns about what happened on June 14th and how our values are changing. The ideas expressed varied significantly - from changing the Young Offenders Act and our educational system, to developing more

-9-

activities for youth and involving them as monitors or marshals at events.

The City of Vancouver has several initiatives underway which in part begin to address these concerns. The Interim Safer City Commission has begun its work following on the recommendations of the Safer City Task Force. The Children's Advocate, in conjunction with the Board of Parks & Recreation and young people, is preparing a civic youth strategy which will be presented to City Council in February, 1995.

STRATEGIES FOR THE FUTURE

Through the review process, valuable contacts have been developed among key representatives from community and interest groups. There was a general willingness among those groups to continue to participate with the City in finalizing a set of coordinated strategies for large anticipated but unhosted gatherings.

THE STRUCTURE

Large unhosted gatherings are relatively rare. It would not be practical or effective to create a new structure for the sole purpose of anticipating and responding to them. An existing City structure, which can include unhosted gatherings in its mandate, makes more sense. Criminologist Patricia Brantingham suggested that such events can be addressed effectively within an emergency management model.

The City's emergency management structure would be effective for a number of reasons: It is designed to be flexible, to address issues on relatively short notice, and to coordinate the action of a large number of players - response agencies, City departments, the community, the media, and outside agencies. The strategies outlined below involve many of the same players who would participate in the emergency response, if the unhosted gathering becomes a disturbance. Much of the strategy has application beyond sporting event crowds and falls sensibly within the City's emergency planning scheme.

It is recommended that the Emergency Management Committee be responsible for anticipating unhosted gatherings. Once anticipated, committee members would make the decision to either encourage the gathering and invoke the management strategies outlined below, or discourage it altogether.

The committee comprises a small group of senior City officials - City Manager, Police and Fire Chiefs and City Engineer. It is recommended that the General Manager, Park Board be added as a

-10-

permanent member of this committee, for the purposes outlined here as well as for broader emergency issues.

This committee represents a significant portion of the City administration. Committee members, particularly police, are likely to have advance knowledge of a potentially large unhosted gathering. Anyone could initiate the process by advising a committee member or staff from the Risk and Emergency Management office (which reports to this committee) of a potential problem.

THE STRATEGY

This strategy proposes that the City will respond to a major unhosted gathering by intervening with a well-structured event. To succeed, such an intervention must be supported by appropriate management, financial, security, transportation, and communication plans. Development of this strategy requires joint actions between City staff and community representatives.

1. EVENT PLANNING STRATEGY

Both the public and the research told us that managing a large unhosted gathering requires activities which focus the crowd's attention. Many of the people who came to Robson Street on June 14th simply came to celebrate. When they got there, however, there was nothing for them to do. An event plan will therefore be developed, based on an analysis of the activities likely to engage a 15-25 year old target audience, but not excluding area residents or families.

Defining the audience and program content of an alternative event would then permit an analysis of the costs involved and the potential sources to offset them. Subsequent planning for rapid deployment, good security, transportation, and communications could then be undertaken by members of the FEST Committee to ensure coordinated execution.

Lead Agency: Social Planning Department

Supported by:

Event managers and entertainers, professional sports organizations, area businesses and residents, hospitality and tourism industry, youth networks, and FEST Committee members.

Major Objectives:

- To devise model programs and budgets for activities which could be delivered on short notice to a target audience of youth, area residents, and families.

-11-

- To document how potential entertainment and activities should be planned and geographically located so as to draw and disperse large crowds; to document information about possible venues, equipment requirements, optimal number and size of crowd, etc.
- To plan how entertainment and activities would be advertised and promoted, bearing in mind this may have to be done on short notice.
- To arrange funding commitments as appropriate (eg. Corporate Sponsors, Sport Franchises, Area Merchants).
- With young people, to identify how the event will be promoted to youth; what entertainment and activities will be directed at, or provided by, youth; whether youth will assist at the event, for example as event marshals, etc.
- Document a plan to heighten awareness of the "Serving it Right" program among local pubs and restaurants, prior to an anticipated event.
- To develop and document a volunteer plan which identifies volunteer groups who have agreed to participate and identifies the assistance they can provide.

2. SECURITY STRATEGY

The security strategy is intended to address general issues of security which may fall outside traditional policing.

Lead Agency: Vancouver Police Department

Support Agencies:

B.C. Transit, City Law Department, Permits and Licences, Engineering, Area Merchants and Businesses, Large Assembly owners and operators, Hospitality Industry, Fire Department, Hospitals, Ambulance Services, Health Department

Major Objectives:

- Document a plan for notifying local merchants, businesses and neighbourhoods of a potential gathering and providing them with strategies to minimize personal and property damage.
- In conjunction with the City Law Department prepare a by-law to ensure adequate use of police security at large assembly venues.

-12-

- In conjunction with B.C. Transit document a plan for ensuring adequate security and control in and around Skytrain stations when large gatherings are anticipated.
- Investigate the feasibility of police checkpoints on major arteries into downtown when large crowds are anticipated and develop a plan as appropriate.
- Document a plan to facilitate communication with the crowd, if it becomes necessary to convey important safety information.
- Document a plan for boarding buildings, removal of potential hazards, and post event cleanup.

3. TRANSPORTATION MANAGEMENT STRATEGY

The purpose of this strategy is to address traffic flow issues in and around the location of the event.

Lead Agency: Engineering Department

Support Agencies:

B.C. Transit, area businesses and merchants, Fire Department, Police Department, B.C. Ambulance

Major Objectives:

- Develop a transportation strategy for the downtown core which contemplates the presence of large crowds and provides for such street closures as are deemed necessary as well as emergency access and egress routes for emergency vehicles and pedestrians.
- Identify other areas in the city where a traffic strategy would be needed as part of this overall strategy.
- Develop a communication strategy to ensure that residents are aware of traffic plans, transit changes etc.

4. COMMUNICATION STRATEGY

The purpose of the communication strategy is to ensure that a plan is in place by which information about an event can be provided on relatively short notice and to ensure that the media have access to accurate current information about the event and can relay important safety information, if necessary.

-13-

Lead Agency: City of Vancouver Communications Division

Support Agencies:

Police, Fire, Media, Social Planning, Engineering, B.C. Transit, Large Assembly owners and managers, B.C. Ambulance, Hospitals

Major Objectives:

- To document a system whereby information can be quickly and widely disseminated to selected agencies (eg. news, current affairs, public service, etc.) of all major media outlets, including those oriented to youth, such as "FOX" and "Z" radio.
- To develop a checklist of information to be communicated in advance of any large gathering, including such things as street closures, changes to Skytrain or transit schedules, identification of on-site emergency medical aid, location of entertainment, etc.
- To document a plan for promoting a "celebrate safely" message, in advance of the anticipated gathering and at expected feeder sites. This may include increased promotion of such programs as "Drinking Driving Counter Attack" and "Game Plan: Safe Ride Home".
- To document a system for monitoring the effectiveness of the communications plan.

TIMING

If Council approves the general Strategy outlined in this report, it is recommended that lead departments work with the support agencies and community groups to document the detailed plans to meet the objectives of the Strategy. These would be submitted to the Emergency Management Committee, followed by a further report to City Council. The target date for that report would be May, 1995.

CONCLUSION

This report is intended to provide Council with a summary of the issues identified, and strategies suggested in response to these, in the managing of large anticipated but unhosted gatherings.

* * * * *

City Manager: _____ Report dated October 28/94.

Date: _____ Author J.Preston Phone 6025
P.Marfleet Phone 7701

IRTS Number _____

This report has been prepared in consultation with the departments listed to the right, and they concur with its contents.

Concurring departments

Police Dept.

Park Board

Department Head: [Signature]

Engineering Dept.

Date: Oct 31/94

City Clerks

Fire Dept.

RIOT.DOC

THE PROCESS

The four month review involved several activities:

1. Research

A small staff team researched literature on the management of large public events and riots related to those events. Over an eight week period the research team read reference sources, talked to other cities where riots occurred, and examined studies by others of large events and riots. All riot-related letters sent to the City and the Police Department were reviewed.

As the research developed, important themes emerged. The results of the research are contained in "Riots: A Background Paper" which has been made widely available as background to the issues. Its purpose was to stimulate public understanding and comment.

2. Focus Sessions

Staff met with representatives of the community, downtown merchants, liquor related businesses, the hospitality and tourism industry, urban revitalization experts, large event organizers, youth, media, and transit to identify the issues they felt were important and to assist them in coordinating their participation in the review process. These activities confirmed the direction of the research -- the issues which emerged followed common themes: police response (which is outside the scope of this review), alcohol, the media, and event planning & security.

3. Information Centre

A public information centre was set up at the main branch of the Vancouver Public Library during the last two weeks of September. It provided information about the riot and invited public comment, either through discussions with staff or through a questionnaire. In excess of 500 citizens visited the centre and comments were recorded and summarized.

4. Public Meeting

As instructed by Council, an advertised public meeting was held on Saturday, October 1st to invite commentary on how riots might be prevented in the future. Thirty to forty residents attended. Ideas and comments were recorded and summarized.

As part of its review, the Vancouver Police Department also held a public meeting on the evening of October 11th, inviting public comment and suggestions about policing

issues. Twenty to twenty-five residents attended. Ideas from the meeting were recorded and will be reflected in the Police Department review.

5. Policy Session

On the evenings of October 12th and 13th, 1994 meetings were held with invited community representatives, along with others who registered their desire to participate. The purpose of these sessions was to engage the community in developing strategies, which the City and community could co-operatively implement, to prevent a recurrence of the June 14th situation. The three main themes - alcohol, media, and event planning & security - were discussed in the context of the ideas and suggestions which had been received to that point.

6. Rogers Cable 4 Coverage

To provide an overview of the process and give the public an opportunity to comment upon the recommendations in this report, Rogers Cablevision has documented the review project and a program about it will air on Channel 4 on November 4th at 8 p.m. The program will include a call-in segment where the public will be invited to phone in their comments and questions about the review process and recommendations contained in this report.

7. Other Communications

Information was distributed to the general public and special interest groups about both the issues and the process. This distribution included the background paper (2,500 copies), brochures (7,500 copies), flyers (2,500 copies) and posters (500 copies). This distribution included the Vancouver Public Library through all its branches, all community centres, UBC, Simon Fraser University and the community colleges (Langara, King Edward, Van City and Douglas). Additionally information was distributed in various retail areas - Robson, Denman, Davie, Granville Mall, West 4th, Broadway and Main, Granville Island and the Vancouver Art Gallery. Copies of the Background Report were available at all the meetings. Finally, information was distributed through the information centre described above, City Clerk's office, and the Risk Management and Social Planning Departments. The brochure was translated into four other languages - Chinese, Punjabi, Spanish and Vietnamese - and 2,300 copies were distributed.

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix C

ADMINISTRATIVE REPORT

Date: May 10, 1995

TO: Vancouver City Council

FROM: Chief Constable, General Manager Engineering Services, City Clerk and Directors of Social Planning and Risk and Emergency Management, in consultation with the Emergency Management Committee.

SUBJECT: Review of the Management of Large Events in the City of Vancouver.

INFORMATION

Implementation plans, based on Council's approved strategy for the management of unhosted large gatherings, have been developed and are presented in this report for Council's INFORMATION.

COUNCIL POLICY

In November, 1994 Council approved a general strategy for addressing unhosted large gatherings on City property. Council directed that staff report back in six months with detailed implementation plans, based on that strategy.

PURPOSE

The purpose of this report is to present implementation plans, based on Council's previously approved strategy, for managing large unhosted gatherings in the City.

BACKGROUND

Following the riot in Vancouver last June Council approved a four-month community based review, focused on preventing similar disturbances in the future. From that review Council approved a general strategy to address large unhosted gatherings on City property. The strategy identified the need for detailed planning around issues associated with event planning, security, transportation management, and communications. The strategy would be implemented, as necessary, pursuant to the City's existing Emergency Management structure.

Over the past six months staff from the Police Department, the Communications Division of the City Clerk's office, the Engineering Department, and Social Planning have developed detailed implementation plans which reflect the approved strategy. This work has been coordinated through the Risk and Emergency Management office, which will be responsible for ensuring that the plans are updated regularly and become part of the City's overall emergency plan.

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix C

While developing these plans, staff had the opportunity to be involved in the Grey Cup planning process. Many of the actions recorded in the plans were successfully implemented at that time. The overall planning model for Grey Cup -- a team of multi-departmental, multi-agency representatives engaged in regular

- 2 -

strategy sessions to coordinate resources -- worked extremely well. The team included representatives from: Police; Fire; B.C. Ambulance; Engineering; B.C. Transit; B.C. Place Stadium; R.C.M.P.; Vancouver Sheriff's Office; Communications Division, City Clerk's Office; Risk and Emergency Management; and B.C. Lions Football Club. The plans outlined in this report are predicated on the continuation of this model.

The transportation management, event planning, and communications plans are stand-alone checklists, designed to be implemented quickly and easily by any staff who may be involved. Because they contain contact names and numbers they are not reproduced, but are summarized in the report. The Security plan is part of a larger security strategy being developed by the police in response to issues identified by their own review, the City's review and the B.C. Police Commission's review. The actions described will be reflected in police operational plans.

Overall, the plans address issues such as parking, removal of street furniture, transit re-routing, barricades and signage, the planning and positioning of outdoor entertainment, mechanisms for communicating vital information before, during and after the event, traffic diversion, Skytrain security, and alcohol enforcement issues.

1. Transportation Management Strategy

Engineering is the lead department in this strategy to address site issues related to both pedestrian and vehicle flow, in and around the location of the event. It constitutes a checklist of actions and contact names/numbers for such activities as setting parking restrictions, removing vehicles, removing street furniture (newspaper boxes, planters, benches etc.), transit re-routing or re-scheduling, de-energizing trolley wires, erecting barricades and signage, establishing site access and egress routes for pedestrians and emergency vehicles, establishing appropriate traffic signal sequencing, and coordinating post-event street cleanup. Engineering staff would liaise with Fire and Rescue Services personnel to address site issues relative to potential fire hazards. This strategy would be implemented in conjunction with the police department's traffic management strategy and overall coordination would be effected with Fire and Rescue Services as well as B.C. Ambulance.

2. Event Planning Strategy

When large gatherings are anticipated, research suggests one way to prevent trouble is to provide activities for the crowd. The objective of the event planning strategy is to devise a "cookbook" of ideas and contacts for planning outdoor entertainment on short notice which targets youth, area residents

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix C

and families. Social Planning is the lead department in the event planning strategy. This strategy identifies potential outdoor sites in the downtown area where entertainment could be provided and outlines the steps involved in arranging a site(s). It describes how to arrange sound, staging, lights, communications equipment, and onsite security. It provides instructions for securing performers and provides entertainment guidelines to ensure the desired audience is targeted. The plan canvasses a variety of entertainment options and discuss how each could be used to influence the nature of the crowd and event.

3. Communications Strategy

- 3 -

The City review identified a need for a communications strategy to communicate timely and accurate information prior to, during, and following the event. The Communications Division of the City Clerk's Department has developed a communications checklist of possible information such as advisories about street closures, transit schedules, on-site medical aid, planned entertainment, and pedestrian access/egress routes.

The plan identifies potential sources of support for information campaigns, depending on the nature of the event, and identifies how the "Celebrate Safely" campaign can be initiated. A fax-out system to all local and surrounding media outlets has been developed and generic news releases and advertising scripts are included.

4. Security Strategy

The Police Department is the lead department in the development of a security strategy. The security issues identified by the City's review were generally also identified by the B.C. Police Commission's review and by the Police Department's own review. The police have addressed security issues as part of a larger response strategy. The security strategy identifies how the issues identified will be addressed as part of police operational plans.

The PNE Coliseum was identified as a feeder site to Robson Street in the Stanley Cup riot and it was suggested that greater police presence is needed at such sites. The new operating agreement between the City and the PNE appears to have addressed this issue by requiring the PNE to maintain the level of policing at Coliseum events which is recommended by the Police Department. The Police receive good cooperation on policing needs from the civic theatres, B.C. Place Stadium, and the Trade and Convention Centre. The new GM Place is bound, as a condition of its liquor license, to consult with police and agree on the numbers of police to be present at events.

Many people who participated in the City review suggested greater police control of vehicular traffic in the downtown. The Police Department's traffic management strategy was refined for Grey Cup and a "downtown closure plan" was developed. This identifies ingress/egress routes relative to different street closures. The Police are continuing to develop a comprehensive traffic strategy which will accommodate multiple traffic scenarios and tactics which can be initiated to quickly and effectively divert traffic

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix C

from problem areas.

Another factor which emerged from the City review was the need for a mechanism by which the police could address a large crowd. The police have budgeted to purchase three public address systems, one vehicular-mounted system and two portable ones. A policy is being developed around verbal warnings, using these systems.

A mechanism for communicating with local businesses has been effected using the B.C. FACS system, an area-wide fax system linked to businesses and institutions. A generic notification has been prepared outlining measures businesses can take to safeguard their property in advance of an anticipated gathering.

Adequate security in and around Skytrain stations was addressed during Grey Cup through enhanced coordination among City Police, B.C. Transit, and police from surrounding municipalities.

- 4 -

Many alcohol related issues were identified in the review. As a result of the multi-agency strategy meetings prior to Grey Cup, liquor license inspectors, in conjunction with Police Hotel and Cabaret liaison officers and fire inspectors visited licensed premises in the days prior to the game to reinforce the "serving it right" message. The police also sent a written message to licensed establishments in the area. The Liquor Licensing Board assigned additional inspectors to do spot inspections on game day and inspectors were on duty at B.C. Place Stadium. Alcohol was banned

entirely from Skytrain and additional security was deployed at Skytrain stations. The police communicated a strong "zero tolerance" message, in conjunction with the City's "Celebrate Safely" campaign. The campaign message was reinforced by B.C. Transit advertising and news media messages. Corporate financial support for the campaign was received from B.C. Place Stadium and the B.C. Lions Club. B.C. Place Stadium further by reducing the size of the cups and limiting sales to two per customer. This coordinated "team approach" to alcohol issues was effective and will continue to be part of the planning strategy.

CONCLUSION

This report is intended to provide Council with a summary of the detailed implementation plans which have been developed as part of Council's approved strategy for managing large unhosted gatherings on City property

* * * * *

City of Vancouver, Summary of Strategy Recommendations and Actions Taken for Managing Large Un-hosted Events (as set out in the 1994/1995 Reports to Council entitled “Review of the Management of Large Events in the City of Vancouver”)

Strategy Area	Recommendation	Action Taken in 1995	City’s Current Practice
Emergency Management	<p>It is recommended that the Emergency Management Committee be responsible for anticipating un-hosted gatherings. Once anticipated, committee members would make the decision to either encourage the gathering or invoke the management strategies outlined below, or discourage it altogether.</p> <p>The committee comprises a small group of senior City officials - City Manager, Police and Fire Chiefs and City Engineer.</p> <p>It is recommended that the General Manager, Park Board be added as a permanent member of the Emergency Management Committee, for the purposes outlined here as well as for broader emergency issues.</p>	N/A	<p>The City established the Office of Emergency Management. This office is responsible for all aspects of emergency management for the City and coordinates the City’s Emergency Operations Centre.</p> <p>The Office of Emergency Management is involved with contingency planning for large and complex events.</p> <p>The Office has established a Contingency Planning Committee which includes representatives from City departments and agencies as well as representatives from external partners such as BC Ambulance, Vancouver Coastal Health, TransLink, etc.</p>
Event Planning	<p>Develop a model program and budgets for activities that could be delivered on short notice. Additionally, the type of entertainment, activities, and event</p>	<p>Social Planning named as the lead department in the event planning strategy which included:</p> <ul style="list-style-type: none"> ▪ Identifying potential 	<p>Most events held in the public realm are planned by external event organizers. On occasion, the City organizes events and in these cases, a specific event organizing department</p>

Strategy Area	Recommendation	Action Taken in 1995	City's Current Practice
	<p>promotion should be planned accordingly to the targeted audience.</p> <p>Prior to an anticipated event, considerations should include a plan to heighten awareness of the "Serving it Right" program among local pubs/restaurants and a volunteer plan which identifies volunteer groups who have agreed to participate and identifies the assistance they can provide.</p>	<p>outdoor sites in the downtown area</p> <ul style="list-style-type: none"> ▪ Outlining the steps involved in arranging a site(s) ▪ Describing logistic such as arrange sound, staging, lights, equipment, and onsite security ▪ Providing instructions and guidelines to ensure the desired audience is targeted ▪ Providing a variety of entertainment options and discusses how each could be used to influence the nature of the crowd and event. 	<p>is established.</p> <p>All events with attendance of 1,000 persons or more held in the public realm are reviewed by the FEST Committee. Their role consists of coordinating City departments and external partners in supporting and enabling events.</p> <p>Both the FEST committee and the Office of Emergency Management's Contingency Planning Group are routinely involved in reviewing the event plans to ensure full considerations is given to those key areas such as crowd, capacity, on-site security, alcohol and transportation.</p>
Security	Notify local merchants, businesses and neighbourhoods of a potential gathering and providing them with strategies to minimize personal and property damage.	N/A	The Film & Special Events Office is routinely involved in notifying local business and surrounding neighbourhoods of events taking place in the public realm.
Security	<p>Develop by-law to ensure adequate use of police security at large assembly venues.</p> <p>Develop a plan for ensuring adequate security and control in and around Skytrain stations when large gatherings are anticipated.</p>	<p>The Police Department worked with internal and external partners to ensure adequate policing at large venues.</p> <p>Refer to the BC Commission -</p>	<p>The FEST committee and the Contingency Planning Group includes representatives from the City departments and agencies as well as the external partners.</p> <p>In addition, since 1995, E-Comm was established to improve emergency</p>

Strategy Area	Recommendation	Action Taken in 1995	City's Current Practice
	<p>Conduct feasibility analysis of police checkpoints on major arteries into downtown when large crowds are anticipated and develop a plan as appropriate.</p> <p>Develop a communication plan to facilitate communication with the crowd to convey important safety information.</p>	<p>Recommendations in Appendix A for the more information.</p>	<p>communications. The City further established an Emergency Operations Centre - also for the purpose of improved public safety and security, and enhanced emergency planning and coordination. Both of these bodies include representatives from key City departments and agencies (e.g. VPD, VFRS) and key external stakeholders (e.g. Transit Police, TransLink, BC Ambulance, VCH, etc).</p>
	<p>Develop a plan for boarding buildings, removal of potential hazards, and post event cleanup.</p>	<p>N/A</p>	<p>The Facilities Design and Management is responsible for establishing Facility Damage Control Centre to coordinate damage assessment and repair of major, downtown, City facilities.</p> <p>The Engineering department is responsible for the removal of potential hazards and post-event clean-up.</p>
<p>Transportation Management</p>	<p>Develop a transportation strategy for the downtown core which contemplates the presence of large crowds and provides for such street closures as are deemed necessary, as well as emergency access and egress routes for emergency vehicles and pedestrians.</p>	<p>The Engineering department created a checklist of actions and contact names/ numbers for coordinating activities such as:</p> <ul style="list-style-type: none"> ▪ setting parking restrictions, ▪ removing vehicles, ▪ removing street furniture, ▪ transit re-routing or re-scheduling, 	<p>Several key departments in Engineering Services routinely participate on the FEST Committee and routinely coordinate transportation management, streets operation, and sanitation for events. This includes executing all activities listed in the adjacent column.</p>

Strategy Area	Recommendation	Action Taken in 1995	City's Current Practice
		<ul style="list-style-type: none"> ▪ de-energizing trolley wires, ▪ erecting barricades and signage, ▪ establishing site access and egress routes for pedestrians and emergency vehicles, ▪ establishing appropriate traffic signal sequencing, and ▪ coordinating post-event street clean-up. 	
Transportation Management	Identify other areas in the city where a traffic strategy would be needed as part of this overall strategy.	The Engineering department developed the traffic management strategy in conjunction with the police department's traffic management strategy and overall coordination would be effected with Fire and Rescues Services, as well as BC Ambulance.	All key Engineering departments, VPD, VFRS, Translink, and BC Ambulance participate on the FEST Committee and Emergency Management Contingency Planning Group and provide traffic strategy input based on the particulars of the public event under consideration.
Transportation Management Strategy	Develop a communication strategy to ensure that residents are aware of traffic plans, transit changes etc.	Corporate Communications created a communications checklist to communicate possible information such as advisories about street closures, transit schedules, on-site medical aid, planned entertainment, and pedestrian access/egress routes.	Corporate Communications continues to be responsible for issuing media releases. This includes providing information to the public about street closures. In addition, much of this information is made available on the City's website.

