

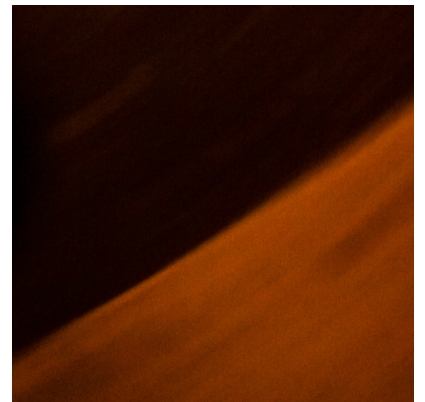
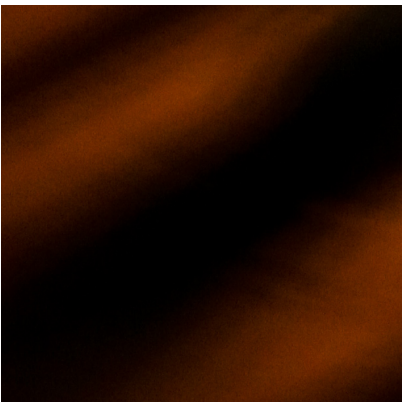


# RECLAIMING THE 'STREET OF SHAME'

A PROBLEM ORIENTED SOLUTION TO VANCOUVER'S ENTERTAINMENT DISTRICT

SUBMITTED BY THE VANCOUVER POLICE DEPARTMENT  
JUNE 1, 2009

CONSIDERATION FOR THE 2009 GOLDSTEIN AWARD FOR PROBLEM ORIENTED POLICING





City of Vancouver  
Police Department

JIM CHU  
Chief Constable

## OFFICE OF THE CHIEF CONSTABLE

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May 27<sup>th</sup>, 2009

Dr. Robert T. Guerette, School of Criminal Justice  
Florida International University  
University Park, PCA 366B  
11200 S.W. 8<sup>th</sup> Street  
Miami, Florida  
USA 33199

Dear Dr. Guerette:

On behalf of the Vancouver Police Department (VPD), please accept the attached nomination for the Herman Goldstein Award for Excellence in Problem Oriented Policing. This report fundamentally shows how the Vancouver Police Department is achieving its strategic operational goals of:

- Enhancing proactive and visible policing
- Reducing property crime
- Reducing violent crime
- Suppressing violent gang activity
- Improving liveability by reducing street disorder

The submission, *'Reclaiming the "Street of Shame": A problem oriented solution to Vancouver's entertainment district'* presents an innovative, problem oriented approach to reducing disorder and violence in the Granville Entertainment District. By collaborating with relevant stakeholders, as well as implementing of proactive policing techniques, violence and disorder have been visibly reduced. Analytical techniques, borrowed from the fields of crime analysis and applied econometrics, were used to further establish and confirm the positive causal results of the response strategy. Officers are thanked on an ongoing basis for their continued efforts and general tension levels have been greatly reduced.

Reducing disorder in the Granville Entertainment District has been a long-term program at the VPD and could not have been successful without the commitment, dedication and suggestions of all department staff. If additional information is required in relation to this submission, please contact:

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The Vancouver Police Department would also be honoured to present this submission at the 2009 Problem Oriented Policing Conference.

Respectfully submitted,



Jim Chu  
Chief Constable

/kc  
enclosure



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## Summary

### ***Reclaiming the 'Street of Shame': A problem oriented solution to Vancouver's entertainment district***

#### Scanning

*The Granville Entertainment District (GED), the primary entertainment area in Vancouver, is located in the central business district and has the highest concentration of liquor seats in the Lower Mainland. A change in British Columbia's provincial Liquor Control and Licensing Act in 2002 significantly increased street disorder in the area, negatively affecting public, media and officer opinions and safety.*

#### Analysis

*High frequencies of assaults, fights and general disorder caused in the most part by young, intoxicated persons were occurring on a regular basis. An initial analysis of the area identified these call types as having significantly increased since the policy change. The previous 'zero-tolerance' strategy had proven unsuccessful at mitigating this disorder. Other factors that were seen as primary contributors to the disorder include:*

- *Poor communication and collaboration with bar representatives*
- *Limited transportation options out of the GED during the night*
- *Over-crowding on sidewalks*
- *High levels of gang violence*
- *Restaurants operating as liquor primary establishments*

#### Response

*Improved collaboration between the VPD and local bar owners through BarWatch was a key catalyst to the comprehensive approach to regaining order in the GED. Ideas for improvement were solicited from a number of internal and external stakeholders, leading to the development of several other prominent initiatives, including:*

- *Paradigm shift from reactive to proactive policing*
- *Closing off of Granville Street to traffic on weekend evenings*
- *Elimination of bar line-ups and street music after 2:00am*
- *Collaboration with the taxi industry to improve transportation options*
- *Creation of a Firearms Interdiction Team to proactively work at removing gang members from the GED*
- *Undercover Restaurant Operation leading to more stringent enforcement actions*

#### Assessment

*The initiative proved highly successful at diminishing disorder in the GED. In 2008, there were 20% fewer calls for service in the GED relative to the previous year. Feedback from the public was overwhelmingly positive, with 93% of survey respondents endorsing the continuation of the strategy. Police officers no longer dreaded working in the GED and considered the initiatives fundamental in increasing their feelings of safety in the area.*





## ***Description***

### **Scanning**

The City of Vancouver is located in the province of British Columbia on the west coast of Canada. With a residential population of approximately 615,000, the census metropolitan area of Vancouver features a total population of 2.3 million. Vancouver is an international tourist destination as well as the host city of the 2010 Winter Olympic Games.