Strategy Area	Recommendation	Action Taken in 1995	City's Current Practice
Communications	Document a system whereby information can be quickly and widely disseminated to selected agencies (e.g. news, current affairs, public service, etc.) of all major media outlets, including those oriented to youth such as "FOX" and "Z" radio.	Corporate Communications developed a fax-out system to all local and surrounding media outlets.	Corporate Communications currently uses emails to send out information bulletins, new releases, and media advisories to all area media outlets and journalists who request to receive such information from the City. In addition, such information is also made available through the City's website.
Communications	Develop a checklist of information to be communicated in advance of any large gathering, including such things as street closures, changes to Skytrain or transit schedules, identification of on-site emergency medical aid, location of entertainment, etc.	Corporate Communications created a communications checklist to communicate possible information such as advisories about street closures, transit schedules, on-site medical aid, planned entertainment, and pedestrian access/egress routes.	Corporate Communications continues to be responsible for communicating the information listed in the adjacent column to the public, depending on the nature of the event. In addition, such information is also made available through the City's website.
Communications	Document a plan for promoting a "celebrate safely" message, in advance of the anticipated gathering and at expected feeder sites. This may include increased promotion of such programs as "Drinking Driving Counter Attack" and "Game Plan: Safe Ride Home".	Corporate Communications created a plan which identified potential sources of support for information campaigns, depending on the nature of the event, and identifies how the "Celebrate Safely" campaign could be initiated.	Corporate Communications continues to be responsible for issuing media releases and for tailoring messages regarding safe and responsible celebrations. In addition, such information is also made available through the City's website.
Communications	Document a system for monitoring	N/A	Corporate Communications monitors

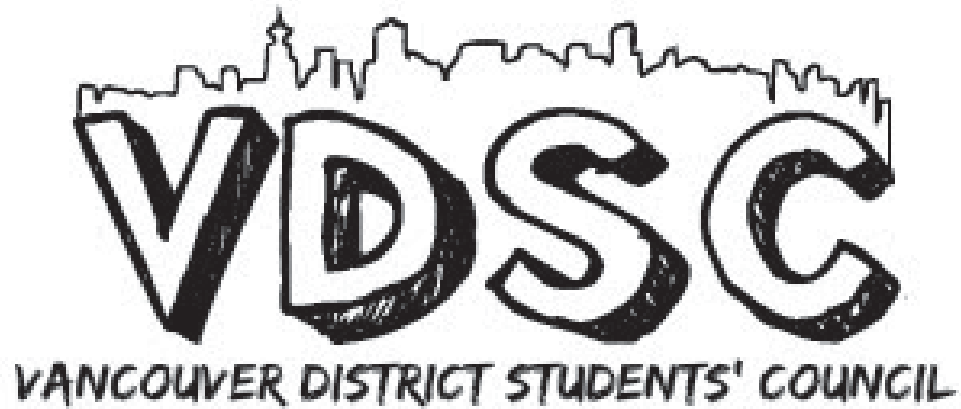
Strategy Area	Recommendation	Action Taken in 1995	City's Current Practice
	the effectiveness of the communication plan.		media and the use of its messages. Incoming media calls related to the release of City information is tracked. Also, a report on the information staff have provided to the media is prepared daily.

Source: Administrative Report to City Council dated October 31, 1994 - sets out strategy recommendations due to the 1994 internal review
 Administrative Report to City Council dated May 10, 1995 - provides the City's action taken as a result of the 1994 internal review

**City of Vancouver 2011 Stanley Cup Riot - Internal Review
Summary of External Partners and Key Stakeholder Groups Consulted**

External Partners		
Organizations	Date	Representatives
Vancouver Coastal Health	July 11	Chief Medical Health Officer
TransLink		Chief Operations Officer
BC Ambulance Services		Operations Director
E-Comm		President
Emergency Management of BC		Senior Regional Manager of Provincial Emergency Program
Transit Police		Acting Chief
Providence Health Care		Leader, Emergency Preparedness

Key Stakeholder Groups			
Groups	Date	Organizations	Representatives
Youth Organizations	July 9	Vancouver District Students' Council	President, Vice President, youth from across Greater Vancouver
		The Province	Vancouver-West End MLA
		Vancouver School Board	Chairperson, trustee
Vancouver Sports Group	July 19	BC Lions Football Club	President
		BC Place	General Manager
		Canucks Sports & Entertainment	General Manager
		Pacific National Exhibition	President
		Richmond Oval	General Manager
		Sports BC	President
		Vancouver Canadians	Owner
		Vancouver Convention Centre	General Manager
Business Community	July 26	Business Improvement Associations	Downtown Vancouver, Gastown, Hastings Crossing, Yaletown, and Robson Street
Alcohol Related Sector	July 27	Alliance of Beverages and Licensees	Executive Director
		Barwatch	Chair
		Canada's National Brewers	Vice President
		Vancouver Coastal Health	Chief Medical Health Officer
		Vancouver Hospitality Association	President



VANCOUVER RIOT: Let's Talk About It OFFICIAL REPORT

Presented by:
The Vancouver District Students' Council

July, 2011

Prepared by: Leah Bae, President, VDSC

Jennifer Yoon, Vice President, VDSC

Rita Steele, Communications Officer, VDSC

On July 9th 2011 the Vancouver District Students' Council (VDSC) hosted a youth forum on the Vancouver Riot. This event was made possible due to partnerships with the Vancouver School Board (VSB), the Vancouver Public Library (VPL), and the City of Vancouver. The event attracted youth from across Greater Vancouver and featured select volunteer student facilitators.

Participants were shown a documentary video of the riot, in order to ignite a greater understanding. Following the video presentations, guest speakers were invited to the floor. They represented the City, the Province, the VSB, and the VPL as:

- Patti Bacchus – VSB Chairperson
- Ryan Clayton – City of Vancouver's LGBT Advisory Committee Co-Chair
- Heather Deal – Deputy Mayor & City Councillor
- Spencer Herbert – Vancouver-West End MLA
- Mike Lombardi – VSB Trustee
- Raymond Louie – City Councillor
- Andrea Reimer – City Councillor
- Ellen Woodsworth – City Councillor
- Sandra Singh – Chief Librarian

Each spoke words of disappointment towards the behaviour of the crowd and encouraged participants to take full part in the day's discussions.

Hereafter participants began discussions in small groups, each organized by a trained facilitator. Themes and Sub-topics were then discussed.

The Forum covered four main themes: The Face of Vancouver, Mob Mentality, Personal Experience, and Post-Riot.

Topics were covered for periods of 20 minutes. Participants reviewed the roles of education, the justice system, transportation, communication, lack of youth voice, and volunteerism. Sub-topic areas can be seen in the section titled 2. ii. Analysis of Discussion Questions. Appropriate public action towards rioters, youth involvement, public safety, and the role of other cities in the Greater Vancouver Regional District (GVRD) were also covered within the same section.

Appropriate public action towards rioters, youth involvement, public safety, and the role of other cities in the Greater Vancouver Regional District (GVRD) were also covered within sub-topic areas.

The day concluded with presentations by the participants. Forum participants — previously having discussed possible solutions to the event's four main themes — presented ideas for public community projects. These projects were documented by forum organizers and can be reviewed later in the report.

Table of Contents

Executive Summary

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1. Introduction

- i. Who We Are
- ii. The Forum
- iii. Purpose

2. Objectives

- i. Goals
- ii. Forum Discussion Questions

3. Analysis of Discussion Questions

- i. Personal Experience
- ii. Face of Vancouver
- iii. Mob Mentality
- iv. Post Riot

4. Outcomes

- i. Project Ideas
- ii. Conclusion

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Appendix: Original Forum Notes

1. Introduction

i. Who We Are

The Vancouver District Students' Council (VDSC) is a committee of student representatives from all secondary schools and alternative programs within Vancouver. The VDSC's mandate is to provide student input in the planning and decision-making of the District. It is also an opportunity for students to develop leadership skills, work collaboratively with students from other schools on pertinent educational issues, to contribute to the Vancouver School District and to learn about decision-making and policy development. The VDSC often collaborates with the community, professionals, and organizations in youth-related activities and initiatives.

ii. The Forum

Vancouver Riot: Let's Talk About It was a "for youth by youth" forum held on July 9th, 2011, at the Central Library from 12:00-4:00pm. Targeted towards students under 25 years of age, the forum attracted young people from all over the Greater Vancouver Regional District. In collaboration with the Vancouver School Board (VSB), the Vancouver Public Library (VPL), and the City of Vancouver, the VDSC was able to facilitate in-depth discussions regarding the riot that occurred following a loss at Game 7 of the Stanley Cup finals. Both the youth and the officials representing the City and the Province were able to come to a connecting point as they shared their personal opinions and experiences in an open facilitated forum. The event was entirely student-run and participated.

iii. Purpose

In concurrence with the Vancouver District Students' Council's mandate, the forum was held in order for youth to contribute their voice concerning the riot in an opportune setting. As many young people were involved directly in the riot, the VDSC took these unsettling numbers and transferred them to the more sensible idea of a collective round-table discussion. It was crucial that youth representation be added in an event in which youth image was so damaged. As Vancouver citizens who played outstanding roles in both riot and post-riot activities, youth recommendations should largely be taken into consideration in the reviewing processes of the incident. A common principle of wanting to "improve, not prove" our City was stressed throughout the forum.

2. Objectives

i. Goals

In hosting an open forum for the youth of Greater Vancouver, the VDSC hoped to address three main goals:

1. Provide a place where youth can freely share and discuss their honest opinions while being clearly heard by community leaders and adult mentors
2. Clarify the youth role in the riot and the stance in youth image
3. Engage in collective actions to revitalize our city.

These goals were meticulously addressed throughout the short but thorough planning process of the forum. The Vancouver District Students' Council is happy to state that these goals were met.

ii. Forum Discussion Questions

The forum covered four main discussion topics of:

1. Personal Experience
2. Face of Vancouver
3. Mob Mentality
4. Post Riot

Personal Experience expanded into the subtopics of:

- Personal safety
- Feelings
- Solutions
- Their own stories
- Transportation

The Face of Vancouver unfolded discussions of:

- International ridicule
- Youth image
- Tourism
- Who are we really?
- Culprits from Surrey? Vancouver? Does it matter?
- Responsibility in schools to educate people better?

Mob Mentality furthered dialogue in concerns of:

- Causes
- Prevention
- Facebook counter-mob
- Alcohol & drugs

Post Riot brought about talk in terms of:

- Social media's role
- Clean up
- Further actions we can take
- People & City's reactions

3. ANALYSIS OF DISCUSSION QUESTIONS

i. Personal Experience

During the discussion about personal experience the youth, in facilitated groups, discussed their own experiences during the riots. Many of the participants expressed initial curiosity and disbelief during the riots, then panic and fear at the reality of the riots as well as horror at the consequent viral mob.

The participants who were downtown during the actual riot described the scene as very closed in. They expressed difficulty in getting out of the downtown area. There was curiosity during the riot as it seemed that history was in the making, and this also served as a factor for why many did not turn home immediately when instructed to. The cause of the riot was discussed as a combination between drugs and alcohol, the hockey game, and frustrations that were built up over time. The media built up pre-riot hysteria and fervently covered the riot, unintentionally starting a witch hunt on social media sites.

The participants discussed that many youth were involved in the riots because of widespread support for lawlessness and lack of morals. They believed that young people need to take situations such as this one more seriously, and the adrenaline-rush excitement needs to be less lionized. They also believed that consequences of rioting, looting, and general lawlessness need to be educated in schools, and the media should highlight wholesome moral values over criminal activities.

ii. Face of Vancouver

In the discussion about the face of Vancouver, the role of the youth in the riots, the international image of Vancouver, ways to alter how Vancouver is viewed nationally and internationally, ways to change the general stereotype of "juvenile delinquents", and the role both social and coverage media played were examined.

"Unfortunately the image of youth has been damaged... it is unfair but it is easy to blame the youth... they are always thought to be destructive", lamented one participant. Since the general public has always had a negative view on youth, the possibility that the negative stereotype itself could have fueled the behaviour shown by many rioters during the riot was considered. The participants also thought about the fact that it is not socially desirable to be a straight-A student in secondary schools inside the GVRD, and came to a conclusion that sometimes the school system is ineffective in helping students learn about civic values and the meaning of community. Schools could play a larger role in teaching positive moral values to adolescents.

The youth assumed, as Vancouver is such a internationally renowned city, that there wouldn't be any permanent damages in the international community, but expressed frustration over the fact that though the riot was blamed entirely on the city of Vancouver, it was a wider, regional problem, Local reputations have changed between the other municipalities in the GVRD and the city of Vancouver, youth observed, because blame has been pointed around so much. Youth recognized that we, as a city, should focus on restoring the relations between the other municipalities in the GVRD more than restoring our image in the international community.

It was also noted that the media, though they did a great job covering the riot itself, did not cover much on the positive post-riot efforts to restore the city's reputation. The participants discovered that media has a great impact on local image, and that the media should take more initiative in showing people working for a better city.

iii. Mob Mentality

In the discussions about Mob Mentality, the causes for a crowd to riot were examined. The students came up with several main reasons, including alcohol and drugs, the "glamour" of being a rioter, the atmosphere of downtown Vancouver right before and during the riots, anger at root societal problems and "cheap thrills". Youth also talked about the counter-mob that happened online immediately after the riots.

The youth recognized there is allure in being a rioter. Because violence is so glamorized through popular media such as movies, TV shows, or video games, the public has become more or less desensitized to violence. One student said,

"Some people were revelling in chaos. It seemed that they found a sense of meaning at that moment because they were enjoying themselves" The youth also recognized that the mobs knew full well that the rioters had an audience, and that the social media, (and irresponsible journalism as well) motivated the mobs to act as if they had dominance over Vancouver.

The youth deduced that this thrill of having an audience before them, and having high emotion running through the crowd gave the delinquents a sense of security. The rioters felt that they could get away with anything in a riot situation. The participants inferred also that mob fed energy off of each other, and that the riot became a "good time".

The participants expressed great distress also at the counter-mob that happened right after and during the riot on social networking sites like Facebook and Youtube. One participant called the reaction online a "witch-hunt", where as another reasoned that reverse-mob mentality can escalate and become even more dangerous than the riot itself, as hate can escalate and spiral out of control very easily.

It was agreed by most the participants that the part that alcohol and drugs played in the riot was undeniable. They also believed that the policies that covered alcohol for Game 7 were not strict enough, or effective enough. One participant observed,

“I don't think closing the liquor stores made a difference, sports and alcohol go together...(bars) are making money off of it.”

Root societal problems seemed repetitively be a reason for rioters to riot in the first place. The youth felt like there was more than just post-game resentment behind the riot. They suggested a community support system where frustrations can easily be redirected with healthy alternatives for the angst.

iv. Post-Riot

During the discussion about the post-riot, the students discussed restorative justice and the utilization of education and counselling.

The students reprimanded the post-riot witch-hunt on Facebook, and thought of an alternative punishment for the rioters other than criminal charges and reprehension from the general public. The youth believed that we, as a public, should try to understand rioters and learn the reasons for their behaviour. The government could, and should help the rioters re-engage with society and make things go back to normal. One student suggested,

“The rioters are all over Facebook...we can give them a chance to make it up to businesses.”, and others agreed. Giving the rioters a second chance rather than branding them as criminals and sending them to jail would restore a positive atmosphere into Vancouver as well as giving the rioters their due consequences.

The youth in discussion thought that the usage of education to educate adults and youth alike on societal values and the idea of community was a great idea; which is not present right now. A wider usage of government funded counselling for rioters and discovering the reasons for the riot was another idea that could be used to prevent an event like this from happening again. As one participant pointed out,

“There needs to be an understanding of the rioters to stop riots.”

4. Outcome

i. Project Ideas

During the development of the VDSC Youth Forum, organizers discussed the predicted outcomes of the event. Along with the creation of this report, it was decided that a

planning committee would be formed in response to the opinions and ideas of forum participants. The forum's outcome would become a city project taken on entirely by youth (under the age of 24). It was planned that this project would directly reflect the solutions exchanged at the Central Library on July 9th.

Solutions focused mainly on promoting healthy youth behaviour, restoring the city, and revitalizing Vancouver's image.

Proposed projects included:

- Hosting more events where youth may voice their opinions (it was discussed that lack of youth voice may have been a factor that caused the riot)
- Providing Financial Support to businesses affected by the riots
- Opening up more city volunteer opportunities to make youth feel more involved
- Promoting Vancouver Pride
- Creating a film documentary to collect youth voice and opinion (regarding the riot and city life in general)
- Ceasing Counter-Mob Cruelty on social networking sites – encouraging forgiveness towards rioters
- Incorporating the Vancouver Apology Walls into a city-wide project.

Further information regarding the post-forum actions is being distributed to participants and the growth of this 'Planning Committee' is currently in process.

ii. Conclusion

Vancouver Riot: Let's Talk About It, was a discussion that expanded past the four main themes set out by organizers. The discussion session lasted 4 hours and featured a committed group of youth who recognized that there may have been more behind the riot than a hockey game.

APPENDIX
ORIGINAL FORUM NOTES
JULY 9TH, 2011

FACE OF VANCOUVER

- Embarrassed. (shown as sore losers or drunk buffoons)
- Rebellious feeling fuelled by riot?
- People have always had a negative view of youth; maybe the negative view on youth itself caused the behaviour.
- Schools could play a larger role in teaching positive moral values to help riots not happen.
- It's not "cool" in school to be a straight-A "straightedge" student.
- The way youth are being taught not working. (more emphasis in education in civic and community values might help)
- There probably won't be much change in the long-term in terms of international image.
- Reputation hasn't changed too drastically internationally. (not a "big deal" internationally)
- Associating GVRD with the riot instead of just blaming the city of Vancouver
- Local reputations changed (especially for youth), focus has been shifted to negatives.
- Visitors from other cities were a big part of the riots.
- Pointing blame worsens our reputation in the international and inter-country media.
- Steps towards building face of Vancouver already made, but not much media attention has been shown to efforts.
- We need to change the way we as a community see Vancouver, rather than focus on international image and what "they" think of us
- Media loves negativity, and negative impacts have been documented, for ever. In contrast to the amount the clean-up and the post-riot community efforts have not gained media attention.
- Trust in our police would be damaged if the police had been violent, police trust is important!
- Media has a great impact in local image, and they should take more initiative in showing people
- We should have more large-scale events so that police can learn how to appropriately handle such situations.
- "We are not a dangerous city"
- It is embarrassing that the world thinks we riot over hockey... some other countries riot for political causes and injustices and we riot over hockey... it makes us look like sore losers"
- "Unfortunately the image of youth has been damaged... it is unfair but it is easy to blame the youth... they are always thought to be destructive..."
- "It is responsibility of the school system to teach values and morals to people"
- "There is a sense of resistance to be a good citizen... it feels like people disagree for the sake of it... it's like it's not cool to be a straight A student"
- "Police handled themselves really well, there was no brutality... human life is far more important than things... police did the right thing taking care of people"
- Need to understand what is the root of young people's negative attitude... why do they have such negative feelings about our city..."
- "Important to understand that the riot was not a Vancouver problem... it is a province wide issue"
- "We have to involve youth in decision making"
- "Have more diversity events... Surrey people coming to Vancouver and vice versa"
- "There needs to be more spaces where young people can celebrate... like battle of the bands, exchange visits, and events"

PERSONAL EXPERIENCE

- Crowd was very closed in; there was no space.
- Curiosity during the riot caused the crowd to stay downtown, which later led to hysteria when the riot police began to move in.
- Small number of anarchists.
- Though alcohol was a major cause, all the factors combined was the reason the riot happened.
- Expectations were crushed, and the snowball effect of disappointment escalated.
- Speculation of sociological impact: mainly due to lack of moral or guidance, seeking self-esteem boosts or instant self-satisfaction.
- Law-abiding citizens are not as exciting as rioters,
- Spectators created difficulties for clearing the riot site, and lack of pride in citizens caused the wrong mentality.
- Public media immediately started a witch hunt on facebook- furthering the questions of sociological impact.
- Build-up of pre-riot hysteria a factor, and the resulting hysterical, assumption-filled news coverage.
- Youth getting involved because of the widespread support for lawlessness, for "cheap thrills"
- Segregation between citizens and government needs to be abolished.
- Engagement of young people in society and the rectification of the lack of morality.
- Young people need to take situations more seriously.
- Adrenaline rush-excitement, and the media coverage of adrenaline.
- Consequences of riot needs to be educated in schools; maybe some kind of mentor-ship system in curriculum implemented.
- "I couldn't get out – too many people"
- "I wasn't allowed to go"
- "I never experienced such a thing, I was really curious... I didn't know what was going on"
- "I watched everything on TV"
- "Perhaps everything would have been different if we had won"
- "You can see that people wanted to feel alive, there was a sense of reward... I saw a lot of people unhappy... it is a reflection of deep seated sociological issues... feelings of alienation, lack of sense of pride... we can't just be consumers in our society we need to care about our neighbourhood... the roles of people in society have eroded historically... our city needs to be more than a place to buy stuff"
- "Families stayed at the grad celebration at the Orpheum for a couple of hours"
- "I was really curious"
- "There were different kinds of people there... spectators, investigators, and participants in the riots... what people didn't understand is that spectators also added to the problem"
- "I am glad that the police protected the people instead of being concerned about property damage"
- "Maybe we are not as engaged with our city... we may not have enough pride in where we live"

MOB MENTALITY

- Cities have had riots after win as well as losing.
- Mob enjoys rioting, energy is feed off each other in the crowd.

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix F

- Alcohol and drugs have taken a huge role in riots. (control through store hours and limited the number of commercials for alcohol. It should also be noted that alcohol causes people to act irrationally, causing unpredictable situations.
- Anger from something else and hockey loss: the matchbox effect.
- Irresponsible journalism.
- People feel safe; that they could get away with anything in a riot situation.
- Prevention starts from education. Learning from the past is important ('94 riots). Media also needs to stop feeding covers that fuel riots.
- There is glamour in being a rioter. Violence is glamorized through violent videogames and the public becomes desensitized to violence.
- Reverse mob-mentality escalates online through simulated têtê-têtê arguments. Can be even more dangerous than the riot itself.
- High emotion running through the crowd pumping everybody up.
- Demographics are different for each situation: families can cause an Olympic-like atmosphere, whereas young men between 18-24 wearing Canucks jerseys can cause a completely different atmosphere.
- Redirecting frustration shown by rioters with healthy alternatives (setting up better systems for sports or setting up more therapists to help relieve the angst)
- There was almost an expectation for a riot due to the '94 riot.
- The audience, and the social media. might have been a motivation for rioters.
- We need to act fast to educate for future situations, as we will continue having situations like these, as children often take on a "John see-John do" sort of mentality.
- It was clearly not about hockey. It was an excuse for people get angry.
- Should this community work to prepare or prevent future situations?
- How are '94 and '11 different?
- We should not split into two definite sides. Approach this situation with understanding so that the rioters may have a healthier and less destructive way to express their anger.
- "Found disturbing that some people were reveling in chaos, it seemed that they found a sense of meaning at that moment because they were enjoying themselves... it is like a perverse high... perhaps people are lacking meaning in their lives"
- "If you were standing around watching... you were adding to it"
- "The first few minutes you get frozen but it is history in the making... people didn't know what to do"
- "I don't think closing the liquor stores made a difference – sports and alcohol go together and people plan better and bars are selling it as well as making money off it"
- "Canucks is the only thing that generation that much excitement for a large group of people"
- "Testosterone, constant advertising, and alcohol set the tone... the media played a significant role in setting an expectation of a riot... it was irresponsible journalism, they glamorize '94 so the expectation of a riot was always there"
- "Isn't this what we were supposed to do? Because we did it in '94 people were angry"
- "Most people know what is right and wrong... it is hard to education people for these kinds of things"
- "Media glamorizes being a rioters... and violence in general... people feed off the environment and all the emotion"
- "We are excluding individuals with our reaction, it is dangerous because hatred escalates"
- "When I was there it was hard to snap out of it... you can see it that peole were taking it too far, but what are you supposed to do? Maybe we need more events like this to know what to do"

- "What was the difference between the Olympics and Game 7? It was a different demographic it was a totally different vibe... families vs. young people"

POST-RIOT

- We should try to understand rioters and figure out root societal causes. Community services should help rioters re-engage with society. Also, restorative justice needs to play a role- not all rioters are criminals; in fact, someone who goes to jail for minor crimes can come out as an even worse-hardened criminal.

- Education should maybe be reinforced for adults in riots as well.

- Utilizing counselling, having dialogue with rioters and asking them why. We need to understand them to prevent this from happening again. Rioters aren't all bad people.

- ACTION ITEMS

- restorative justice

- community service

- learning from victims and perpetrators.

- education system place importance on nurturing, forgiveness and civility,

- Facebook page and social media to document healing-justice aftermath. A chance to clear names and move on

- Only the negative outcomes were talked of; perhaps we should talk about the positive things that came out of it and treasure that.

- Riot was highly anticipated. The city should have known and provided more police from earlier on in the night.

- Maybe the youth just wanted their voices to be heard, or perhaps get attention from the city, community, etc. Youth engagement policies maybe need to target a wider audience of youth?

- "Our community needs counseling... reintegration of the rioters into the community... there is still a lot of anger"

- "We need to use restorative justice to understand why people did it... there has to be trust to talk to rioters"

- "The rioters are all over Facebook... we can give them a chance to make it up to businesses"

- "There is a lot of good stuff happening; we need to document this healing process and promote a sense of pride in Vancouver"

Credits to: Lanny Libby (Social Policy) for quotations

ER visits due to alcohol intoxication at St. Paul's Hospital and Vancouver General Hospital

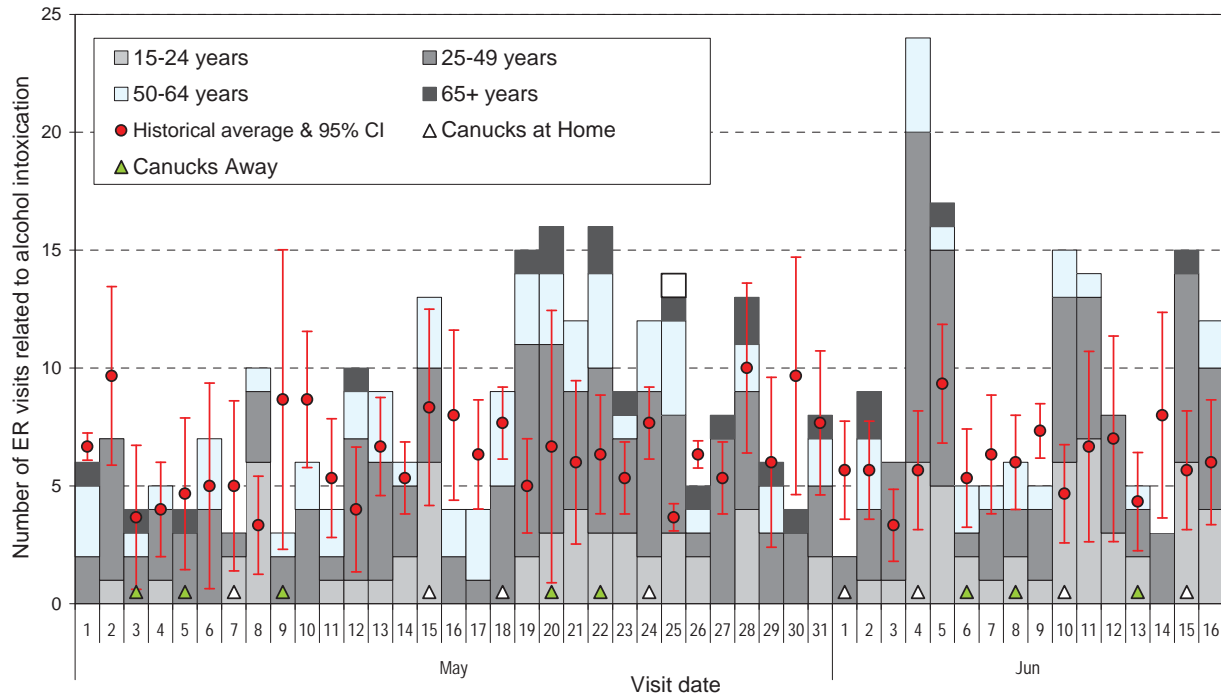
Visit Date	Total Number of ALL Visits			Female Visits for Alcohol Intoxication				Male Visits for Alcohol Intoxication			
	Number of visits	Mean age	Range	Number of visits	% Among Total Visits	Mean age	Age Range	Number of visits	% Among Total Visits	Mean age	Age Range
01/06/2011 and 02/06/2011	837	48	2 - 99	3	0.4	48	19 - 80	7	0.8	50	30 - 69
04/06/2011 and 05/06/2011	879	46	1 - 101	18	2.0	28	16 - 48	22	2.5	40	22 - 76
06/06/2011 and 07/06/2011	843	49	1 - 97	1	0.1	53	53 - 53	8	0.9	39	19 - 58
08/06/2011 and 09/06/2011	876	48	2 - 101	3	0.3	31	16 - 56	7	0.8	44	20 - 59
10/06/2011 and 11/06/2011	873	47	0 - 99	12	1.4	32	17 - 63	17	1.9	32	16 - 62
13/06/2011 and 14/06/2011	861	48	14 - 141	2	0.2	35	28 - 41	6	0.7	34	18 - 54
15/06/2011 and 16/06/2011	843	45	1 - 96	8	0.9	28	20 - 50	18	2.1	35	17 - 77

ER visits due to assaults at St. Paul's Hospital and Vancouver General Hospital

Visit Date	Total Number of ALL Visits			Female Visits for Assaults				Male Visits for Assaults			
	Number of visits	Mean age	Range	Number of visits	% Among Total Visits	Mean age	Age Range	Number of visits	% Among Total Visits	Mean age	Age Range
01/06/2011 and 02/06/2011	837	48	2 - 99	3	0.4	29	18 - 40	5	0.6	42	24 - 61
04/06/2011 and 05/06/2011	879	46	1 - 101	9	1.0	40	15 - 58	20	2.3	28	19 - 58
06/06/2011 and 07/06/2011	843	49	1 - 97	5	0.6	32	15 - 48	6	0.7	24	18 - 32
08/06/2011 and 09/06/2011	876	48	2 - 101	2	0.2	21	14 - 28	12	1.4	41	19 - 84
10/06/2011 and 11/06/2011	873	47	0 - 99	3	0.3	39	31 - 45	18	2.1	30	17 - 64
13/06/2011 and 14/06/2011	861	48	14 - 141	2	0.2	40	33 - 47	3	0.3	35	24 - 41
15/06/2011 and 16/06/2011	843	45	1 - 96	2	0.2	26	20 - 32	29	3.4	30	18 - 53

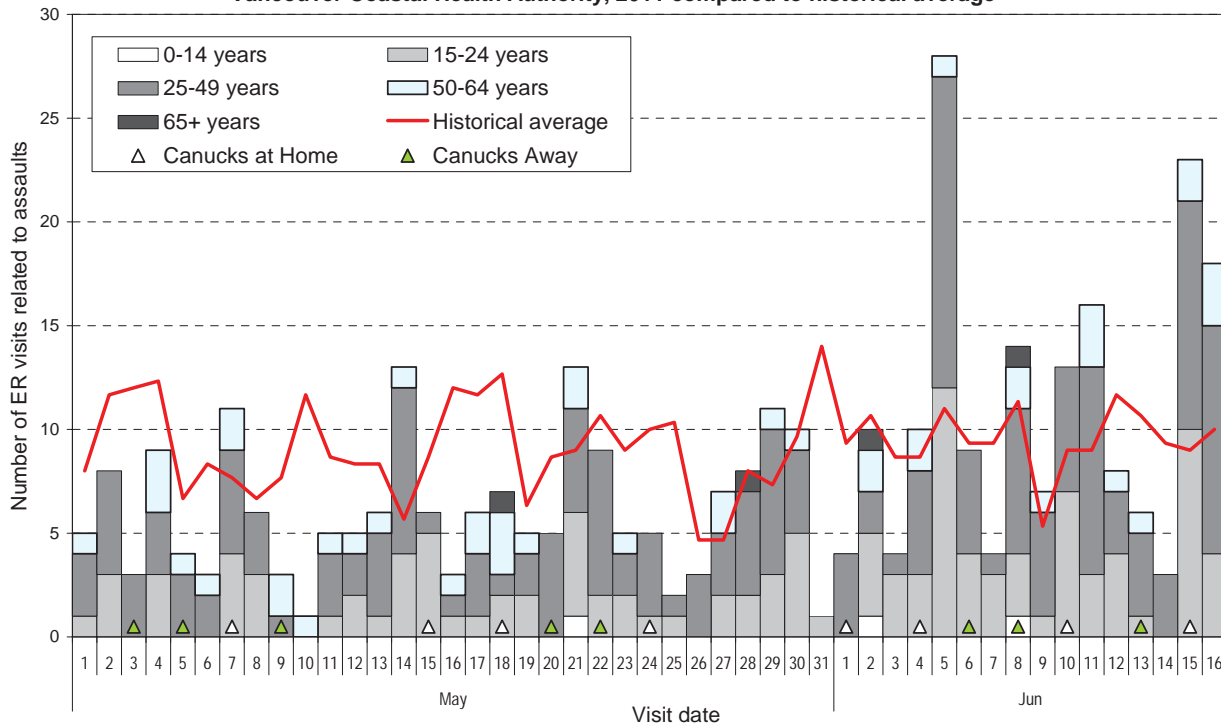
COV Stanley Cup Riot - Internal Review - Appendix A - Part 2 Appendix G

Number of ER visits related to alcohol intoxication* by age group and visit date.
Vancouver Coastal Health Authority, 2011 compared to historical average and 95% confidence limits[†]



*Alcohol intoxication related visits are monitored through ICD-9 codes 291, 303, 305, 305.0, 357.5, 425.5, 535.3, 571.0-571.3, 760.71, 790.3 and a keyword search where alcohol related terms are indicated in presenting complaint, discharge diagnosis and other related fields. [†]Includes data since 2008.
 Source: Emergency Department visits from CareCast System (Richmond Hospital, UBC Hospital, Vancouver General Hospital), Eclipsys System (Mount Saint Joseph Hospital, St. Paul's Hospital) and McKesson System (Lions Gate Hospital, Pemberton Health Centre, Squamish General Hospital, Whistler Health Care Centre).
 Prepared by: Vancouver Coastal Health, Public Health Surveillance Unit.

Number of ER visits related to assaults* by age group and visit date.
Vancouver Coastal Health Authority, 2011 compared to historical average[†]



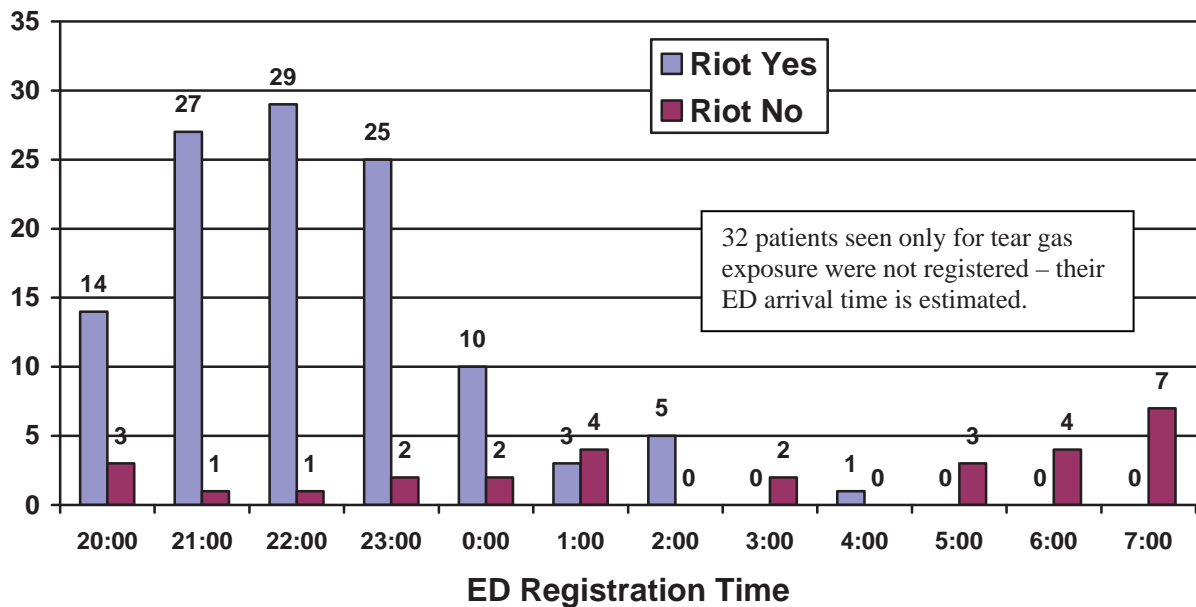
*Assault related visits are monitored through ICD-9 codes E960-E968. [†]Includes data since 2008.
 Source: Emergency Department Visits from CareCast System (Richmond Hospital, UBC Hospital, Vancouver General Hospital), Eclipsys System (Mount Saint Joseph Hospital, St. Paul's Hospital) and McKesson System (Lions Gate Hospital, Pemberton Health Centre, Squamish General Hospital, Whistler Health Care Centre).
 Prepared by: Vancouver Coastal Health, Public Health Surveillance Unit.

Stanley Cup Riot Emergency Department Visits
St. Paul's Hospital
June 15th & 16th, 2011

Source: Providence Health Care ED Date Mart
Data compiled by: Dr. Eric Grafstein, Daniel Daly-Grafstein
Compiled for: Doug Keefe, John Furlong
Date completed: August 12, 2011

1. Patients Seen at St. Paul's ED June 15/16

Emergency department charts were reviewed for all patients seen at St. Paul's Hospital from 20:00 (8 pm) the evening of June 15, 2011 to 08:00 the morning of June 16, 2011. Of 144 patients seen, 114 (80%) were riot-related and 29 were unrelated to the riot.



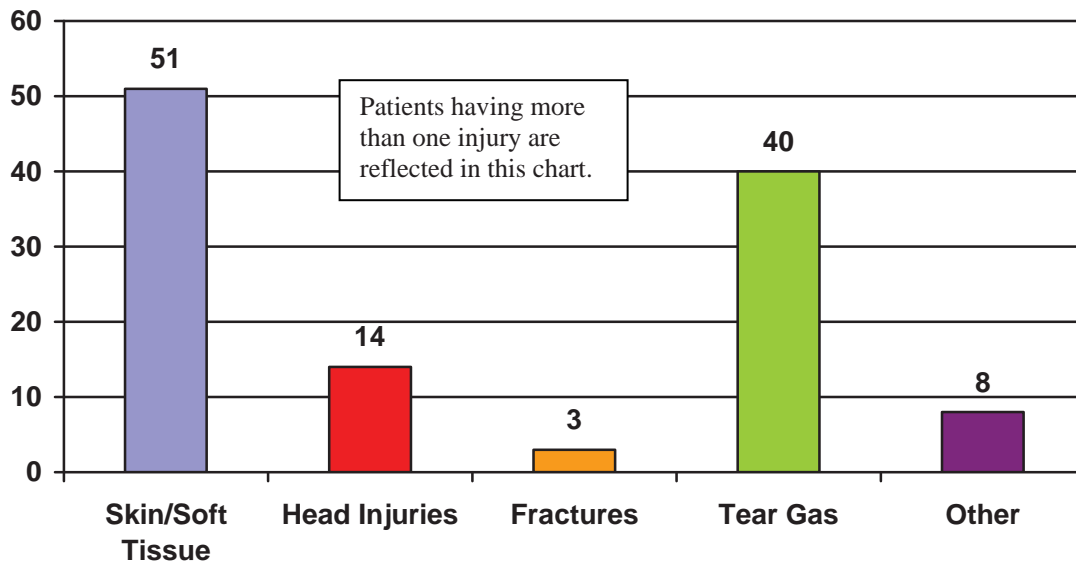
2. Riot-Related Patients with Documented Alcohol Consumption

Alcohol use – Yes	43
Alcohol use – Not documented, but possible	37
Alcohol use – No	34
Total	114

Of the 114 riot-related patients, 43 (37.7%) had documented alcohol consumption on their charts. For another 37, alcohol consumption was not documented but considered likely. Therefore total percentage of riot-related patients with alcohol consumption ranged from 37.7%-70.2%.

3. Nature of Patient Injuries

The chart below shows the nature of the patient injuries for the 114 riot-related patients. The total is greater than 114 as some patients had more than one injury. The largest group were skin and soft tissue injuries; most of these were lacerations requiring suturing. Of the 40 patients with tear gas exposure, most were not registered and required only decontamination in the ED parking lot (i.e. rinsing of the skin and/or mucous membranes). All of the 14 patients with head injuries were minor and did not require admission.



Admission Data:

Only two riot-associated patients required hospital admission. Both had fractures:

- Patient with leg and jaw fractures
- Patient with facial bone fracture

Neither of these patients had injuries due to police contact.

The remaining 112 riot-associated patients were discharged from the ED.

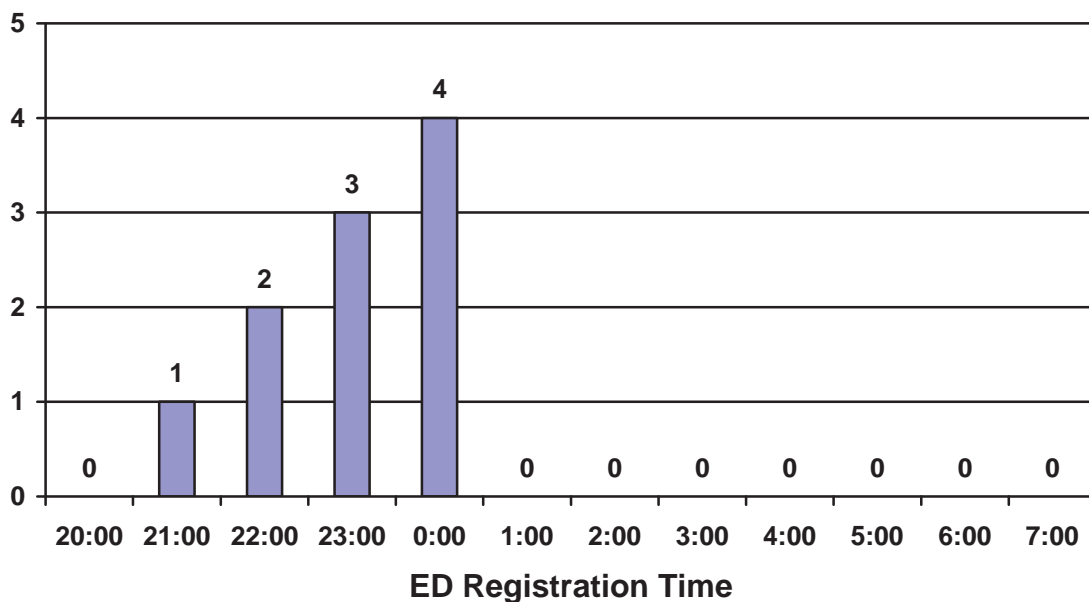
4. Police-Related Injuries

Excluding those patients seen only for tear gas exposure, only 10 of the 114 patients (9%) seen had injuries that occurred as a result of contact with police or police action. To summarize these cases:

- 6/10 had lacerations, of which 5 required sutures
- 2/10 had injuries from flash bombs, one a burn and one testicular trauma
- 1/10 had a concussion
- 1/10 had an animal bite (police dog bite)

None of these 10 patients required admission to hospital. 8/10 had documented alcohol consumption. 3/10 had tear gas exposure as well as their injuries. Age range of the 10 patients was 15-48 years; 9/10 were under 30 years of age.

The chart below shows the times when these 10 patients were registered.



In addition to these 10 patients, there were 37 additional patients seen only for tear gas exposures. If these are considered police-related injuries, the total number of patients seen for police related injuries was 47 (41%).

The majority of patients seen as a result of the riot had injuries unrelated to police actions.

Summary:

- 114 patients with riot-related injuries were seen at St. Paul's Hospital from 8 pm the evening of June 15, 2011 until 8 am June 16.
- Between 37.7-70.2% of these patients had evidence of alcohol consumption or intoxication in addition to their other injuries.
- The most common reasons for ED visits were skin and soft tissue injuries (most were lacerations) and tear gas exposure requiring decontamination.
- Excluding those patients with tear gas exposure, only 10 of 114 patients had injuries that occurred as a result of police contact or police actions.
- Only 2 patients required admission, for management of bone fractures; neither had injuries caused by police.

Conclusions:

Most patients seen at St. Paul's Hospital the night of the Stanley Cup riot had minor injuries. Very few sustained injuries as a result of police actions. Alcohol consumption was noted for a large percentage of patients treated.



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Safe Havens: The Role of Pubs, Bars, and Restaurants During the Game 7 Riot on June 15th

INTRODUCTION

To say the events of the post-Stanley Cup Final riot in Vancouver were devastating is to many an understatement. For the days and weeks that followed, Vancouverites struggled not only to dust themselves off and clean up from the destructive events of June 15th, but also to understand why and how it happened.

Small businesses owners, including those who own the City's bars, pubs and clubs, were both personally and professionally affected by the riots. As people who have worked so hard and invested so much into helping Vancouver grow into the world class city it has become, we are, just as the overwhelming majority of citizens, determined to do whatever we can so that this kind of incident will not happen in our City again.

As such, the Alliance of Beverage Licensees of British Columbia (ABLE BC) decided to get together with BARWATCH and the Hospitality Vancouver Association to undertake our own review of the events of June 15th to better understand what role our Liquor Primary establishments played that day.

Together, our three organizations set-up a Task Force to undertake the review. The Task Force was Chaired by ABLE BC Director and Lennox Pub owner Dave Crown, and included Jeff Donnelly, President of The Donnelly Group and Dave Kershaw, Principal of Sea to Sky Group.

The Task Force determined that the review would take a two-pronged approach to gathering information from our members:



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1. An email survey of all bar, pub, and night club (Liquor Primary) owners on the Vancouver peninsula to seek their input and data as to their experiences both on a retail and on a crowd control level for the events of June 15th; and,
2. Undertaking the organization of a half-day roundtable to allow all interested members to provide their input personally.

In all, more than 33 individuals took part in the process, representing 42 percent of the Liquor Primary establishments in the downtown core.

The rest of this report is organized into three sections.

SECTION 1: FROM CELEBRATION TO FEAR

We reviewed the experiences and views of the bar owners and their staff during the riot, including the behaviour of their patrons, how they handled the events, and their interactions with the police.

SECTION 2: OVERVIEW OF THE SURVEY AND ROUNDTABLE

In the second, we will present the facts and figures collected through our email survey and roundtable discussion, including information about the amounts of food and alcohol consumed, as well as number of patrons and reporting of any incidents inside or involving our businesses.

CONCLUSION:

Lastly, in the conclusion, we will present the final observations from our establishments.



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SECTION 1: FROM CELEBRATION TO FEAR

In the last round of the Stanley Cup play-offs, our establishments were full to capacity for almost every game. As such, it was no surprise to anyone that, for game 7 of the championship run, many of the most popular pubs and bars for watching sports downtown experienced patrons arriving earlier than normal, looking to watch the grand finale with friends.

Operationally, we understood that the high “demand” for space in our bars and pubs would require extra staffing for both service and security. We knew our staff – most of whom were veterans of the crowds experienced during the Olympics – were well-prepared for every eventuality. Many establishments hired extra security and talked to staff about what could happen if the Canucks lost.

“Looking back, the safest place to be that night was in a bar!”

For many of us, the patrons who showed up that day were of a slightly different demographic than our usual clientele. These were people who had the ability to take the day off in the middle of the week to hold a table. Staff commented that overall they were older, more professional (many wearing jerseys over dress shirts), and there were more women in our bars that day.

“One of the unique aspects of the clientele was the need for planning out your day and seeking out a single establishment to watch the game at, something not generally associated with the reckless rioters. Our customers that night were mainly in the 30+ age demographic.”

While some showed up earlier, the majority of the crowds arrived just before or around the lunch hour. As you will see in the next section, our food sales were substantial that day, as most people ate lunch and continued to snack throughout the day and during the game.



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Of perhaps even greater interest, even though most people ended up spending six to eight hours at our establishments on the day of game 7, our alcohol sales were actually substantially below sales for other marquee sporting events. We sold more alcohol during game 5 of the series, and substantially more on the Sunday of the Olympic Gold Medal hockey game.

“The line-up started at 9 am, but we didn’t open until Noon. Initially we only let people in who actually had tickets to the game. Still, it was clear that everyone else was here early just to get a seat and watch the game with friends, not to drink and then hit the streets during the game.”

Virtually all of the establishments who participated have reported that they were at 100 percent capacity for game 7 and, as noted, that capacity was reached fairly early in the day and held until the game ended.

“While the room filled early, most people were very conscious of pacing themselves and stretching out their dollars while preserving their viewing space.”

Our security people spent most of the day managing line-ups waiting for space to become available when some people left to go to the game, but for the most part the turn-over was minimal. They noted, however, that overall patrons were particularly well-behaved, and there were actually far fewer incidents of concern than an average weekend evening.

“Our customers on Granville Street were fairly well-behaved during the games, and we posted excellent sales during Game 7. There was no such exodus of customers to participate in the riots... Many Game 7 patrons expressed disgust at those coming from elsewhere entering the downtown area explicitly for the riots.”



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FOR A RESPONSIBLE LIQUOR INDUSTRY

In fact, there was not one write-up by the police for any of our establishments during that day.

After the second period, when it was clear to many that sadly our Canucks would fail to bring home the Cup, there started to be something of an exodus of people who decided to beat the crowds and go home after a long and disappointing day. At this point, we had decided not to allow new people in to watch the end of the game, and instead focus managing the end of a particularly long day.

While the disappointment of fans after a long season and heart-breaking loss was palpable after the game ended, there was no evidence of violence or move of the crowds to leave the bar and act out. In fact, most establishments reported that they lost few people once the riots started.

“Our sales were phenomenal during Game 7, as was Game 5 and the Gold Medal Game, but nothing out of the ordinary compared to any regular Saturday’s business. We can control what happens in our own establishments but not what is occurring on the streets. What stood out with Game 7 was the consistency of customers throughout the day, rather than people bar-hopping to several establishments. Our customers, being there for 6 or 7 hours, people are exhausted and not prepared to go out and riot after.”

“It was clear from the start that the demographic that was in the bars wasn’t the demographic rioting.”

In the bars and pubs, which were outside of the areas affected by the rioting, our patrons and staff watched the events unfold as the majority of people did – on TV. For those establishments in the midst of where the riots began, the shock and fear everyone else experienced virtually was obviously much more real and dangerous.



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FOR A RESPONSIBLE LIQUOR INDUSTRY

“The primary focus of the staff was to ensure the safety of its own patrons. This was done by closing the front doors to ensure none of the street activity could flow into the premise. Staff kept the patrons calm and prevented anyone from leaving the club through the front doors and into the crowd on Granville Street. As there was no trouble inside, it was felt that the best option was to continue operations and allow people to leave in an orderly basis at their own pace rather than clearing the building and putting more people out on the street and in harm’s way. The rear exits were used to avoid entry onto Granville Street. No entry was allowed after the doors closed. At 11:00 pm the operations ended and the room was cleared with no problems.”

Our staff focused on ensuring everyone was safe, assisting those leaving to find their way home safely, and prevented patrons from exiting directly into the destructive crowds. They took direction from and assisted police and emergency crews as warranted or requested.

“We helped a number of families & elderly people who were overwhelmed by the crowds outside get to safety through government entrance/exit. The police/VPD thanked us for assisting them in this manner.”

“All exits to both the restaurant and hotel were locked as instructed by the VPD Riot Squad to ensure patron and general public’s safety.”

“We provided a safe environment for any people/staff during the riot. Security and managers kept patrons away from all hotel windows. We assisted nearby officers with water for any injured.”

In many places where the action was heated, our bars and pubs became “safe havens” for innocent bystanders looking for a place to hide until it was okay to try and get home.



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FOR A RESPONSIBLE LIQUOR INDUSTRY

"We moved people away from the doors and windows and slowly moved them upstairs. They could stay as long as they wanted, until things calmed down outside."

"We closed our doors when the trouble started. We allowed people to stay inside and leave once everything settled down."

"... we saw the tear gas. We executed the plan which was to tell the lineups to disperse and why they had to. Then we brought in the stanchions and the fencing and promptly closed the doors. Just then the tear gas started seeping under the door which we sealed with wet rags and duct tape. We made the back door the only exit door and no one was allowed to reenter."

"Patrons only left when tear gas and smoke began to seep into the bar."

In several cases, our staff actually intervened to stop some of the mindless destruction from taking place or to assist people not on our premises who were under attack.

"Staff were instructed to ask patrons to disperse peacefully and go home. Door staff escorted a group of women to their front door of their apartment."

"We rescued one person who was being chased by two men with balaclavas. Later we pulled in a person wearing a Boston jersey from a crowd that were threatening him."

"The nearest establishment in our group kept people inside in order to keep them safe, and patrons did not participate in the riots. The amount of positive feedback from the 200+ customers we had that night was enormous, many people were grateful and expressed the gratitude in writing."



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In the days that followed, we were humbled by the emails and notes people sent us to thank our staff for their assistance that night. We are extremely proud of the role our staff played in keeping people safe and helping where they could in an extremely difficult and dangerous situation.

Email from a patron:

*From: Adrian L
Sent: June 16, 2011 11:22 PM
Subject: Thank you*

“Hey I was in the pub yesterday for the game and the ensuing chaos that happened outside. I just want to say THANK YOU to all the bouncers and staff who did an incredible job of keeping everyone safe, closing the blinds, encouraging people not to go outside, clearing the shelves at the side bar, it really was a top class effort and I hope none of your staff were in any way hurt or injured....//

Thank you again for going above and beyond to protect and keep everyone safe. I’m looking forward to coming back and thanking your staff in person next time I’m downtown.”

SECTION 2: OVERVIEW OF THE SURVEY AND ROUNDTABLE

Despite the short time frame we gave our collective membership to attend the roundtable (36 hours notice) and provide a written response to our survey (5 days) we were encouraged by the number of downtown establishments that responded to our request for input. Our efforts were focused on downtown Liquor Primary establishments and we received 18 written responses along with 15 participants attending the roundtable.

To be able to properly assess what happened the night of the riot we compared game 7 with game 5 and the 2010 Gold Medal Men’s hockey final. We asked our members about:



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FOR A RESPONSIBLE LIQUOR INDUSTRY

- capacity
- liquor sales
- food sales
- total off-sales sold (if applicable)
- hours of operations
- liquor inspectors entering establishments
- if establishments received any contravention notices
- timelines for when patrons left establishments
- if police were called to establishments
- any steps establishments took to mitigate the riot
- any help or interventions establishments and their staff took to help Vancouverites

Capacity:

The vast majority of establishments were at 100 percent capacity in game 7, game 5 and the Gold Medal game.

In-house liquor sales:

The majority of establishments for game 7 in-house liquor sales were below sales for game 5 and the Gold Medal game. For the majority of establishments the Gold Medal game had liquor sales that were 50 percent more or in some cases twice the level of game 7.

Food sales:

Respondents reported particularly strong food sales on the day of game 7 which may be attributed to the significant length of time patrons remained at our



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FOR A RESPONSIBLE LIQUOR INDUSTRY

establishments. Many respondents reported experiencing significantly more food sales than for comparative evenings and in compared to alcohol sales.

Off-sales:

Only three establishments reported off-sales during the three days that were surveyed. Sales were higher for game 7 compared to game 5 but were on average 40 percent of sales for the Gold Medal game.

Liquor Inspector from the Liquor Control and Licensing Branch entering the establishment:

Only two establishments reported having an inspector enter their establishment on the day of game 7.

Establishments receiving any contravention notices:

No respondents reported receiving a contravention notice during the three days surveyed (Gold medal game, game 5 or game 7).

Trends related to timelines of patrons leaving establishments:

Most establishments, especially those close to the rioting, shut their doors, kept patrons informed of what the police were telling security and let people leave when it was deemed safe to do so. Many establishments reported keeping patrons inside while rioting was happening.

Police being called to establishments on game 7 as a result of problems occurring:

To the best of our knowledge, there were no calls for police assistance from our establishments or patrons.



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CONCLUSION:

The game 7 riot has left a lot of questions surrounding why it happened and who is to blame. Our industry commends the VPD, other first responders, governments and effected businesses for their efforts that evening, the clean-up and we now look at how we prevent this from happening again.

We remain committed to providing our patrons with a safe, responsible environment to cheer on our teams. Many have commented on the fact that those who participated in the riot were fueled by excess alcohol in their system. We don't challenge this assertion, but based on our review and discussions with others we do not believe our establishments contributed to or further inflamed the situation.

If anything, our review suggests that, because we were well-staffed and our staff were well trained, the bars and pubs in the downtown core did everything they could to assure people were safe and to restore order.

Our establishments were as full during games 5 and 7 of the series and the Gold Medal Game. However, our liquor sales were dramatically lower for game 7.

As well, we encouraged our patrons to remain in our establishments after the game, and our staff went above and beyond to secure not just our property but to be of assistance as necessary within the vicinity.

"If all the people contained in downtown Vancouver's restaurants, pubs, and bars had been turned away, there may have been over 25 000 more people there."

We had good dialogue with the VPD while the riot was going on and tried to be supportive of first responders as they helped our city deal with this crisis.



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FOR A RESPONSIBLE LIQUOR INDUSTRY

To summarize we found six key points were true for all of our properties:

- Liquor sales for game 7 were below sales of game 5 and well below the Gold Medal Game. Food sales for game 7 were above game 5 and the Gold Medal Game.
- The patrons in our establishments during game 7 were older than they usually are. The demographic was far more balanced in terms of gender, and consisted of those in their mid-30s and older.
- We found establishments were well prepared to handle the maximum capacity sized crowds and had extra security where required.
- The majority of patrons did not spill into the streets once game 7 ended, and our staff actually prevented people from exiting until the streets were safe and the riot had been contained. In some cases, patrons only left the establishments when tear gas and smoke started seeping into the premises.
- There was a solid working relationship with the VPD once the riot started.
- Throughout the day, there were no incidents that required police assistance at any of our establishments.

We appreciate you taking the time to review our findings and we look forward to working with governments, police and others to ensure Vancouver continues to host safe and fun events in the future. Hopefully by working together, we can ensure that a riot never happens again.

**City of Vancouver
Media Releases Related to 2011 Stanley Cup**

Issue Date	Document	Headline	Context/Messaging
May 13, 2011	Info bulletin	City to Close Hamilton for fans to watch Canucks game on CBC Vancouver's outdoor screen	1 st partnership event with CBC. City agreed to close road as crowds started to overwhelm site and flow into the street. Purpose of IB was to let motorists know about street closure as well as tell the public about the fun, family viewing, face painting and music event at CBC.
May 20, 2011	Info bulletin	Bring a chair to enjoy the game	City continuing partnership with CBC. Fans encouraged to bring a chair - this message to help address seating shortfall; food vendors in place. City will continue partnership for rest of Western Conference final; if team moves to final, we will continue CBC partnership and explore ways to expand outdoor viewing.
May 31, 2011	News release	Family friendly fun for Canuck games; City expands viewing partnership with CBC	Partnerships expands to 2 Fan Zones - Granville & Hamilton. First messaging around liquor. VPD chief says leave liquor at home - officers focused on keeping people safe. Mayor cites excitement and anticipation; says we want to ensure celebrations are family friendly, fun and safe for everyone. CBC BC Director speaks to partnership; 2 nd Fan Zone doubles viewing space.
June 5, 2011	News release	Canucks viewing moves to Georgia; screens on Georgia & Hamilton	NR announces bigger & better viewing space; tremendous success of Fan Zone on Hamilton made closure of Georgia necessary. Moved away from family friendly message. Mayor said crowds telling us they want to celebrate; we have to ensure people coming Downtown have a safe place that is large enough. Safety messaging pushed. VPD chief: officers doing meet & greet - want to ensure people coming into city have safe experience. Liquor messaging stressed: Leave it at home or go to establishment; officer enforcing liquor. Introduced transit info/options. Crowd levels approaching Olympic sizes.
June 8, 2011	News release	Expanded fan zones back today; Georgia to close at 2 p.m.	Zones are hug hit - in place again for hockey enthusiasts to cheer on Game 4. Mayor said people telling us how much they enjoy larger zones; have a fun, safe time together. Messaging introduced re security check points and VPD there to ensure event alcohol free. Leave alcohol at home. VPD Chief: Officers out to meet and greet. Transit suggestions. Garbage introduced - bins increased - please toss litter.

COV Stanley Cup Riot - Internal Review - Appendix A - Part 2

Appendix I

June 9, 2011	News release	Large crowds expected to cheer Canucks; Georgia to close at noon	Largest crowds of series expected; crews getting Georgia Fan Zone ready. Mayor says we continue to hear how fans enjoy outdoor experience watching with friends, fans and fellow hockey enthusiasts; excitement continues to building - we want fans to have a fun safe time. More detail on potties, sanitation and transit options for hockey and theatre. Safety and access to/from area key themes.
June 13, 2011	News release	City prepares for Game 6 Fan Zone fun	Hope today is the day the team wins the Cup. Mayor: Fan Zones a big hit; we want to keep positive celebrations going - keep the party fun, positive and respectful. Emphasis/detail on Fan Zone entry points, presence of security and VPD - liquor free. More potties, extra sanitation bins, please don't litter.
June 15, 2011	News release	Fans urged to celebrate safely and responsibly	Game 7. Crews will close streets; Mayor: excitement off the charts; atmosphere in the City is electric. We want fans to have fun time and celebrate responsibly. Safety key push. Details on TV locations etc. VPD and security at Fan Zone entry points - liquor free. Sanitation & transit emphasized.

MEDIA HEADLINES
PRIOR TO STANLEY CUP FINAL GAME ON JUNE 15
(Scan from May 1 - June 15, 2011)

May 11, 2011

Is Canucks party a risk? VANCOUVER/CKNW(AM980)

May 13, 2011

Vancouver unveils plans for official Canucks celebration CTVbc.ca

Vancouver closes street for CBC's Canucks street party CBC News

May 15, 2011

Canuck fans GLOBAL NEWS

May 16, 2011

A city goes crazy for the Canucks Globe and Mail

Rain or shine, hockey fans rejoice The Province

Fans flock to Commodore for Game 1 Vancouver Sun

City to close Hamilton for fans to watch Canucks game World Journal

May 17, 2011

Economic impact of dreary weather and the Canucks GLOBAL NEWS

Canucks outdoor parties to continue VANCOUVER/CKNW AM 980

May 18, 2011

Canucks run brings bigger restaurant/bar boom than Olympics VANCOUVER (NEWS1130)

May 19, 2011

Streets empty when Canucks play The Province

May 23, 2011

Stanley Cup Playoffs CTV NEWS

Will Rogers Arena open when the team is on the road for Stanley Cup Playoffs CTV NEWS

Stanley Cup Street Party shaping up GLOBAL NEWS

Stanley Cup street party shaping up CTV NEWS

Vancouver police to boost playoff presence CBC News

Rogers Arena could show Canucks away games Vancouver Sun

May 24, 2011

City looking for bigger places for fans to watch games - Ming Pao

May 26, 2011

Canuck's Canada's Team GLOBAL NEWS

Feeding fan fever CBC NEWS

Vancouver police say they are ready for playoff crowds Globe and Mail

City set to party, but not like 1994 Vancouver Sun

Chief Chu hoping for Canucks' sweep The Province

Hockey fans ready for a party 24 HOURS

Let's get this party started: Surrey to host Canucks celebrations Surrey North Delta Leader

Cup Final schedule not designed for most Canuck fans VANCOUVER(NEWS1130)

Stanley Cup Final schedule VANCOUVER (NEWS1130)

May 27, 2011

Final dates put plans in motion The Province

May 28, 2011

Canucks fan zones popping up in a B.C. city near you The Province

May 29, 2011

Quest for the cup CTV NEWS

The Canucks, the Stanley Cup and the mayor's wager GLOBAL NEWS

Cheer for Canucks close to home; Community celebration sites being established for hockey fans around Lower Mainland The Province

More TV screens to go up downtown during Stanley Cup final The Province

Vancouver's tortured past with the Stanley Cup may be ending say experts The Canadian Press

Mayor wants your Stanley Cup wager ideas VANCOUVER (NEWS1130)

May 30, 2011

Canucks party zone CTV NEWS

City getting caught up in Stanley Cup fever; Mayor confirms plans for more TVs downtown The Province

Game-night crowds will be catalyst for a boost in bus numbers The Province

Mayor seeks wager for Lord Stanley's Cup 24 HOURS

City on top of policing game 24HOURS

Mayor says they won't riot QMI AGENCY

City of Vancouver finalizing plans for Stanley Cup Finals celebrations Vancouver/CKNW (AM980)

May 31, 2011

Prepping for Canucks Game GLOBAL NEWS

Quest for the cup CTV NEWS

Mayor's wagers CTV NEWS

Premier and governor wager & quest fore the cup CTV NEWS

Canucks prep CBC NEWS

Riot repeat? CBC NEWS

Fan traditions CBC NEWS

City set to party, but not like 1994 Vancouver Sun

Canucks fans get second outdoor viewing area in Vancouver Vancouver Sun

Boston's mayor balks at Spandex bet on Stanley Cup final Vancouver Sun

Truck-mounted screens to show Stanley Cup games downtown The Province

Vancouverites more excited about Canucks' run than Olympics: poll VANCOUVER Province

Canucks fans can watch on big screen The Daily News

Two public viewing areas finalized for the Stanley Cup finals Vancouver/CKNW(AM980)

Where you can watch the game outside News1130

June 1, 2011

Street screens to show games Globe and Mail

Hockey-mad city to become a ghost city Globe and Mail

Game fever surpasses pre-Olympic hype; Eight in 10 British Columbians excited about the Stanley Cup Final Vancouver Sun

At the risk of repeating ourselves: Go Canucks Go Vancouver Sun

There's no excuse to miss a moment Vancouver Sun

Cheer, jeer with the crowd; Join fans on the streets to watch the Canucks battle it out on giant screens The Province

Cheer, jeer with the crowd The Province

Watch Cup on city's big screens: Mayor METRO VANCOUVER

Canucks tickets fetch big money on open market Vancouver Courier

Politicians poke check schedule Langley Times

Surprise - Stanley Cup Final tickets sell out within minutes 24 HOURS

Superstitious mayor won't mess with success; Canucks Day put off to avoid jinxing run World Journal

Game day! Canucks host Boston in Game 1 of Stanley Cup Final VANCOUVER (NEWS1130)

June 2, 2011

Cup quest costs CBC NEWS

Quest for the cup CTV NEWS

After the celebration CBC NEWS

Policing Canuck crowds GLOBAL NEWS

Canucks take jaw-dropper; The Stanley Cup is the Holy Grail of hockey, more famous than the players and coaches who strive for it and revere it Globe and Mail

Fans only cause minor trouble, leave heaps of garbage ctvbc.ca

Salmon vs. chowder - the bets are on Globe and Mail

Politicians enjoy a little hockey trash talk; Robertson challenges Boston mayor; Clark takes on governor; even park board gets in on the action Vancouver Sun

Nanaimo bars versus East Coast lobster The Province

Granville Street Raffi crazy The Province

Good-natured party puts cops in good mood The Province

Police estimate 40,000 people in Granville area for Canucks win Georgia Straight

June 3, 2011

Canuck fans reaction on the streets GLOBAL NEWS

Spandex and the city Globe and Mail

Of Bruins, betting and Blair Lekstrom Globe and Mail

Send mayor to Boston The Province

City is ready to party for downtown Canucks crowds 24 HOURS

Businesses get flexible for Canucks 24 Hours Vancouver

Playoffs could cost city \$1 million; Mayor notes cop costs, fan zones Vancouver Courier

Menino shot right back Vancouver Courier

Mayor bets on Canucks Vancouver Courier

6000 fans filled up viewing zones Ming Pao

Fans well-behaved after Canucks' first win World Journal

Power consumption drops when Canucks on METRO VANCOUVER/CKNW AM 980

Where will you be for Game 2 tomorrow? VANCOUVER (NEWS1130)

Canadian soldiers in Afghanistan wake early for hockey KABUL, AF (NEWS1130)

Looking back to the last time Vancouver won the Stanley Cup VANCOUVER (NEWS1130)

June 4, 2011

Fans celebrating on the streets together GLOBAL NEWS

Vancouver goes wild over Canucks win CBC News

B.C. suburbs struggle to find a place to party during NHL playoffs Globe and Mail

Politicos' bets about style, not substance; Hoping to cash in on the Stanley Cup finalists' popularity? Maybe you should put your imagination where your mouth is Globe and Mail

Carrying a torch for the Canucks Vancouver Sun

Win or lose, repeat of '94 riots still possible; Police must avoid complacency, apathy and denial when dealing with fans, investigator says Vancouver Sun

Vancouver Canucks fan happiness factor surpasses even the Olympics Canadian Press

More viewing zones for fans to watch Game 3 of the Stanley Cup final Ming Pao

June 5, 2011

Canucks off to Boston GLOBAL NEWS

Canuck fan behavior on the streets GLOBAL NEWS

Quest for the cup CTV NEWS

Caldron to be lit GLOBAL NEWS

Rogers Arena to be packed for games 3 & 4 GLOBAL NEWS

Stanley Cup trumps even Olympic gold in Vancouver Reuters and Bloomberg

Premier to relight Olympic flame for Canuck games in Boston; Olympic cauldron burned during last year's Games, and only twice since globeandmail.com

Thousands expected at Game 3 party Vancouver Sun

Olympic cauldron will be relit for Canucks Vancouver Sun

'This is u-n-n-believable'; Estimated 70,000 enjoy good-natured celebration after Burrows' winner The Province

Fan zone moved from Granville to Georgia theprovince.com

City expands fan zone to include Georgia Street VANCOUVER (NEWS1130)

Two screens to be added in Downtown Vancouver in time for Game 3 Vancouver/CKNW (AM980)

Canucks fans well behaved: VPD VANCOUVER (NEWS1130)

June 6, 2011

Game 3 in Boston GLOBAL NEWS

Caldron and street party CTV NEWS

Caldron and street party GLOBAL NEWS

Crowds on the streets for the Canucks CTV NEWS

Canucks hoopla may inspire drunk driving: police CBC News

Fan zone moved to fit huge hockey crowds CTV News

Fan zone's well behaved now, but watch out if Canucks lose Globe and Mail

Canucks fever rises for game three THE NATIONAL

'It's like the Olympics, but even better' Vancouver Sun

Canucks fever takes tourists by surprise METRO VANCOUVER

Part of Georgia Street will be shut down so Canucks fans can watch Game 3 of the Stanley Cup final Georgia Straight

Police mull charges in Lions Gate Bridge jersey heist North Shore News

More outdoor venues for you to watch the game VANCOUVER (NEWS1130)

Another Vancouver landmark stripped of its Canucks jersey VANCOUVER (NEWS1130)

Fans defeated but positive SURREY/CKNW(AM980)

June 7, 2011

Social mania GLOBAL NEWS

Canuck crowds GLOBAL NEWS

Canucks fans GLOBAL NEWS

Quest for the cup CTV NEWS

Party central reborn CBC NEWS

Canucks fans watch Game 3 loss in the sunshine at new downtown site Vancouver Sun

Outdoor screens give fans something to cheer about Vancouver Sun

Canucks collapse started with the fall of Rome Vancouver Sun

Stay downtown a little longer, transit advises hockey fans Vancouver Sun

Boston Bruins bite back The Province

Diverse crowd united in disappointment The Province

City falls quiet during loss 24 HOURS

Downtown Vancouver crowd smaller for Canucks 8-1 loss Georgia Straight

Stanley Park statue's stolen Canucks jersey back, thanks to Vancouver police Canadian Press

How to build your own Stanley Cup METRO VANCOUVER

Canucks fans lick their wounds after Bruins defeat VANCOUVER (NEWS1130)

VPD's Stanley Cup Game 3 recap Vancouver Observer

Green Men get assist from Boston Police BOSTON(NEWS1130)

Vancouver police say crowds were much quieter after Canucks loss Vancouver/CKNW(AM980)

June 8, 2011

Disheartened Canucks fans take to streets CBC News

Canucks celebration sites costing host cities Sing Tao A10 (From CBC News)

Canada slowly warming to Canucks Globe & Mail

Vancouver fans gear up for Game 4 THE NATIONAL

Georgia Street to be shut down again for Canucks viewing area Vancouver Sun

Is Canucks' defeat good for the community? Vancouver Sun

Drubbing brought Canucks fans closer, but the real healing begins tonight CANADIAN PRESS

Fan anxiety at all-time high as Boston creams Canucks The Province

City of Vancouver, cops and God on side for playoffs Vancouver Courier

Seats available on the Canucks' bandwagon 24 HOURS

Fans remain strong despite defeat 24 HOURS

Where you can watch the game outside VANCOUVER (NEWS1130)

Three officers injured patrolling Stanley Cup Final crowds VANCOUVER (NEWS1130)

June 9, 2011

Possibility of street violence and riots due to Canucks GLOBAL NEWS

Canucks fickle fans; Ticket value falling like a stone GLOBAL NEWS

Police presence downtown is intimidating Vancouver Sun

Canucks tickets for Game 5 slip in wake of blowout losses Vancouver Sun

Hockey playoff riots are a tradition for fools The Province

Car horn last refuge for drivers wanting in on Canucks excitement The Province

Fans disappointed at another lost game Sing Tao

Game 5 road closures start early VANCOUVER/CKNW(AM980)

Car horn last refuge for drivers wanting in on Canucks excitement The Province

Game 5 road closures start early VANCOUVER/CKNW(AM980)

June 10, 2011

Canuck crowds GLOBAL NEWS

Vancouver gears up for Canucks' Game 5 CBC News

Going to a bar to watch the game? Best leave the car at home Vancouver Sun

Georgia Street closure for Canucks game starts at noon Friday VANCOUVER SUN

Georgia Street closure for Canucks game starts at noon Friday VANCOUVER SUN

Canucks' Stanley Cup run to cost city taxpayers \$1.3 million Vancouver Sun

Early road closures on Georgia Street for Game 5 of Cup final The Province

Diehard fans offer 'moral support' The Province

Vancouver finally exhales after Canucks beat Bruins 1-0 to takes series lead The Province

Diehard fans offer 'moral support' The Province

Early road closures on Georgia Street for Game 5 of Cup final The Province

Hope still lingers for Vancouver Canucks CANADIAN PRESS/ METRO VANCOUVER

Hope still lingers for Vancouver Canucks METRO VANCOUVER

Large crowds expected to cheer Canucks; Georgia to close at noon Ming Pao

Taxpayer cost of run for the cup could top \$1 million VANCOUVER (NEWS1130)

Game 5 road closures start early VANCOUVER/CKNW(AM980)

Where you can watch the game outside VANCOUVER (NEWS1130)

Where you can watch the game outside VANCOUVER (NEWS1130)

June 11, 2011

Canucks party tab GLOBAL NEWS

UFC lukewarm sales GLOBAL NEWS

The Canucks bandwagon GLOBAL NEWS

Epic party CTV NEWS

The Cup runneth over, to tune of \$1.3 million; That's what city will have shelled out for playoffs Vancouver Sun

Vancouver Canucks' Stanley Cup playoff run may cost city taxpayers \$1.3 million Georgia Straight

June 12, 2011

Big crowds; big costs GLOBAL NEWS

Game 6 right around the corner GLOBAL NEWS

Fans on the street CTV NEWS

One more win: Vancouver gears up for Game 6 The Province

Police kept busy on night of Game 5 Vancouver/CKNW (AM980)

Robertson: cost for road closure well worth it Ming Pao

June 13, 2011

Road closures for Canucks fans CTV NEWS

Mayor would like Provincial funding to support policing costs for Canucks CTV NEWS

Responsible Canucks crowd GLOBAL NEWS

Crowd control and closure of liquor stores CTV NEWS

Vancouver's well behaved Canucks crowd CTV NEWS

Canucks Game 6 - TD Garden in Boston GLOBAL NEWS

Chance of a lifetime (Canucks win) CTV NEWS

1994's legacy hanging over Vancouver before Game 7 CTV.ca News Staff

Drop in Emergency Room Visits During Sporting Events CTV NEWS

Diehard Canuck fans fly to Boston, thousands take to streets Globe and Mail

Vancouver firefighters to check for overcrowded bars Vancouver Sun

Stanley Cup game a show-stopper for municipal councils Vancouver Sun

Bad weather unlikely to dampen Canucks' fans enthusiasm Vancouver Sun

Canucks fans hold their breath The Province

Vancouver is ready to celebrate: Mayor says FOR METRO

Navigating the Canucks Fan Zone for Game 6 METRO

Overcrowded bars could face fines up to \$100,000 Ming Pao

City prepares for Game 6 Fan Zone fun Vancouver Observer

Thousands gather for Game Six VANCOUVER/CKNW AM 980

Get Set For Game 6! VANCOUVER (NEWS1130)

Robertson hoping provincial and federal governments will chip in for costs of Canucks events
Vancouver/CKNW (AM980)

Excitement among Canucks fans at ultimate high Vancouver/CKNW (AM980)

Cup run has provided more exposure for city VANCOUVER (NEWS1130)

Game Six update from Translink METRO VANCOUVER/CKNW AM 980

Cup run has provided more exposure for city VANCOUVER (NEWS1130)

June 14, 2011

Crowd control increasing costs and challenges CTV NEWS

The pressure's on Luongo CBC NEWS

Canucks back home CBC NEWS

Ticket hopes CBC NEWS

Canucks Game 7!!! GLOBAL NEWS

Quest for the cup CTV NEWS

Contempt and sniveling over the Canucks GLOBAL NEWS

Second guessing Luongo CTV NEWS

The positive business aspect of the Canucks GLOBAL NEWS

Province won't assist Cup policing costs Globe and Mail

City crews tip their hats to Canucks Vancouver Sun

Hockey rules in the Great White North; Boston wants to add another title to its city of champions resume, but this is Lord Stanley's town Vancouver Sun

Stanley Cup view: 2,392 megapixel panoramic image shows amazing detail of Rogers Arena crowd Vancouver Sun

The Canucks' Cup run, like war, has brought us together Vancouver Sun

Vancouver bars not pushed past capacity after Canuck loss Vancouver Sun
Dejected Canucks fans desert fan zones early Vancouver Sun

Editorial: Let's be good sports in victory or defeat The Province

Column: Clark milks Canucksmania The Province

Vancouver restaurants, bars rake in the cash, cities shovel it out Canadian Press

Residents complain streets used as toilets 24HOURS

No early warning for liquor store closures 24HOURS

Frustrated fans remain hopeful 24HOURS

Hockey Fever Hits One Of The Most Livable Cities fnno.com

Long-suffering Vancouver Canuck fans take it on the chin in ugly Game 6 Canadian Press

As hockey fans fill the streets, street people gather to watch Stanley Cup Canadian Press

Have faith in Canucks... and Bette Midler Vancouver Courier

Vancouver Eagerly Anticipating Chance at First Stanley Cup in Canucks History NESN Video

Fans divided on idea of Game 7 VANCOUVER/CKNW(AM980)

Vancouver ditches title of a "No Fun City" VANCOUVER (NEWS1130)

Disenchanted fans heckled for leaving Game 6 early VANCOUVER (NEWS1130)

Canucks fans confident for Game 7 win VANCOUVER (NEWS1130)

Game 7: Vancouver gets ready for Stanley Cup final under shadow of 1994 The Canadian Press inews880.com

Liquor stores to close early for Game Seven DOWNTOWN VANCOUVER/CKNW AM 980

June 15, 2011

Premier lands free tickets to Game 7; Both Vancouver mayor Gregor Robertson and Prime Minister Stephen Harper paid face value for tickets they received this series Globe and Mail

Vancouver prepares for Stanley Cup finale as fans start to gather Vancouver Sun

The most important game in Canucks history Vancouver Sun

How much would you pay to see Canucks Game 7? How about \$17,999? Vancouver Sun

No reason to expect repeat of '94: police Vancouver Sun

Vancouver police say they don't expect a repeat of '94 Vancouver Sun

Transfixed fans drop everything The Province

For Canucks, Victoria gets big screen and extra police Times Colonist

City prepares for the worst, hopes for the best 24 HOURS

Tension mounts ahead of Game 7 24HOURS

Police getting ready for last playoff game World Journal

No Repeat of '94, On Or Off Ice Opinion250 News

Winner takes all tonight in Stanley Cup Final VANCOUVER (NEWS1130)

News1130 reminds Canucks fans to celebrate responsibly VANCOUVER (NEWS1130)

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
The Globe and Mail Mon May 16 2011 Page: S1	<i>A city goes crazy for the Canucks</i>	Rebecca Bollwitt was 14 in 1994 when the New York Rangers broke fans hearts and sparked <u>rioting</u> in Vancouver when they beat the Canucks 3-2 in Game 7 of the final.
Vancouver Sun May 25, 2011	<i>Rogers Arena to open to Canuck fans during away games in Stanley Cup Final</i>	It has been 96 years since Vancouver won a Stanley Cup. The Canucks came close in 1994 after the team made it to the final game against the New York Rangers. However the Canucks lost the match, sparking the infamous 1994 <u>riot</u> in downtown Vancouver that caused more than \$1 million in damages and injured nearly 200 people.
CBC News Posted: May 25, 2011 3:55 PM PT	<i>Vancouver police to boost playoff presence</i>	Chu said police have learned from the <u>riots</u> that followed the Canucks' 1994 Stanley Cup loss to the New York Rangers, which caused about \$1 million in damage, injured 200 people and led to charges against more than 150.
The Globe and Mail Thu May 26 2011 Page: S1	<i>Vancouver police say they are ready for playoff crowds</i>	As a sergeant, Chief Chu was at ground zero of the Stanley Cup <u>riots</u> of 1994 - the last time the Canucks made the finals. Two hundred people were injured, and there was about \$1-million in damage. ...Back then, the crowd-control unit was in the basement of a church. "They never came out to help the event until the <u>riot</u> broke out," the chief said.
Vancouver Sun Thu May 26 2011 Page: A1	<i>City set to party, but not like 1994</i>	No one who was around in 1994 will forget the Stanley Cup <u>riot</u> , when Vancouver lost in overtime to the New York Rangers. Many lessons were learned after the <u>riot</u> about how to party hearty but safely, and a generation later, the Olympics became the biggest crucible possible in which those lessons were truly tested. ...Mayor Gregor Robertson said the energy downtown has been positive during the playoffs and he hopes it will stay that way through the finals. He doubts fans will allow the city to go back to that dark night of the 1994 <u>riot</u> .
Ming Pao	<i>VPD getting ready for playoff crowds</i>	Vancouver Police Chief Jim Chu said about 20,000 people gathered downtown after the Canucks' victory over San Jose Tuesday night and the crowd, while passionate, was well-behaved. Police will increase their presence to prevent incidents like the 1994 Stanley Cup <u>riots</u> from happening again.
The Province FRONT PAGE A1 & A3 May 27, 2011	<i>Final dates put plans in motion</i>	City and police officials are confident they won't encounter ugly <u>riots</u> like the clash that followed the Canucks' loss to the New York Rangers in 1994.

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
	<i>Fans, business owners, city officials, police gear up for Cup craziness</i>	
The Canadian Press - May 29, 2011	<i>Vancouver's tortured past with the Stanley Cup may be ending say experts</i>	<p>Both Vancouver's city and its hockey team have had a tortured relationship with the Stanley Cup, but experts say the Olympics healed the wounds of the 1994 hockey <u>riot</u>.</p> <p>...Ian Tostenson, the president of the B.C. Restaurant and Foodservices Association, said the city has grown up since then and he can't see another <u>riot</u> happening.</p> <p>..."So I think by the time we get to where we are today, we've just had enough experience and I don't know anybody who would even think for a moment... about (a <u>riot</u>), whether we win the Stanley Cup or not."</p> <p>...Vancouver Police learned many lessons from the 1994 <u>riot</u>, including that officers need to make their presence known.</p> <p>...The officers who will mix with the crowds are from the so-called public safety unit – what was once the <u>riot</u> squad – a model McGuinness said has been very effective.</p>
24 HOURS Page 5 May 29, 2011	<i>City on top of policing game</i>	<p>Robertson said the extra cost of the Canucks' streak is worthwhile.</p> <p>"It's tens of millions of dollars of positive impact for the city," Robertson told 24 hours.</p> <p>While last year's Olympics and hockey playoffs were peaceful, the VPD hasn't forgotten the 1994 Stanley Cup Final <u>riot</u> after Vancouver lost Game 7 to the New York Rangers.</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
QMI AGENCY, May 30, 2011	<i>Mayor says they won't riot</i>	<p><i>Mayor says they won't <u>riot</u></i></p> <p>...The infamous <u>riot</u> 17 years ago, when the Canucks last made it this far into the playoffs, is on many minds. But Robertson downplayed that event, pointing to the positive street celebrations that have happened in the weeks leading up to this point.</p> <p>..."I worked the '94 Stanley Cup playoffs, I was there for many of the games," Vancouver police chief Jim Chu said last week. "One of the key lessons was our crowd control unit was actually put into the basement of a church and they never came out to help police the events until the <u>riots</u> broke out."</p>
The Province May 30, 2011	<i>Game-night crowds will be catalyst for a boost in bus numbers</i>	<p>While the Vancouver Police Department has improved its policies since the Stanley Cup <u>riot</u> of 1994-95, Meggs is among those worried about anything than could inflame fans.</p>
Vancouver Sun Tue May 31 2011	<i>City set to party, but not like 1994</i>	<p>No one who was around in 1994 will forget the Stanley Cup <u>riot</u>, when Vancouver lost to the New York Rangers. Many lessons were learned after the <u>riot</u> about how to party hearty but safely, and a generation later, the Olympics became the biggest crucible possible in which those lessons were truly tested.</p> <p>...While the spectre of the Cup <u>riot</u> of 1994 lurks in Vancouverites' consciousness, Robertson said he doesn't expect a repeat.</p>
LAW & ORDER 24HOURS June 1, 2011	<i>Cops better prepared for rowdiness</i>	<p>The last time the Vancouver Canucks went to the Stanley Cup Final, they lost followed by <u>rioting</u> crowds.</p> <p>...On June 14, 1994, in the middle of the <u>riot</u>, I was standing with Global TV reporter John Daly on the corner of Robson and Bute, engaged in a conversation with then-VPD media liaison officer Val Harrison.</p> <p>...Just then, a tear-gas canister came spinning by my feet from behind. A peek around the corner revealed a RCMP <u>riot</u> troop pushing hundreds of <u>rioters</u> into the backs of the VPD members already engaged in a battle in front of them. Madness! How was that even possible?</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
		<p>...Clearly the two police agencies and their respective incident commanders were not in communication. Two <u>riot</u> teams were engaged in a violent struggle on the same street and couldn't talk to each other? It was a major tactical blunder.</p> <p>When Chief Const. Jim Chu said this week the police had learned from the experience of 1994, this was the type of thing he was talking about.</p> <p>...Equally, there was information up and down Commercial Drive in 1994 before the <u>riot</u> occurred calling for people to <u>riot</u> that night. The police were prepared for trouble, but were not aware in advance that trouble was planned. That was another tactical blunder. They have since focused on improving their intel capabilities.</p>
<p>Today, TheTyee.ca</p>	<p><i>When Fan Frenzy Causes Injury</i> <i>Security guard badly hurt at 2010 Olympics Live Site fiasco recalls how fun turned to danger.</i></p>	<p>The attempt to prevent the spoilage of the 1994 <u>riot</u> and rekindle the spirit of the 2010 Games is different from the \$18 million LiveCity setups. These don't include a full concert stage or corporate pavilions. Still, the legacy of the worst crowd control incident of the Olympics lingers.</p>
<p>The Province June 2, 2011 2:28 AM</p>	<p><i>Good-natured party puts cops in good mood</i></p>	<p>And although it's clear Vancouver police have prepared for behaviour all along the spectrum to full-blown <u>riot</u>, they showed a light street presence during the game and the outdoor partying went ahead complete with open alcohol drinking and pot smoking.</p> <p>...Now, with Vancouver playing for the Cup, fans have a chance to repair a blemished history, to undo some of the fallout from the <u>riot</u> that followed the Canucks' 1994 Cup final loss to the New York Rangers.</p>
<p>Canadian Press Sat Jun 4 2011</p>	<p><i>Vancouver Canucks fan happiness factor surpasses even the</i></p>	<p>(Cllr. Kerry)Jang said he can't see anything marring the celebrations like the <u>riot</u> after the Canucks 1994 Stanley Cup loss.</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
	<i>Olympics</i>	<p>“If there's a <u>riot</u> and something bad happens, we'll go back to being No-Fun City, but right now we are Fun City," he chuckled.</p>
<p>Vancouver Sun Sat Jun 4 2011 Page: A4 Section: Westcoast News</p>	<p><i>Win or lose, repeat of '94 riots still possible; Police must avoid complacency, apathy and denial when dealing with fans, investigator says</i></p>	<p>A crowd fuelled by anger, alcohol, excitement and adrenalin led to the destruction during the Stanley Cup <u>riot</u> in 1994. Efforts to quell the <u>riot</u> in downtown Vancouver were hampered by a lack of planning, poor communication and no central command for emergency responders, with one expert warning some of the same conditions may still exist today. The Canucks lost the seventh game of the Stanley Cup Final to the New York Rangers by one goal on June 14, 1994, the spark for the <u>riot</u> that erupted on Robson Street near Thurlow.</p> <p>...Bob Whitelaw, who investigated the 1994 <u>riot</u> on behalf of B.C.'s attorney-general and the British Columbia Police Commission, said Vancouver officials must not be complacent, apathetic or in denial this year.</p> <p>...TransLink learned a lot from the 1994 <u>riot</u>, TransLink spokesman Drew Snider said in an email. There will be extra trains running on all three SkyTrain lines during all game nights, both home and away, and extra buses will be available downtown and at Bridgeport station in Richmond if needed on each playoff night, Snider said. At this point there is no plan to run transit later than normal.</p>
<p>The Globe and Mail Mon Jun 6 2011 Page: S1 Section: British Columbia News: Column</p>	<p><i>Fan zone's well behaved now, but watch out if Canucks lose</i></p>	<p>City leaders say the Stanley Cup <u>riot</u> in Vancouver that shocked the country in 1994 couldn't happen again, because the city "grew up" during the Olympics, when massive crowds gathered peacefully in the streets.</p> <p>...That night, tens of thousands of anguished fans spilled out of bars and mingled in the street. It could have been a moment of communal solace, but instead it turned into an ugly <u>riot</u>.</p> <p>...That's why Vancouver Police Chief Jim Chu - who went into the crowd to help the paramedics on that sad, dangerous night 17 years ago - is flooding the streets with uniformed officers on game days.</p> <p>He says he doesn't think there will be another <u>riot</u> - but he's got the city's</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
<p>Vancouver Courier June 8, 2011</p>	<p><i>City of Vancouver, cops and God on side for playoffs</i></p> <p><i>Religious leaders in Vancouver, Boston make side bets</i></p>	<p>back, just in case.</p> <p>(<i>Jim Chu</i>) He gave recent examples of violent confrontations between cops and protesters. Chu cited “what happened at the 1999 Seattle World Trade Organization (WTO) <u>riots</u>, the 1997 Vancouver Asia Pacific Economic Conference (APEC) confrontations, and the 2001 Quebec City Summit of the Americas <u>riots</u>.”</p> <p>...Here, during the Olympics the cops kept their cool. But that wasn’t the case during the so-called Vancouver Stanley Cup <u>riot</u> in 1994. One can only assume from the way the police have been conducting themselves during the massive Stanley Cup street parties, now actually encouraged by the city, there were lessons learned from 1994 as well</p>
<p>Vancouver Sun June 9, 2011</p>	<p><i>Police presence downtown is intimidating</i></p>	<p>In 2010, I attended Independence Day celebrations in Riga, Latvia, where more than 100,000 people attended. There was the occasional policeman, but nothing at all like we are experiencing in our un-police state of Vancouver.</p> <p>I went for a stroll on Granville Street after the game. No fewer than 20 policemen were in viewing distance of me at any point.</p> <p>I understand the importance of showing a police presence but at one street corner, I counted 35 policemen. This does not include the police in vehicles, motorcycles, and on horseback. Nor does it include the police helicopter hovering overhead.</p> <p>The <u>riot</u> squad and reinforcements were present in Riga, but were not garishly visible, and kept slightly out of sight. Police presence, yes, but not intimidation. Do we have to control our citizens with an iron fist?</p>
<p>The Province June 9, 2011</p>	<p><i>Hockey playoff riots are a tradition for fools</i></p>	<p>What a game," I said, and chucked a brick through the window. "Nice throw," she said. "Any reason you did that?"</p> <p><u>"Rioting,"</u> I replied. "Stanley Cup finals. It's what we do."</p> <p>...Other cities with more storied Stanley Cup pasts <u>riot</u> with regularity.</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
		<p>Montreal started it all with the Richard <u>Riot</u> in 1955 after the Rocket was suspended for punching out a linesman.</p> <p>...Fans also <u>rioted</u> in Edmonton -Deadmonton, of all places -in 2006, the last year the Oilers reached the finals, though they took to the streets prematurely, trashing Whyte Avenue during the semifinals, which is when people run amok if they're not sure their team is going to go all the way.</p> <p>...Calgary broke the Canadian finalsriot trend in 2007, failing to stampede when the Flames lost the Stanley Cup to the Tampa Bay Lightning, or Macon Whoopie or whoever they were, but that only cemented the notion that Cowtown is more of an American city than a Canadian one. (When Americans <u>riot</u>, it's over something inconsequential like war, racial inequality or poverty, not hockey.)</p> <p>...Montrealers made up for Calgary's lassitude in 2008, burning police cars when the Habs beat the Bruins in the first round of the playoffs. They staged another first-round mini-<u>riot</u> last spring, looting Ste-Catherine Street stores.</p> <p>...Which brings us to us. When exactly are we expected to begin <u>rioting</u>? After we win? After we lose? What does one wear?</p>
<p>GLOBAL NEWS June 9, 2011</p>	<p><i>Get Set For Game 6!</i></p> <p><i>Canucks fans are hoping history will be made</i></p>	<p><u>Possibility of street violence and riots due to Canucks</u></p>
<p>Brock Hunter/Sheila Scott Jun 13, 2011 01:39:03 AM NEWS1130</p>		<p>The Green Men, Sully and Force, are also packing their spandex suits and making the trip.</p> <p>Sully says the mood in the arena is on his mind. "It's not going to be too bad, but I am a little worried. I heard from a friend that moved from Vancouver to Boston that they <u>rioted</u> when the Celtics won, they <u>rioted</u> when the Red Sox won. And that's when the team wins they <u>riot</u>! I mean, I don't want to know what's going to happen when the team loses. I hope I'm not stuck in the</p>

Summary of Media Stories: Reference to “Riot, Riots, Rioting”

<i>Media Source</i>	<i>Title</i>	<i>References</i>
		middle of it!"
Vancouver Sun Tue Jun 14 2011 Page: A4 Section: Westcoast News Byline: Douglas Todd	<i>The Canucks' Cup run, like war, has brought us together</i>	Americans find it hard to believe that people would gather in the street for a party, as has happened often in Vancouver, rather than a <u>riot</u>When I told California friends that giant parties were breaking out during each Stanley Cup game in Vancouver, they were amazed. In many U.S. metropolises, they said, the main thing most people would expect if thousands suddenly showed up for a mass street event was a <u>riot</u> . Vancouver seems beyond that.
Dave White/Lara Fominoff Jun 14, 2011 06:36:40 AM News1130	<i>Canucks fans confident for Game 7 win</i>	One fan even thinks there's a conspiracy theory to push the series to seven games. "Let them, that way there is no damage or <u>riots</u> in Boston, then they [Canucks] come back here and the economy wins. [And] that's because everyone is going to buy t-shirts and drink beer. It makes sense."
The Canadian Press	<i>Game 7: Vancouver gets ready for Stanley Cup final under shadow of 1994</i>	VANCOUVER - It's been 17 years but images of the Stanley Cup <u>riot</u> of 1994 still haunt the city that will host Game 7 of the NHL finals tomorrow night. ...Houghton stressed there has been a change in the party culture since the Olympics and said there is little reason to believe there will be a <u>riot</u> like the one that happened after the team's Game 7 defeat in 1994.
CTV.ca News Staff June 13, 2011	<i>1994's legacy hanging over Vancouver before Game 7</i>	Today is 17 years to the day when the New York Rangers defeated the Canucks, bringing the Stanley Cup to Manhattan and leaving downtown Vancouver to <u>riot</u> . The images of that night still weigh heavy on Vancouver's collective conscience, as drunken fans smashed windows, threw bricks and looted stores, leaving more than 150 arrested and another 200 hurt. ...Vancouver police have made many changes in protocol since the 1994 <u>riots</u> , much of it on display during the 2010 Olympic Games.

NFL wants to be a bar? It should act like one

With tailgaters arriving drunk, then drinking more, stadiums need bouncers and breathalyzers

By Mark Purdy, McClatchy Newspapers August 24, 2011 3:19 PM

SAN FRANCISCO — The NFL has a problem. It has friends in low places. Some of those friends showed up Saturday night at Candlestick Park in San Francisco. They turned the parking lot and some parts of the stadium into a fight club and combat zone.

This was very bad. But don't buy the notion that this was isolated to a Raiders-49ers matchup. You can end the annual pre-season game between the two teams — which will happen at least temporarily, according to a Monday announcement — and it still does not solve the problem.

How do I know? Because I have seen too much, in too many other places. Maybe not shootings in parking lots (what kinds of people bring guns to football games, anyway?), but other bad stuff.

I have been to New England where a grown man, obviously inebriated, decided to urinate on my rental car tires, just minutes after I pulled into the parking lot. At a Philadelphia Eagles home game, I have seen bottle rockets and cherry bombs fly through the air above the stadium as fights broke out in the seats. In 2004, a man was beaten unconscious in the stands at a San Diego Chargers home game.

This is why it is wrong to focus solely on Saturday's idiocy. Authorities have reacted to it. Measures have been implemented. I would wager that there will be far less mayhem at this weekend's home 49ers and Raiders exhibition games. But there will still be issues.

The most frequent complaint I hear from average fans who attend NFL games, here and elsewhere, is that they end up sitting in a section where loudmouth, drunk guys are insulting other fans — usually from the opposing team — and often trying to provoke a fight.

"I won't take my kids to a game," these people tell me so often that I hear the words even before they are spoken.

Is the NFL proud of that? It is probably true that Saturday night's troublemakers were not season ticket holders and instead bought seats cheap on the secondary market. It is surely true that they were bringing ugly baggage from outside the stadium that led to the violence, whatever that ugly baggage was. But think about this: Why did they

choose to bring it to an NFL game instead of somewhere else? The bottom line is, if you plan to stage an event where people can drink all afternoon in a parking lot before going inside to drink some more – well, then you are operating one of the world's biggest bars, not merely an athletic contest.

But if someone is operating a huge bar, then it needs to be run like a huge bar. If that means bouncers to keep order, a parking lot patrol to evict misbehaving tailgaters, plus breathalyzer tests before fans enter the stadium, so be it.

And yes, I'm serious.

Monday, the 49ers and San Francisco officials did their best to move the needle toward a better and safer atmosphere at Candlestick. The cops announced there will be DUI checkpoints outside Candlestick after every 49ers home date. Alcohol sales will be stopped in the fourth quarter or earlier. Parking lots will not open until four hours before kickoff. Tailgating will be banned once a game begins.

It's still not enough.

Responsible bars do not serve drunk people. Why not a breathalyzer test at the Candlestick or Coliseum gates? Not everyone would receive one. It would be similar to an airport security setup.

Already, each ticket holder receives a pat-down for weapons and/or bottles. Why couldn't the pat-down person also do a quick five-second inventory of whether the ticket holder (A) smells and acts tipsy and (B) looks like trouble. If so, the person could be sent to a separate line for a separate screening that includes a breathalyzer reading at a stipulated level to be determined. Over the limit? Your ticket is confiscated.

I ran my idea by Ted Atlas, a man I respect as much as anyone on the issues of football spectator safety and crowd control. He has worked security at 49ers and Raiders games for the last quarter-century, as well as at 24 Super Bowls. He has also authored a history book about Candlestick Park and knows the place inside and out.

Atlas was in the command control centre Saturday night. He doesn't want to talk yet about what happened in detail. Investigations aren't complete. But he's not sure about instituting breathalyzer bouncers. He worries it might slow down the crowd entry flow.

"Things have to be adjusted," Atlas said. "You don't want to overreact. I think the 49ers have taken many precautions in trying to make Candlestick a nice experience for people who go to games there. But you can only control people's behaviour so much."

Atlas agreed with me that something weird has happened in pro football over the past 15 or 20 years. A perception has been created that NFL games are just about the greatest places ever to go and drink alcohol before and during games while screaming

at each other — not at players, at other fans — every weekend. Perhaps it's because of imagery embraced by the league, by those All My Rowdy Friends song videos before Monday Night telecasts, or by marketing campaigns that portray fan loyalty as some sort of tribal warfare, or by beer commercials that show crazy fans doing foolish stuff.

Jed York, the 49ers' owner, knows what's at stake here. I am convinced he wants to do the right thing, for both personal and business reasons. But here's my free public relations suggestion: To show people that Candlestick is safe, he and his family should leave their private box and sit in the stands for part of Saturday night's game — or the first regular season game.

"Or how about this?" Atlas asked. "Maybe people should just behave themselves."

That's what scares me. More and more people think that the way they behaved Saturday is exactly how they are expected to behave at NFL games. It's what happens in low places. The league is trying to stop that. The league needs to try harder.

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Superb season money in the bank for Canucks

Long playoff run makes team more profitable and increases \$262 million franchise value

By Bruce Constantineau, Vancouver Sun June 18, 2011

The Vancouver Canucks' gruelling two-month, 25-game Stanley Cup playoff run failed to capture the ultimate prize and it will take heartbroken fans months -maybe years - to get over that painful fact.

But the deep run made the team a huge financial winner.

The Canucks netted about \$44 million in ticket revenue alone by hosting 14 playoff games, according to Langara College School of Management instructor Aziz Rajwani.

Combine that with increased sponsorship revenues, concession sales and through-the-roof merchandise sales and 2011 easily becomes the most profitable year in team history.

Forbes magazine estimates the Canucks made a \$17.6-million profit last year and valued the franchise at \$262 million, ranking it eighth among all NHL teams.

Branding and sports business consultant Tom Mayenknecht figures Canucks profits soared to about \$45 million this year, \$20 million during the regular season and \$25 million during the playoffs. He also expects the Stanley Cup run this year will help make the team a \$300 million franchise.

"If not immediately, then over the course of the next 12 to 24 months as the afterglow of the Cup run affects franchise value on a number of fronts," he said.

Rajwani, who also teaches at the Sauder School of Business at the University of B.C., said the Canucks almost have "an embarrassment of riches."

"They'll never admit that but at least the ownership here is committed to reinvesting in a winning team," he said.

Rajwani estimates rising ticket prices through each playoff round created revenues of \$2.5 million a game in Round 1 and \$5.5 million a game in Round 4. That brings total playoff ticket revenues to \$54 million, with about \$10 million of that going back to the league under a revenue-sharing deal.

"The U.S. has March Madness [for NCAA basketball] but it's May Madness when Canadian teams make the NHL playoffs," he said. "Everything adds up to mounds of money."

Rajwani said some Canucks' corporate sponsorship deals would have been structured to allow for added payments the deeper the club went in the playoffs.

Pittsburgh Penguins vicepresident of sales David Peart said a Stanley Cup championship -or near-championship as the Canucks just experienced -can attract potential new sponsors but doesn't guarantee the ability to charge higher sponsorship rates next season.

The Penguins lost in the Stanley Cup Final in 2008 before capturing the championship the following year.

"The year we went to the finals and didn't win, our sponsorship revenue the following year stayed pretty much the same because many deals were already locked in for a long time," Peart said. "You'll find a heightened interest from people who haven't traditionally spent money with you and that's your real upside."

He said even after the Penguins won the Stanley Cup in 2009, sponsors were extremely wary about being gouged.

"The comment we heard all the time was: 'Now that you've won the championship, you're not going to take advantage of me,'" Peart said. "The halo effect of a Stanley Cup championship is not as significant, from a local revenue perspective, as you might imagine."

He said the greatest longstanding impact of a successful playoff run is the increased value it gives to a team brand as it gets national and international exposure for a prolonged period of time.

"When you go to renegotiate your broadcast deals, those rights become more valuable because you're seen as a winning team," Peart said.

The Penguins' recent on-ice success has helped the team achieve the highest local television ratings for hockey in the U.S., an average rating of 10 [per cent of households with TVs watching games], rising to 25 during the playoffs.

The Canucks and Boston Bruins attracted an average of 17.3 million viewers in the U.S. and Canada for Game 7, making it the most-watched NHL game ever broadcast in North America.

A successful playoff run can make it more palatable for fans to accept ticket-price increases the following season but Peart said in most cases, those increases won't go beyond five or 10 per cent.

He noted Chicago increased prices by about 20 per cent after the team won the Stanley Cup last year but that was an extraordinary situation with a club facing serious financial problems.

Vancouver bars, restaurants and hotels clearly benefited from the two-month playoff run as hockey-mad fans opened their wallets to immerse themselves in the quest for the Cup.

But Central 1 Credit Union economist David Hobden said the economic impact of a deep Stanley Cup run isn't as significant as many people think because the increased spending is largely a reshuffling of local dollars. He estimated the playoff run generated about \$80 million in economic activity, less than 1/1000th the total value of the Metro Vancouver economy.

"If more money is spent downtown because of the playoffs, there's probably less money spent elsewhere so there are winners and losers," Hobden said. "The real benefits are from people who visit from out of town because of the playoffs, creating spending that wouldn't otherwise occur."

Peart said the playoff format isn't conducive to fan travel because teams often don't know their opponent until shortly before the playoff series begins, leaving fans little time to make travel arrangements.

But he said the 2011 Winter Classic -held Jan. 1 at Heinz Field in Pittsburgh -generated a tremendous amount of fan travel as people had lots of time to plan a trip to watch the game between the Penguins and Washington Capitals.

"Half of that crowd [of 68,000] came from Washington D.C. -a four-hour drive away - and they spent a lot of money in hotels, bars and restaurants," he said.

Peart said Canucks fans shouldn't get too upset about losing in the finals because Pittsburgh proved you can do that and then win it all the following year. "Once you get past that week after you've lost, people will appreciate what an unbelievable season you had and it will be seen as a very favourable experience."

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Senior Technical Advisory Committee

Draft Terms of Reference

Purpose & Goals:

For senior industry experts to engage with and provide feedback and input on large scale city-wide events within the City of Vancouver. Specifically this engagement would occur with the existing levels and structures including the City's Corporate Management Team (CMT), and the City's Large Events Oversight Committee. The committee will be created for the purpose of providing high level input to plans pertaining to four main areas:

- Event Design and Layout
- Public Safety Planning
- Transportation Planning
- Communications

Reports to:

- City Manager through the City's Large Events Oversight Committee, chaired by the Deputy City Manager

Committee Members:

- Chair: President and Chief Executive Officer, PNE
- Members: members will be selected from organizations with local expertise in organizing and support of large public events

City Staff Liaison:

- Deputy City Manager

Progress Reporting:

- The Chairperson will report as required to the City Manager and CMT

Committee Meetings:

- The committee will meet on an as needed basis with the above mentioned existing entities at a point that the event has reached a critical mass in its planning process. This is to ensure that the Committee can provide input at the appropriate time, but not to micro-manage the event planning of each event

Next Steps:

1. Finalize Draft Terms of Reference
2. Approve Appointment of Chairperson of Committee
3. Chairperson to build Committee Membership

PUBLIC SAFETY STRATEGIC RISK ASSESSMENT
FOR SPECIAL EVENT PLANNING
DRAFT

Background

It is standard practice for the City of Vancouver to evaluate the risk of proposed events within the City. This process has been based on considerable experience and best practice and undertaken by the FEST Committee and the Office of Emergency Management through the work of the Contingency Planning Committee both of which include multiple internal and external agencies. Publications which have informed our work over the years include the Ministry of Public Safety and Solicitor General's "*BC Hazard, Risk and Vulnerability Analysis Tool Kit*" and Public Safety Canada's "*Emergency Preparedness Guidelines for Mass, Crowd-Intensive Events*".

As part of the Internal Review of the Stanley Cup Riot, the Corporate Management Team asked the Office of Emergency Management to do an international search for evolving best practice in this area. Two comprehensive international sources of technical information on this issue stand out: the "*Special Events Contingency Planning Job Aids Manual*" that was developed by the U.S. Federal Emergency Management Agency (FEMA), which can be found at: <http://training.fema.gov/EMIWeb/downloads/is15aSpecialEventsPlanning-JAmanual.pdf> and the UK government Health and Safety Executive's "*The Event Safety Guide*" which can be found at: <http://www.hse.gov.uk/pubns/priced/hsg195.pdf>.

There has been significant interest from colleagues and partners locally and nationally in our review of this area and our draft risk assessment framework is currently being shared with colleagues in Defence Research and Development Canada (the research arm of Canada's Department of National Defence) a key national research group with the capacity to help us more quantitatively assign risk to the various parameters considered in large event planning. Colleagues from Vancouver Coastal Health, EMBC, and BCAS are already reviewing the document with a view to providing input. We will also be requesting input from colleagues at the US Federal Emergency Management Agency (FEMA), by large professional event organizers active in Vancouver, and by colleagues in New York City who have a large events management division in the City organization. The draft assessment tool is already being tested by the City and our partners as we review large events being planned for the coming months in Vancouver including the Grey Cup Celebration.

Foundational elements to successful planning highlighted in the FEMA document include:

1. clear identification of the planning team
2. clarification of all partners and their respective roles in regard to risks, hazards, functions and approvals
3. a team approach in planning which includes the event promoter/sponsor
4. clarification of relevant legislation and regulatory requirements governing the event
5. assessment of risks and threats and their potential consequences with appropriate contingency planning
6. clarity in regard to fee structure and the nature of the user pay model - including clarity in regard to the responsibility for insurance, posting of bonds, etc

This document is designed to focus on items 2 and 5 in the planning process.

INTRODUCTION

The formal risk assessment framework is intended to provide guidance for the management of risks associated with conducting events that involve mass gatherings of people and to assist planners and organizers in making such events safe and successful. It is also helpful in determining the necessary resources and safety precautions that will be required to host the event.

Many people contribute to the success of a public event. The framework is designed to ensure that evolving public safety considerations are considered by those responsible for planning and conducting events and for aggregating public safety considerations when multiple events occur concurrently within a jurisdiction.

The process of risk and hazard identification should be conducted early, when an initial event application is received and prior to the initiation of detailed planning and the issuing of licences and permits. Even when extensive planning is undertaken, unforeseen circumstances can result in consequences that can exceed pre-planning expectations.

PURPOSE

The purpose of conducting a risk assessment is to enable agencies to better identify risks, threats, and contingencies beforehand. The parameters laid out in this document can be used to establish thresholds to determine whether or not an event should be held and if so, what resources need to be available to support the consequence management activities which are required.

SCOPE

This framework focuses on the public safety context of large events with an emphasis on high-risk events. Below is a list of potential hazards that could disrupt an event in Vancouver. This list is a compilation of common hazards in BC as identified in the *BC Hazard, Risk and Vulnerability Analysis Tool Kit*, and is consistent with those identified by FEMA as potentially disruptive to events:

Hazard Groups	Hazard
Accidents	<ul style="list-style-type: none"> • Air crashes • Marine accidents • Motor vehicle crashes
Atmosphere	<ul style="list-style-type: none"> • Snow storms • Blizzards • Ice storms and fog • Hailstorms • Lightning • Heat waves
Disease and epidemics	<ul style="list-style-type: none"> • Human diseases
Explosions and emissions	<ul style="list-style-type: none"> • Gas and gas leaks • Pyrotechnics
Fire - urban and rural	<ul style="list-style-type: none"> • Fire (urban and rural - excludes interface fire)
Hazardous materials	<ul style="list-style-type: none"> • Hazardous spills

	<ul style="list-style-type: none"> - general (on site or transport routes) - radiation - infectious materials
Hydrologic	<ul style="list-style-type: none"> • Flooding • Storm surges
Power outage	<ul style="list-style-type: none"> • Electrical power outage
Riots	<ul style="list-style-type: none"> • Riots/public disorder
Seismic	<ul style="list-style-type: none"> • Ground motion effects • Tsunamis
Structural	<ul style="list-style-type: none"> • Structural collapse
Terrorism	<ul style="list-style-type: none"> • Terrorism (hostile act)

The scope of this document is to support the aggregation of risk-related event information with input from public safety stakeholders and event organizers with the output of an overall event or jurisdictional multi-event risk assessment that will drive contingency planning by event organizers/sponsors, by relevant departments charged with public safety, and the critical inter-agency public safety coordinated planning for the event(s).

Procedures related to visits by high-profile political figures or controversial activists or detailed security-related intelligence are outside the scope of this process, but would need to be taken into consideration if appropriate in detailed departmental planning.

It is recognized that no two events or situations are identical. While this document provides an approach to planning for and coping with special events, it does not provide guidelines that are universally applicable or without need of modification to the specifics of a particular event.

STRATEGIC COMMAND AND CONTROL

The use of traditional “emergency planners” is becoming more main stream in the support and risk mitigation related to large events. Historically focused on planning for and coordinating the response to natural and other kinds of disasters, departments responsible for emergency preparedness have personnel with skills, technology and processes ideally positioned to assist in the area of planning and overseeing large and complex events. Since the Stanley Cup Riot of 1994, the City of Vancouver has routinely used the Office of Emergency Management to support large and complex event planning and oversight.

The City of Vancouver emergency management structure is compliant with the British Columbia Emergency Response Management System (BCERMS), which is a set of standardized organizational structures based on the Incident Command System (ICS). BCERMS is a multi-agency coordination model that integrates public information as well as requirements for processes, procedures, and systems designed to improve interoperability among departments, jurisdictions and disciplines. BCERMS ensures a coordinated and organized response and recovery to all emergency incidents and disasters. It provides the framework for a standardized emergency response in British Columbia. It is recommended and is our practice that the BCERMS/ICS framework be followed to prepare for and respond to an incident during a special event. More information on BCERMS is available at:

<http://www.pep.gov.bc.ca/bcerms/bcerms.html>

When the site level activities require off-site support or coordination, an Emergency Operations Centre (EOC) may be activated. The EOC:

- provides communication with the site level;
- provides policy guidance;
- manages the local multiple-agency support to the site level; and
- acquires and deploys additional resources,
- coordinates emergency management activities with the province at the regional level.

Event planners should be familiar with the BCERMS/ICS framework as events and their associated risks are planned. BCERMS training is available through the City of Vancouver's Emergency Management Office.

PROCESS OVERVIEW

This section articulates the public safety review process that should be initiated when an event application is received. Before scheduling the event, the following major parameters need to be considered with regard to the scope of the event: the risks to spectators and participants, community impact, authorities and the emergency support required (personnel and logistics). These factors, as evaluated through this document's risk assessment process, is designed to lead to a determination of how best to proceed, what contingency plans need to be in place, or whether not to proceed with the event.

The process for the public safety risk assessment for special events is one component of the larger process of event planning. The process which would be followed by the City of Vancouver in conducting the public safety risk evaluation would include several steps:

1. When an initial event application is received and prior to the issuing of licences and permits and prior to detailed planning being initiated, the Special Events department through the FEST Committee will enter basic public safety event information into *Table 1: Initial Planning* as a basis for a more in-depth analysis of public safety risk considerations.
2. The Film and Special Events department through the FEST Committee will also complete *Table 2 (Historical Analysis)* for the event) to ensure patterns and trends from the past are integrated into planning for the next event:
 - Is this the first time this event has been held?
 - Is this the first time this event has been held in this jurisdiction?
 - If no, what public safety considerations arose in previous events?
 - Has the event been held in other jurisdictions?
 - If yes, what public safety considerations arose for those events?
 - If no data exists, consider the records of similar events in and out of jurisdiction.
3. Appropriate municipal departments, emergency services, transportation and other public safety stakeholders should be approached to complete *Table 3: Department Ratings*, which is built on the information provided in tables 1 & 2 as well as a consideration of the hazard list above. Departmental operational capacity for supporting the event and any required contingency plans are assessed as part of this exercise. This leads to the development of a comprehensive, multi-agency public

safety plan which is then used to drive staff and other resource allocation prior to and during the event.

4. If multiple events are occurring simultaneously within the jurisdiction, or if the scope of interest is regional or provincial, multiple event assessments are integrated in the process outlined in Table 4. An aggregate assessment allows for a review of cross-event conflicts, as well as a consolidated capacity and resource analysis.
5. The assessed risk and output from Tables 4 or 5 (Table 4 if only one event) is used for final decisions and to support discussions with event organizers and sponsors as to the final plans for an event.
6. The event planning team will reference the *Strategic Risk Assessment Framework for Special/Major Events* to guide the event planning process. Event planners will continue to revisit and make ongoing adjustments as parameters change up to and through until the completion of the event - such parameters may include: weather, crowd numbers, demographics, etc. All of this information needs to be communicated to all supporting departments and agencies to allow for adjustments in contingency planning.

Severity/Risk Ratings

The jurisdiction's event planning team should use historical, analytical data and evidence based guidelines to assign a risk rating to each planning parameters. These parameters are grounded in the best practice guidelines which were used as source material as noted above. The ratings assigned provide guidance for the need and extent of contingency planning.

TABLE 1: Initial Planning

Item	Instructions/Justification for rating	Details - Considerations	Assessed level - Comments Low - Medium - High
Type of Event	<p>Events have been “typed” according to the risk table below indicating the potential for consequence management and public safety engagement:</p> <p>Low risk Medium risk High risk</p> <p>If an event type is not pre-defined, the event planning committee will assign an event type rating.</p> <p>If the event extends into multiple categories, select the highest value.</p>	<p>Public exhibition Agricultural/country show Marine Motorcycle display Music festival/concert (folk, classical) Sport (non contact sport) Pyrotechnic display Music festival/concert (Pop/rock) Aviation Music festival/concert (heavy metal, etc) Contact sporting event Motor sport event New Year & Canada Day celebrations</p> <p>*Demonstrations/marches/political events/VIP visits/summits (police intelligence to provide ranking of L,M,H) Walk/run event - on seawall vs downtown Religious event Block parties Arts and cultural events Fundraising and charity events</p>	
Number of People	Increase in numbers of people relate to an increase in the risk of potential consequences.	<p><1000 1000 - 2500 2500 - 5000</p>	

Item	Instructions/Justification for rating	Details - Considerations	Assessed level - Comments Low - Medium - High
	*** Include spectators, participants, organizers, and volunteers	5000 - 10000 10000 - 25000 25000 - 50000 50000 - 100000 100000 - 250000 250000 - 500000 500000 <	
Venue	The type of venue can translate into variables in the risk of consequences. Low risk Medium risk High risk	Indoor Stadium Outdoor in confined location (e.g. park) Other outdoor (e.g. festival) Widespread public location in streets Temporary outdoor structures Includes overnight camping	
Standing / Seated	Standing crowds can lead to acute medical issues, loss of personal space, surging, etc.	Seated Mixed Standing	
Demographics - Age	Age demographics can influence crowd behaviour.	Family groups / children / elderly Mature adults Teens / young adults	
Demographics - Gender	Gender demographics can influence crowd behaviour.	Female Mixed Male / Potential for gender tension	
Demographics - Ethnicity	Ethnic demographics can influence crowd behaviour.	Single ethnicity Mixed ethnicity Known rival factions	
Time of day	Time of day, daylight vs darkness can influence crowd behaviour. If the event extends into multiple categories, select the highest value.	Morning / afternoon All day Evening/Overnight	
Time of year (outdoor events)	Seasons and the likelihood of inclement weather can influence crowd behaviour or weather related	Winter Spring / Autumn Summer	

Item	Instructions/Justification for rating	Details - Considerations	Assessed level - Comments Low - Medium - High
	public health issues		
Day of week	People will behave differently when they have to work the following day.	Weekdays (Monday to Thursday) Friday/Saturday/Sunday/Stat holiday	
Series (playoffs/tournament play)	As a series progresses, competitive spirit, tensions or exuberance may also increase, affecting crowd behaviour.	Preliminary Middle rounds Championship	
Alcohol - site availability	Controlling access to alcohol at the site can reduce alcohol related problems including unruly crowd behaviour, injury or damage to property.	None onsite with security/bag checks Licensed sales on-site Available offsite /no security No designated area established	
Alcohol - hours of availability	Limiting periods of access to alcohol can reduce the potential for problems.	Prior to / limited during event For entire event	
Expected queuing	Line-ups can lead to frustration and influence crowd behaviour.	Less than 1 hour 1 - 4 hours 4 hours or more	
Media Coverage	The extent and type of media coverage can affect event participation levels.	Local Regional Canada-wide/International	
Social Media	Ongoing or expected likelihood of negative social media can lead to unwanted crowd behaviour or targeted incidents.	Unlikely Likely Highly Likely	
Political or religious	Likelihood of political or religious violence occurring.	Unlikely Likely Highly Likely	
Flammable or combustible materials	Risk level due to use of, or availability of flammable or combustible materials.	Low Medium High	
Disease outbreaks or other public health risks	Risks of transmission of communicable diseases, food borne illnesses, weather related exposures etc.	Medical Health Officer consulted: Low Medium High	

Item	Instructions/Justification for rating	Details - Considerations	Assessed level - Comments Low - Medium - High
Location	The location of the event can have an impact on potential risks.	Beach / Park Residential- outside downtown Commercial/Mixed- outside downtown Residential - downtown Commercial - downtown	
Marketing and media coverage	Whether an event is marketed local, city-wide, regionally/provincially, or internationally would affect a number of the above items.	Local - community based City-wide Regional / Provincial International	

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Historical Rating

The planning team should use historical data as an indicator for potential consequence management implications. This requires a historical analysis for the event occurring in the past in the host jurisdiction and for the event occurring in other jurisdictions, whereby providing an indicator for potential problems. Table 2 below is to be completed by the jurisdictions event planning committee prior to progressing with planning and issuing permits. The definitions of the ratings are shown in the details column of Table 2 below.

TABLE 2: Historical Analysis

Item	Details	Notes / Findings and Trends	Assessed Level - Considerations Low - Medium - High
History	Historical data exists locally / other jurisdictions (no consequences) Historical data exists other jurisdictions (limited consequences) Historical data exists locally (limited consequences) First event - no data Historical data exists other jurisdictions (major consequences) Historical data exists locally (major consequences)		

Departmental Rating:

City departments and public safety stakeholder agencies should evaluate and rank the event based on several factors, including a review of the planning considerations, capability analysis, departmental historical analysis, the projected need for a departmental operations centre. Table 3 below is to be completed by public safety stakeholder departments prior to progressing with planning and issuing permits.

TABLE 3: Departmental Ratings

Consideration	Instructions	VPD	VFR S	Health	BCA S	Eng	EMO	PARK S	Other	Other	TOTAL
Planning rating review	Review the planning info in tables 1 and 2 and the lists of hazards in the appendix and apply a departmental rating: 0 = No Concern 1 = Limited Concern/Manageable 2 = Concerned/ Contingency Planning due to Resource Constraints (OT) 3 = Significant Concern/ Contingency Planning due to Resource Constraints requiring Mutual Aid										
Notes:											
Departmental historical review	Has this event occurred in the past? What impact on department (e.g. staffing/ resource constraints, consequences directly affecting department)? 0 = Routine resources 1 = Minor adjustments required 2 = Significant adjustments required 3 = Exceeded departmental										

	capacity (external support required)										
Notes:											
Departmental capacity analysis	Availability of departmental staff and resources to manage this upcoming event: 0 = Routine resources 1 = Minor adjustments required 2 = Significant adjustments required 3 = Exceeds departmental capacity (external support required)										
Notes:											

TABLE 4: Event Risk Total

Table Number	Risk Assessment - Comments
TABLE 1: Initial Planning	
TABLE 2: Historical Analysis	
TABLE 3: Departmental Ratings	
Overall Risk	

Risk Mitigation Actions (City of Vancouver)

Risk Level	Examples	Planning Activities	Operational Readiness
Low	<ul style="list-style-type: none"> - Children’s Festival - Jazz Festival - Movie Shoots (non-action type) 	<ul style="list-style-type: none"> • Event organizer completes application and Safety Plan and submits to FEST • FEST reviews application and completes Special Event Risk Assessment • FEST enters event details on Event Listing • Permits issued following normal protocol • Activation of Departmental Operations Centres (DOC’s) discretionary 	<ul style="list-style-type: none"> • Normal emergency services available through 911 or as provided for under the organizers Safety Plan
Medium	<ul style="list-style-type: none"> - Canada Day Celebrations - Pride Parade - Sun Run - Greek Days - Movie Shoots (Action genre) - Folk Festival - Celebration of Light Fireworks - Grey Cup - Stanley Cup prelim. and middle rounds 	<ul style="list-style-type: none"> • Teleconference with Advance Planning Unit to determine/consider risks, threats or vulnerabilities and suggested adjustments to mitigate • Traffic management plan prepared • Venue plans in place minimum 3 weeks in advance • Distribution of event information to Regional partners • Advance Planning Unit meets regularly to develop Public Safety Plan • Tabletop exercise conducted minimum of 1 week prior to event to consider identified threats, risks or vulnerabilities • Incremental resource needs are identified and requested • Media partners are included in the planning process • Venue plans in place minimum 3 weeks in advance • Public Safety Plan briefing to Executive minimum of 1 week prior to event • Alcohol management strategies considered/adjusted • Debrief of event is conducted within one week following event 	<ul style="list-style-type: none"> • DOC activations as needed to support increase in site level capability • EOC Level 1 (remote or functions needed for situational awareness) • Escalate EOC to Level 1 or 2 (required functions in place to provide situational awareness and operational support to site) • DOC’s as needed • Temporary CCTV system monitored when network configuration allows • Policy Group immediately available for teleconference or face to face meeting if required

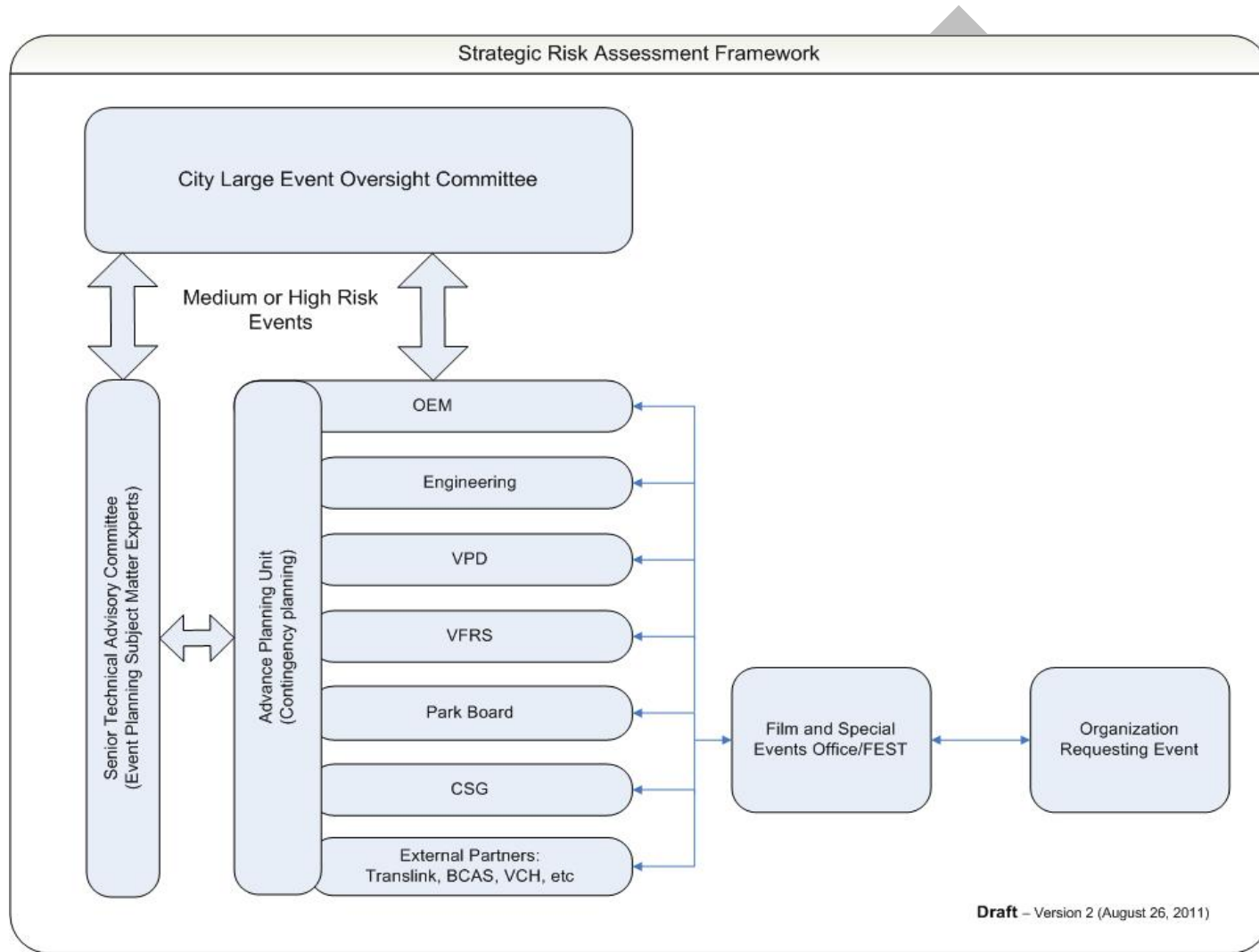
Risk Level	Examples	Planning Activities	Operational Readiness
High	- Stanley Cup Final Round	<ul style="list-style-type: none"> • Relevant regional, provincial and federal agencies are fully involved in event planning • Media responsibilities are monitored and documented • Venue plans, contingency plans, etc are exercised and validated • Recommendation to CLEOC that additional resources may be required to mitigate the risk to an acceptable level or that consideration be given to not host the event 	<ul style="list-style-type: none"> • EOC Level 2 with ability to immediately escalate to Level 3 • Policy Group is in one location with access to real-time information from EOC

If multiple events are occurring within the jurisdiction during the same timeframe, conduct these assessments for each event. Events should be considered for potential conflicts and compounding of risk and resource availability for the overall jurisdiction. Risk rating information should be shared with Emergency Management BC so that a regional Events Rating Overview can be compiled and analysed.

TABLE 5: Multi-Event Risk Total

Event	Risk Rating
Overall Risk Rating (all events)	

STRATEGIC RISK ASSESSMENT FRAMEWORK FOR SPECIAL/MAJOR EVENTS



KEY INGREDIENTS OF RIOTOUS BEHAVIOUR: SYNOPSIS OF THE LITERATURE

Prepared for: Dr. Penny Ballem, City Manager, City of Vancouver

Prepared by: Dr. Joy Johnson & Emily Jenkins

August 15, 2011

OVERVIEW

A literature search of 11 databases¹ was conducted to capture articles related to crowd aggression, riots and the factors that influence these events. Keywords were selected to gather a broad literature addressing the various elements associated with riotous behaviour². From this initial scope of the literature, 41 articles that were chosen for further review. These 41 papers were hand searched and screened for relevancy; 11 papers were chosen for in-depth review. The following annotated bibliography provides a brief synopsis of these 11 papers which informed the key findings presented in the accompanying policy deck.

¹Databases searched included: Academic Search Premier, CINAHL, Communication and Mass MediaComplete, ERIC, Health Source, MEDLINE, Military and Government Collection, Political Science Complete, PsycARTICLES, PsycINFO, Criminal Justice Abstracts

²Search terms included: "Gender" and "riots"; "alcohol" and "drugs" and "riots"; "alcohol" and "aggressive behaviour"; "alcohol" and "aggressive behaviour" and "sports"; "alcohol" and "aggressive behaviour" and "sports rivalries"; "crowds" and "aggressive behaviour"; "males" and "group behaviour"; "alcohol" and "crowds"; "riots" and "mob mentality"; "masculinity" and "aggressive behaviour" and "riots"

ANNOTATED BIBLIOGRAPHY

Branscombe, N.R. & Wann, D.L. (1992). Role identification with a group, arousal, categorization processes, and self-esteem in sports spectator aggression. *Human Relations*, 45(10), 1013-1033.

This article seeks to create a model identifying the various factors that contribute to sports-related crowd aggression including a combination of: physiological arousal, group-level identification, categorization processes (e.g., ingroup versus outgroup positioning), and self-esteem maintenance. Physiological arousal may occur at sporting events for two reasons: increased stimulation (e.g., noise, crowding) and/or because spectators highly identify with the group the competitors represent (i.e., view the team as a component of their own social identity). In the latter case, a loss for the team is perceived as a "loss for the self" (p. 1017). The authors highlight that certain environmental conditions may increase levels of arousal (e.g., standing in a stadium as opposed to sitting) and point out that both types of arousal intensify affective response, including aggression towards individuals representing the competitor. In addition to the aggression believed to result from increased levels of physiological arousal, research also indicates that this response is associated with a diminished ability to process information, resulting in more primitive ingroup versus outgroup views or group-level stereotypes. This type of cognitive processing is believed to be associated with aggression towards outgroup members. The authors suggest that aggression towards those viewed as competition has esteem-enhancing effects. Specifically, aggressive behaviour towards the outgroup helps restore self-esteem under losing conditions.

The authors offer a number crowd control and public policy implications related to their work including: attempting to reduce level of spectator identification (the authors acknowledge that sports franchises are unlikely to support this intervention, but that it would be quite effective), shifting identification towards the sport itself as opposed to particular teams (have teams promote fair play and the "spirit of the game"), structuring seating so that fans of opposing teams are not placed in close proximity (this would help to decrease arousal and ingroup/outgroup mentality), avoiding situations where spectators must stand, and severe consequences for those who engage in aggressive behaviour (e.g., banishment from future games may be a strong deterrent).

Giancola, P.R., Levinson, C.A., Corman, M.D., Godlaski, A.J., Morris, D.H., Phillips, J.P., et al. (2009). Men and women, alcohol and aggression. *Experimental and Clinical Psychopharmacology*, 17(3), 154-164.

This study examines the gender differences of acute alcohol use on aggressive behaviour. Participants were assigned to either an alcohol or placebo group. The findings indicate that alcohol intake increases aggression for both men and women, however, the effect is stronger for men. Further, in situations of unprovoked aggression, alcohol was a significant predictor of this behaviour amongst men, while only marginally significant amongst women. This study indicates that men are significantly more aggressive than women (a finding that is supported by national-level crime data) and that acute intoxication promotes aggressive behaviour in men.

Levinson, C.A., Giancola, P.R. & Parrott, D.J. (2011). Beliefs about aggression moderate alcohol's effects on aggression. *Experimental and Clinical Psychopharmacology*, 19(1), 64-74.

Levinson and colleagues seek to determine whether one's beliefs about aggression moderate the effect of alcohol on aggressive behaviour. This study is carried out in a laboratory setting in which subjects are given either an alcoholic beverage or placebo and asked to carry out a number of tasks developed to promote and measure aggression. The findings suggest that under the influence of alcohol, the ability to self-monitor or control aggressive desires is limited. It is suggested that prevention interventions for decreasing aggression should take place during the early developmental period in an effort to alter the development of cognitive "scripts" that support aggression.

Maney, D.W., Baylor, E.D. & Gates, S.C. (2003). Is alcohol related to rioting? An exploration of college student attitudes. *The Health Educator*, 35(2), 17-24.

This article focuses on alcohol-related rioting amongst college students. This qualitative study looked at student attitudes about alcohol use, riots, and enforcement strategies. There were mixed views expressed related to all of these concepts (e.g., some participants associate alcohol use with crowd disturbance, while others did not; some believe that strict enforcement is necessary while others believe that these measures contribute to the violent behaviour). This may be an important finding for policy-related suggestions- many participants viewed "environmental management" strategies as "paternalistic, harsh, and adversarial" (p.22). The authors suggest that these countermeasures unintentionally create a "reactance motivation" amongst those who view their rights and freedoms to be limited.

Mann, L., Newton, J.W. & Innes, J.M. (1982). A test between deindividuation and emergent norm theories of crowd aggression. *Journal of Personality and Social Psychology*, 42(2), 260-272.

In this article, Mann and colleagues test two opposing hypotheses for crowd aggression: deindividuation and emergent norm theories. Deindividuation refers to a situation of "reduced self-awareness and concern for social evaluation that frequently occurs in groups and crowds" (p. 260). It is proposed that the sense of anonymity created by crowded environments frees individuals to engage in "extreme behaviour". Further, Zimbardo (1969) reports that deindividuation is supported by environments such as crowd settings including: anonymity, diffused responsibility, and arousal secondary to noise, chanting and fatigue. In contrast, emergent norm theory posits that crowd aggression occurs as a result of "heterogeneity of feelings, motives, and behaviours" (p. 261). In this study, the authors simulate a crowd setting in a laboratory and test the two hypotheses. From this work, the authors conclude that deindividuation theory offers a stronger explanation for crowd aggression than emergent norm theory, a finding that is supported by other research indicating that "reduced self-consciousness and self-awareness is an important mediator of aggression" (p. 271).

Patten, S.B. & Arboleda-Florez, J.A. (2004). Epidemic theory and group violence. *Soc Psychiatry Psychiatr Epidemiol*, 39, 853-856.

In this paper, the authors argue that group violence has similar properties to that of the spread of infectious disease - a process called "behavioural contagion". The authors present the use of Kermack-McKendrick model (typically used in epidemiology to study the spread of infectious disease) for understanding crowd violence and identifying factors for its prevention and control. The authors argue that "factors that increase transmissibility of [violent] behaviours would be expected to contribute to

the occurrence of riots: factors that increase social identification, for example (wearing team colours, being of similar age, collective behaviours such as chanting or singing)” (p. 854). The authors also comment that the probability of transmitting violent behaviour may be increased when alcohol is consumed (due to disinhibiting properties), by increased emotional arousal, and by the length of time that the violent individual remains amongst the crowd (in a position to “spread” the behaviour to susceptible individuals).

Interventions for preventing crowd violence are presented as “[mirroring] the strategies employed in the containment of infectious diseases, especially the need for rapid isolation of violent individuals” (p. 855), limited access to alcohol, and dispersal of large groups.

Quigley, B.M., Corbett, A.B. & Tedeschi, J. (2002). Desired image of power, alcohol expectancies, and alcohol-related aggression. *Psychology of Addictive Behaviours*, 16(4), 318-324.

This study focussed specifically on crowd aggression amongst college students. This population was a common focus of the literature. This paper contributes findings related to gender differences in aggression and aggression amongst alcohol users— with men being more likely to be involved in these types of altercations (e.g., 25.6% of men in study reported being in physical fight while drinking compared to 6.9% amongst women). The authors found that this type of aggression was mediated by the individual’s perception of alcohol and aggression. That is, if the individual believes that alcohol causes aggressive behaviour, they are more likely to enact this type of behaviour. Additionally, it was found that people who desired a social identity of power were more likely to engage in alcohol-mediated violence. Heavy drinkers are at greater risk of experiencing alcohol-related violence compared with light drinkers and abstainers.

Roberts, J.V. & Benjamin, C.J. (2000). Spectator violence in sports: A North American perspective. *European Journal on Criminal Policy and Research*, 8, 163-181.

In this paper, the authors explore spectator violence and highlight differences between this behaviour as it relates to football in Europe, and the less common experience of this type of violence in North American settings. Interestingly, the authors note that in the Canadian context, riots associated with professional sports are typically “celebratory” in nature, following successful game outcomes (e.g., riots in Montreal following Stanley Cup wins); the one exception being the riot taking place in Vancouver following the Stanley Cup loss to New York in the 1990s. Unlike riots in the UK, which are characterized by physical assaults directed at fans of the opposing team, possession of weapons, and throwing of missiles, riots in Canada appear to be primarily public disturbances, drunkenness and vandalism. The demographic profile of fans is also depicted as strikingly different, with UK soccer fans coming largely from low socioeconomic backgrounds, and attendees at Canadian hockey games being of higher social status due to the significant ticket costs associated with attending hockey games. The authors conclude that rioting behaviour in North America is a relatively small problem when compared with the crowd aggression issues experienced in the UK.

Russell, G.W. & Arms, R.L. (2001). Calming troubled waters: Peacemakers in a sports riot. *Aggressive Behaviour*, 27, 292-296.

In this paper, the authors describe the attributes of those who intervene during a crowd disturbance in an attempt to create peace or restore order. Previous research indicates that “peacemakers” are typically of greater stature than those causing the disturbance, have greater levels of self-esteem, have a strong belief in the importance of law and order, and are subject to the false consensus effect which

has been defined as the tendency of people "...to see their own behavioural choices and judgments as relatively common and appropriate to existing circumstances while viewing alternate responses as uncommon, deviant, or inappropriate" (as cited by Ross et al., 1977, p. 288). Interestingly, this cognitive phenomenon also appears amongst the aggressors, but with the opposite bias at play. In the current study, multiple regression was used to predict the characteristics of peacemakers. The model proposed accounts for 40.3% of the variance. Significant predictors included: strong beliefs in the importance of law and order and history of intervening successfully (with those having intervened in an altercation during the past year more likely to intervene again than those whose experience was more distant).

Russell, G.W. (1995). Personalities in the crowd: Those who would escalate a sports riot. *Aggressive Behaviour*, 21, 91-100.

The authors of this study interviewed attendees at four different Western Hockey League games. Participants completed a 10-minute survey aimed at identifying aggression-related personality traits. These data were analyzed to determine the personal characteristics associated with involvement in sports-related spectator violence. The findings suggest that young, single males are disproportionately attracted to attending hockey games by the potential for witnessing violence. These individuals were found to attend games for this sole purpose. Personality traits of men likely to engage in crowd disturbances are those with antisocial tendencies and a disregard for how others may view their behaviour.

Russell, G.W. & Arms, R.L. (1998). Toward a social psychological profile of would-be rioters. *Aggressive Behaviour*, 24, 219-226.

In this paper, Russell and Arms (1998) build on previous research seeking to identify the characteristics of individuals who would become involved in crowd violence pertaining to organized sport. This study involved 78 male participants with a mean age of 20.9 years who were recruited from a university. All participants had expressed an interest in hockey. Multiple regression was used to identify predictors of would-be rioters. The researchers identify a model that accounts for 65% of the variance. Two dominant predictors emerged: recency of involvement in a fight and attending games with desire to witness a fight. These traits were found to be more common amongst the youngest participants, a finding which is aligned with other research indicating that antisocial behaviour peaks sharply among 16-20 year olds and violent crime peaks amongst 20-24 year olds. Young men, those who attend games with the desire to witness a fight, history or recent fighting, number of accompanying males at the game and the false consensus phenomenon (i.e., the overestimation that others share your views) all increased the likelihood of being involved in a crowd disturbance. The authors suggest that if on-ice fighting were to be minimized, that the audience most likely to engage in rioting behaviour would be lost.

Gender, Witnessed Aggression, Alcohol & the Environment: Key Ingredients of Riotous Behaviour

Dr. Joy Johnson, PhD, FCAHS, RN, Professor, University of
British Columbia, School of Nursing and Scientific Director,
CIHR Institute of Gender and Health

Emily Jenkins, MPH, BSN, RN, Doctoral Student, University of
British Columbia, School of Nursing

Gender Influences

- Men are more likely to engage in riotous behaviour than women
 - Risk factors for crowd aggression include:
 - Groups of males attending sporting events together
 - Younger age (16-24 year old males most likely to participate in riots)
 - A desire to witness physical aggression
 - Recent involvement in physical fights
 - Alcohol consumption
 - Alcohol use is highly related to aggression in men

Witnessed Aggression

- Watching a physical altercation is emotionally stimulating and can promote violent behaviour amongst observers
- Witnessing sports-related violence increases chances of spectators engaging in riotous behaviour
- Previous involvement in physical fights increases likelihood of participating in a crowd disturbance
- Young men (compared to women or older men) are more likely to indicate they attend hockey games in order to witness violent behaviour

Physiological Arousal and Aggression

- There are clear links between arousal and aggression
- Physiological arousal can occur when aggression is witnessed, through exposure to chanting and yelling, and by standing as opposed to sitting
- When individuals are aroused they are less able to think clearly and process information
- Cognitive abilities can be further diminished when alcohol is consumed

Alcohol Use

- Acute intoxication promotes aggression in men
- Heavy drinkers are the most likely to experience and/or participate in alcohol-related violence
- Beliefs shape behaviour - people who believe that alcohol leads to aggression are more likely to engage in violent behaviour when drinking

The Environmental Context

- Standing during sports events is a risk factor for violent behaviour as it increases spectators' level of emotional arousal
- Factors that increase people's perceived level of connection with each other (e.g., wearing team clothing, chanting or cheering) may lead to violent behaviour within a group
- Crowding and lack of easy exit points increases stimulation which can lead to crowd violence
- The presence of police enforcement may unintentionally fuel riotous behaviour when viewed as oppositional or combative

What Does this Mean?

- Violent spectators should be removed from the environment as quickly as possible to stop spread of aggressive behaviour
- Police should be incorporated into the crowd to avoid perception of confrontational motives and the unintentional reinforcement of aggression
 - Police dressed in plain clothing may be helpful
- Crowd dispersal should be well-planned; attempts to diffuse or separate groups of young males will help to avoid crowd violence
- Access to alcohol should be limited as it leads to aggression in some people
- Encourage team members to promote “fair play” and “the spirit of the game”
- Strict penalties for players engaging in violence will help to reduce spectator arousal which is associated with crowd disturbances

August 23, 2011

City of Vancouver
453 West 12th Avenue,
Vancouver, British Columbia, V5Y 1V4
Attn: Penny Ballem, City Manager

Dear Penny:

Re: June 15, 2011 Vancouver Riots

Thank you for requesting our input in advance of issuing your internal review report relating to the riots that occurred in downtown Vancouver on June 15, 2011. We at Canucks Sports & Entertainment feel very fortunate to call this great city and province our home. We enjoy living and playing in such a vibrant city with such diverse and passionate people. The pride our fans have shown in our team year after year, and in particular during our 40th anniversary season and 2010/11 Stanley Cup Playoffs, has been absolutely incredible. The public viewing events that the City held in downtown Vancouver during our playoff games leading up to Game 7 of the Stanley Cup Final demonstrated a tremendous sense of community spirit which was inspirational for all of us. The actions of the misguided individuals who caused needless damage on June 15, 2011 are not a true reflection of that spirit. The events of that evening do not represent the citizens of Vancouver, our province and country nor the true values of Canucks' fans or the game of hockey.

We understand how important the Vancouver Canucks are to this community. We want to do what we can to support the City and Province so that if you plan any public viewing events for our games in the future, you can do so without a recurrence of the incidents of June 15, 2011. The best way for us to provide that support is to speak to our fans directly through targeted messaging. As an organization, we will continue to encourage all of our fans to celebrate responsibly and to respect one another at all times. In the past, we have used messaging regarding the importance of respecting your fellow fan and ensuring others do the same, building awareness for the importance of responsible and passionate fan behavior. For the upcoming season, we are committed to strengthening that message and further raising the expectation that Canucks fans enjoy our games while conducting themselves in a respectful way. Some of the initiatives we are working on include, but are not limited to, the following:

- a) On opening night, we would like to display the 'message of hope' boards in the concourse at Rogers Arena, use our in-arena projectors and display screens to show images of the clean-up and our civic pride to a nationally televised audience. We will recognize the Canucks individual award winners and team successes last season by displaying each trophy on-ice, accompanied by a 'local hero';
- b) Public service announcements will be shown in-arena during games, on Canucks.com and on network television with key messages about celebrating responsibly and respecting your fellow fan and community property;

- c) Our external poster campaign will include key messages about celebrating responsibly and respecting your fellow fan and community property; and
- d) We have had preliminary discussions about providing financial support for an appropriate youth education initiative.

Our organization is extremely grateful to the law enforcement agencies, fire and rescue workers who displayed courage and expertise during such a difficult situation. We are also inspired by the spirit of so many who ensured the clean-up of our streets was swift and sent an even stronger message about the character of our citizens. As a thank you, we will be hosting a combined total of 1,000 police officers, fire fighters, paramedics and fans (who initiated the clean up on June 16th) at a game during the preseason.

Finally, we have also met with the independent review team and discussed the above initiatives (and more). We anticipate that their report will reflect our commitment to support efforts to ensure a repeat of the unfortunate events on June 15, 2011 is prevented or diminished in the future.

Thank you again for the City's support of the Vancouver Canucks and for providing us with an opportunity to be part of the process of healing that we all must embrace. Please do not hesitate to contact me should you have any questions or wish to discuss this matter further.

Yours very truly



Victor de Bonis
Chief Operating Officer and Alternate Governor
Canucks Sports & Entertainment

cc: John Furlong



August 2, 2011

Mr. John Furlong & Mr. Doug Keefe
PO Box 18509
Vancouver, BC
V6Z 0B3

To John Furlong, Doug Keefe,

Re: June 15, 2011 Stanley Cup Riot

Vancouver Coastal Health (VCH) public health officials and the BC Provincial Health Officer are committed to preventing injury and illness in the population, including the harms associated with alcohol misuse. The impact of alcohol misuse, particularly binge drinking among young males, has been cited by a number of agencies as a contributing factor to the June 15, 2011 Stanley Cup riot, and VCH data confirms this association. Therefore we offer for your consideration a number of recommendations to prevent recurrences of this event and alcohol-related harms in general.

During the Vancouver Canucks Stanley Cup play-off run, culminating in the riot following game 7 of the final series, the VCH Public Health Surveillance Unit monitored the impact of play-off games on emergency department visits at Vancouver hospitals. Data showed an increase in visits on game nights for alcohol intoxication, particularly at St. Paul's Hospital where 64% of the increase occurred. Emergency department visits for other alcohol-related problems also increased, including injuries and assaults. The impact was greatest for home games, and the increase in visits was disproportionately among males 15-49 years of age, particularly those living outside Vancouver. These data are shown in the accompanying two graphs. The impact of the riot was noted on both June 15th and 16th, primarily at St. Paul's Hospital.

This unfortunate event provides an opportunity to consider strategies to reduce the harms associated with alcohol misuse in British Columbia as articulated in the 2008 Report from the Provincial Health Officer on this topic (<http://www.health.gov.bc.ca/pho/reports/special.html>) and the recommendations for municipal governments developed by the University of Victoria Centre for Addictions Research of BC (CARBC). Included with this letter is a discussion paper that summarizes these recommendations, and copies of the detailed CARBC policy recommendations. These recommendations, if implemented, provide an opportunity to address the trend of increasing harms associated with alcohol consumption in BC.

However, in considering factors that contributed to the riot of June 15th, 2011 and prevention of recurrences in the future, additional, specific recommendations pertaining to alcohol misuse are worthy of consideration. The Vancouver Police Department (VPD) was well aware of the potential contribution of binge drinking in creating circumstances that could risk a riot in advance of the final games. VPD Chief Constable Jim Chu recommended early cut-off of liquor sales at BC Liquor Control outlets in

Vancouver on the days of games 6 and 7, with the support of the VCH Chief Medical Health Officer. The VPD and Transit Police did institute measures at game viewing sites in downtown Vancouver and at Skytrain and Canada Line stations in the downtown core to seize and pour out alcoholic beverages purchased for public consumption. However, these actions alone were not sufficient to mitigate the impact of binge drinking.

Therefore, we make the following additional recommendations for future large public gatherings where the potential for alcohol misuse and binge drinking is of concern:

1. Undertake health promotion messaging in the days and weeks prior to the event, particularly targeting youth and their parents, advising of the legal consequences of either transporting alcohol on public transit or being found intoxicated in public.

If the event is related to a sporting event e.g. hockey or football game, encourage the host team or league to participate in the health promotion messaging.

2. Have liquor inspectors work with the hospitality industry in the weeks prior to the event to ensure compliance with minimum age restrictions for alcohol sales in outlets serving alcohol, to promote lower alcohol content products, and to cease service to those who are at or near the point of intoxication.
3. On the day of the event, close off sale of alcohol at liquor outlets at a pre-set time; consider this not only in Vancouver or host municipality, but also in those municipalities where visitors and attendees are likely to originate.
4. Consider similar early cut-off of liquor sales within bars and restaurants on the day of the event.
5. Provide the legislative ability to ban alcohol on transit on days of special events.
6. Provide police with the legislative ability to conduct random searches on transit vehicles, at transit stations and at entrances to public gathering places on days of special events.
7. Give consideration to making public intoxication at these events an arrestable offense.

We believe these recommendations will work to discourage those attending these events from binge drinking beforehand and/or transporting and consuming large quantities of alcohol while attending the event. They will also assist transit and police officials in undertaking the steps necessary to help reduce those circumstances that may risk a future riot.

We would be pleased to further discuss these recommendations with you.

Sincerely,



Patricia Daly MD, FRCPC



P.R.W. Kendall

Chief Medical Health Officer and
Vice-President, Public Health
Vancouver Coastal Health

OBC, MBBS, MHSc, FRCPC
Provincial Health Officer

Pc: Dr. Penny Ballem, City Manager, City of Vancouver

ALCOHOL HARM REDUCTION – POLICY RECOMMENDATIONS FOR LOCAL, PROVINCIAL AND FEDERAL GOVERNMENTS

Discussion Paper

August 2, 2011

Context

- On June 15th, 2011 Vancouver experienced a riot after Game 7 of the Stanley Cup Final. Alcohol misuse has been identified as a contributor to the riot.
- This is not only a Vancouver issue; other community events have had to contend with liquor-related incidents. In fact, alcohol misuse is a major issue in Canada, with direct and indirect health and social costs estimated at \$14.6 billion annually.ⁱ The largest economic costs of alcohol were lost productivity, with \$3.1 billion attributed to law enforcement costs.ⁱⁱ
- Alcohol consumption in BC is increasing faster than in the rest of Canada, with residents of BC consuming more than 1.4 billion standard drinks per year.ⁱⁱⁱ Research from around the world and from Canada confirms that many types of alcohol-related problems increase when per capita consumption increases. However, the relationship between alcohol-related harms/costs and overall consumption also depends on the patterns of drinking, with some types of drinking more harmful and costly than others. Based on official sales records, between 1998 and 2008, alcohol consumption in BC increased 16% from 7.5 litres per capita to 8.7 litres per capita. By comparison, alcohol consumption across Canada increased approximately 9.3% during the same period, from 7.5 to 8.2 litres of absolute alcohol per person age 15 years and older (Statistics Canada, 2008 and various years).
- Researchers at the Centre for Addictions Research of BC (CARBC) have generated more accurate estimates of per capita alcohol consumption in British Columbia^{iv}. These data indicate that alcohol consumption increased from 8.26 litres in 2002 to 9.18 litres in 2008. Put another way, on average, everyone age 15 years and older in BC increased their drinking from almost 475 drinks per year (e.g., cans of beer, glasses of wine or cocktails) in 2002 to over 525 in 2008.
- Alcohol consumption ranges from mainly low-risk use through potentially hazardous use to clearly harmful use. Risky alcohol use is fairly common among under-age youth, with 25% reporting binge drinking at least once a month.^v Binge drinking which is defined as “five or more drinks within a few hours” can be associated with social harms including violence, sexual assault, crime, alcohol-involved traffic casualties and other intentional and unintentional injuries. According to the Canada Community Health Survey, the most at-risk group is males 20-34 years of age, 45% of whom reported monthly binge drinking in 2005.^{vi} These high rates have been attributed to the decreasing cost of the cheapest forms of alcohol, increasing availability, and increased promotion/marketing that associates alcohol consumption with glamorous people and lifestyles.^{vii}
- Overall in Canada the per capita sales of pure alcohol has risen – a 13% increase in 13 years – with the increase most striking in regions where control systems have eroded.^{viiiix} In BC, the physical availability of alcohol increased substantially with the partial privatization of British Columbia’s alcohol retailing system, with the total number of liquor stores in the province increasing from 786 in 2002 to 1,294 in 2008.^x An increase in overall sales was seen in areas where there was a more dramatic increase in private-run outlets.^{xi} This is concerning when public and licensed private retail stores and bars/restaurants account for over 90% of recorded alcohol consumption in BC.^{xii}

Additionally, when people drink in bars the probability of heavy drinking and related problems are generally higher than if drinking occurs in a restaurant or at homes.^{xiii}

Alcohol-related problems in our society are more than a matter of personal responsibility. An individual's choices about alcohol – including when, where and how to drink – are strongly influenced by social and environmental factors in their community and the society at large.

Key messages to reduce alcohol harms

1. Promote balanced public understanding of alcohol consumption.

While alcohol remains our society's most popular drug next to caffeine, the general public needs to be much better informed about the considerable adverse impact of excessive and inappropriate drinking. Half of all alcohol-related costs stem from occasional excessive drinking by people who are mostly moderate drinkers. Drinking within low risk drinking guidelines and avoiding intoxication would permit people to better enjoy their drinking experience and would also reduce the likelihood of incurring or causing harm.

2. Promote effective ways for individuals and communities to manage risks related to alcohol.

At least half of all alcohol currently consumed in Canada is consumed in ways that substantially increase risk. If Canadian drinkers adhered to low risk drinking guidelines, approximately 4,600 alcohol-related deaths per year would be prevented. Beyond encouraging individual awareness about safer patterns of drinking, communities can manage risk by effectively regulating access to alcohol, ensuring safer contexts in which alcohol is consumed and shaping public attitudes about appropriate use of alcohol.

3. Address culture and social norms that support violence and disruption related to alcohol.

People who would otherwise be normal, caring, helpful individuals can engage in destructive and violent behaviour when drunk and in certain contexts. The things our society chooses to celebrate and glorify – and the ways in which we celebrate – need to be critically examined.

Recommendations

A comprehensive public health response to reduce harm from alcohol requires combined population-level and front-line level policies, which include pricing measures and restrictions on access, marketing and sponsorship, controls on drinking and driving, interventions by servers, public education and persuasion programs, and increased access to brief intervention and treatment.^{xiv} The Centre for Addictions Research BC (CARBC) has developed several documents that provide Municipal Governments with resources and tools on effective strategies that can be implemented in communities to address the issue of alcohol. The recommendations listed below have been developed using the CARBC resources. Hard copies of the CARBC resources are included, and the web links listed below.

Recommendations for Local Governments

- 1. Limit Alcohol Availability.** Restricting consumer access to alcohol is one of the most effective means of reducing harms associated with heavy drinking. This can be accomplished through controlling alcohol outlet density, re-evaluating hours of service, limiting/managing alcohol-allowed public events.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/497/1LimitAvail\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/497/1LimitAvail(e).pdf)

- 2. Ensuring Safer Drinking Environments.** Some of the key factors in addressing alcohol-related harm involve "context" or the conditions in which alcohol is being consumed (i.e. where, when, how and why alcohol is being served). Two important ways municipal governments can help improve the

safety conditions of public drinking environments are by regulating public special-occasion events (eg. developing a special events policy) and improving on-premise venues (eg. Implementing design standards, staff training, bar policies for licensed establishments that reduce the likelihood of alcohol-related harm). In addition, recent local campaigns to minimize the impact on fans at BC Place games – “Be a Fan, Not a Fool” – have showed some early success. Measures have included decreased alcohol service times, eliminated commissioned liquor sales, no in-and-out privileges, smaller serving size and reduced sales in the stands and finally a text/phone line for fans to identify problems while enjoying the game.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/492/2EnsSafeEnv\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/492/2EnsSafeEnv(e).pdf)

Recommendations for Provincial Governments

3. **Make Alcohol Less Affordable^{xv}**. International research confirms that raising and maintaining the price of alcohol is one of the most effective ways of controlling consumption at the population level and, by extension, reducing alcohol-related health and social harms in society. Evidence consistently shows that pricing policies are among the most effective tools for maximizing the benefits and minimizing the harms from alcohol^{xvi}. These policies increase fiscal benefits by generating substantial revenue for governments (direct revenue totalled over \$1 billion in BC in 2008) and reduce harms by helping control consumption at the population level.

Pricing policies should increase benefits while providing growing disincentives for ever more risky patterns of consumption. Increasing the price of alcohol actually meets this test. For example, if the price of alcohol was to increase by 10 cents per drink, the impact on harmful patterns of drinking would result in benefits for everyone in terms of decreased healthcare and insurance costs and increased safety. Those who do not drink would reap these benefits without paying anything. The majority of drinkers whose drinking is within low-risk drinking guidelines might pay an additional \$1 or \$2 per week but still experience a net benefit. Only heavy frequent drinkers, whose patterns of drinking cause the most harm, would pay significantly more (Cook, 2008).

Research is pointing the way toward more discerning alcohol pricing policies that more effectively target hazardous patterns of drinking. These policies include:

- a. setting and enforcing a minimum price per standard drink and applying it to all products^{xvii},
- b. altering mark-ups to decrease the price of low alcohol content beverages and increase the price of high alcohol content beverages, in particular alcohol products that are marketed and/or targeted towards young people; regular heavy drinking is concentrated in the young adult population, and these drinkers tend to be more price sensitive compared to mature drinkers due to lower average incomes and lower prevalence of alcohol dependence (Adlaf et al., 2005; Chaloupka et al., 2002); and
- c. indexing minimum prices and mark-ups to inflation to ensure that alcohol does not become cheaper relative to other commodities over time.

Note: although alcohol pricing is the responsibility of the provincial government, municipalities may consider establishing a minimum price per standard drink for bars/restaurants, and then work with the hospitality industry to favour low-alcohol content beverages on days of significant public events.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/488/6AdvOthGov\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/488/6AdvOthGov(e).pdf)

4. **Reducing Drinking and Driving**. Continue to support broad policies and practices for lowering drinking and driving rates. Some examples of initiatives that fall under provincial jurisdiction include a minimum legal drinking age and sobriety checkpoints. Visibly consistent enforcement of laws

aimed at discouraging drinking and driving strengthens community protection and fosters collective responsibility to further reduce harm from alcohol. In addition, ensuring that the public is clear about what can and will happen if they drink and drive may influence people to align with healthier behaviour.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/491/3ReduceDD\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/491/3ReduceDD(e).pdf)

5. **Promote low-risk drinking guidelines.** The National Alcohol Strategy Advisory Committee has supported the development of a set of low risk drinking guidelines for Canadians that will soon be released. These recommendations support a movement toward a culture of moderation and will help Canadians balance short-term (injuries) and long-term (chronic disease) risks and benefits from alcohol.

<http://www.heretohelp.bc.ca/publications/factsheets/low-risk>

Recommendations for the Federal Government

6. **Limiting Alcohol Advertising.** Promotion of alcohol through advertising, social media and sponsorships leads to increased consumption and added toll on public well-being. Develop national standards related to alcohol advertising considering volume or quantity of advertisements allowed, places and types of media in which advertising can be carried out, time slots in which it is permitted on television, and content that is permissible in promoting the product.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/496/4LimitAdv\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/496/4LimitAdv(e).pdf)

In summary, there is a significant opportunity for partnership and engagement across all levels of government and with key stakeholders in the community to respond to the issues related to alcohol. To successfully address this issue **a comprehensive public awareness and engagement campaign** supported by all levels of government and community partners will need to be developed to support any of the recommendations chosen; a stand-alone campaign will not be sufficient. Responding together in a comprehensive way to these recommendations as well careful introduction of these strategies would significantly reduce the 2,000 alcohol-related deaths that occur in BC each year along with the many alcohol-related hospitalizations, crime events, social harms and related economic costs.

Evidence shows that inclusive communities—where members are engaged and contributing to the building and maintenance of a positive environment—are healthier than communities where significant numbers of people are excluded from community involvement or where inequity exists. As a result, all levels of government should work together to strengthen communities by promoting both responsible attitudes toward alcohol and moderate drinking practices, as well as alcohol control policies. A healthier public environment will achieve better outcomes and reduced harm in regard to use of alcohol.

[http://carbc.ca/Portals/0/PropertyAgent/2327/Files/501/5StrengthComm\(e\).pdf](http://carbc.ca/Portals/0/PropertyAgent/2327/Files/501/5StrengthComm(e).pdf)

Endnotes:

- ⁱ Rehm J, Ballunas D, Brochu S, Fischer B, Gnam W, Petra, J, et al. (2006, March) *The costs of substance abuse in Canada, 2002*. Ottawa, ON: Canadian Centre of Substance Abuse. Retrieved July 18, 2011, from <http://www.ccsa.ca/2006%20CCSA%20Documents/ccsa-011332-2006.pdf>
- ⁱⁱ *ibid*
- ⁱⁱⁱ BC Alcohol and Other Drug Monitoring Project, Centre for Addiction research of BC <http://carbc.ca/AODMonitoring/TopicsIndicators/HealthIllness.aspx>.
- ^{iv} The CARBC Alcohol and Other Drug Monitoring Project data includes estimates for alcohol distributed through U-vin and U-brew facilities and more accurate estimates of alcohol content for wine and coolers sold in liquor stores. Data for 2002–2005 showed that the typical alcoholic strength of wine and coolers sold from liquor stores in BC was higher than assumed by Statistics Canada (12.2% versus 11.5% for wine, and 6.7% versus 5% for coolers).
- ^v *ibid*
- ^{vi} Canadian Community Health Survey
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