The Granville Entertainment District (GED), located on a five block section of Granville Street in the central business district of downtown Vancouver, is known as the primary 'party' area of the Lower Mainland. Centrally located in police District 1, the GED is located in a mixed business-residential area that consists of condominiums, apartments, hotels, restaurants, pubs and nightclubs. The area features the highest concentration of nightclubs in the Lower Mainland and is a catalyst for drawing in young people from nearby municipalities as well as two area universities. The GED was initially designated an Entertainment Area in 1997 when efforts were being undertaken to promote Vancouver as a world class city. While this area has historically been considered to have higher than average levels of disorder on Friday and Saturday evenings, policing strategies prior to 2003 were generally successful at mitigating disorder.

In response to changes in the provincial *Liquor Control and Licensing Act* in 2002, Vancouver City Council developed a comprehensive hours of liquor service policy that sought to increase the hours of liquor service from 2:00am to 4:00am. A trial period was set between June and November of 2003 to assess the impacts of the extension. Simultaneous changes stemming from the provincial act also included an increase in the capacity of liquor primary locations and fewer restrictions and expanded hours of liquor service at restaurants. Most surrounding municipalities chose not to implement the extension.

While feedback from the trial period was generally positive, with 68% of the public responding in favour of the extension, the introduction of longer liquor service hours visibly increased street disorder. Fundamental changes in the area noticed by the Vancouver Police Department (VPD) included significant increases in street disorder-related calls for service (fights, assaults, drunk and disorderly behaviour) and greater inflows of individuals from surrounding municipalities.



The VPD initially responded to the increased disorder by deploying an additional beat squad in the GED on Friday and Saturday nights. This LIMA squad was given a mandate to strictly enforce violations in the area; officers were encouraged to ticket all offences they saw in order to send 'zero tolerance' message to the public. The strict enforcement approach, however, had negative implications on crowd dynamics and public perception of the GED and VPD. As violence and disorder continued to escalate in the area, officers began to have concerns regarding their own safety. Even after the service hours were rolled back to a 3:00am closing in 2004, public disorder issues continued to be a growing problem in the GED.

The GED had become known as Vancouver's 'street of shame' with media outlets constantly portraying the violence and disorder of the area, ultimately increasing public fear and complaints to municipal offices. Within the VPD, officers began to express their concerns over the policing strategy of the GED; the current manpower and reactive policing strategy appeared insufficient to handle the disorder. Pressures were extended to City Council and the VPD to solve the GED. It was clear that new solutions needed to be explored to prevent this area from further deteriorating.

## **Analysis**

A comprehensive analysis was undertaken by the VPD in order to fully understand the driving factors of the disorder in the GED, as well as the specific aspects of the initial GED deployment initiative that led to this strategy's disappointment. The primary sources of data that were utilized in the analysis stage were:

- Police CAD data
- Officer level observation
- External stakeholder feedback

### *Police CAD*

To analyze the impact of the extension of the hours of liquor service on calls for service in the GED, data from 2002 was compared to the year of the extension, 2003. A second comparison was derived by comparing 2001 and 2006 data to ascertain the long term impacts of the extension policy. The difference in crime types between these two periods, in the absence of external factors, provides a reliable estimate of the impact of the extension of liquor service on several indicators of disorder.



This analysis confirmed that there were significant differences in certain disorder related call types – including fights, assaults and stabbings and disturbance and annoyance calls. The escalation of disorder and violence only increased over time as fight and assault and stabbing calls increased by 138.7% and 173% respectively between 2001 and 2006.

The primary offenders are intoxicated young adults. While their objective of coming to the GED is generally to have a good time, the environment of the GED creates the opportunity for disorder. Individuals, often out to prove themselves, take advantage of the sense of anonymity and invincibility the crowd dynamics create and chose to fight in this area. The victims of the disorder and violence on the GED are generally other intoxicated young adults and local businesses. While businesses profit from staying open during and after bar hours, the presence of congregating, intoxicated parties often increase the probability of physical violence, thefts, threats and property damage.

### *Officer Observation*

To understand the current dynamics of the GED, VPD management used an inclusive approach by eliciting feedback from the officers who regularly patrolled the GED. Some of the more prominent themes expressed by the officers included:

- *Limited transportation options:* While many individuals come from outlying municipalities to partake in the GED nightlife, a lack of transportation options at the closing of bar hours creates a sense of chaos. Taxi drivers often refuse longer distance fares to take more lucrative shorter distance fares, resulting in individuals not being able to leave the GED. With limited public transportation options throughout the evening, the combination of frustration of being unable to find transportation and intoxication often leads to violence and property damage.
- *Over-Crowded Sidewalks:* The long line-ups at bars and nightclubs, coupled with high volumes of pedestrians, severely restrict mobility on the sidewalks of the GED. Crowds are constantly flowing out into the streets creating potential for injury. As well, high volumes of traffic constantly drive on Granville Street throughout the night. Loud music – from bars, restaurants,





street musicians and pedi-cabs - discernable from the streets would encourage individuals to congregate long after bar closing.

- *Gang Violence:* Many gang members from across the Lower Mainland are regular fixtures in the Vancouver nightlife scene. While gang members find security in the high police presence on the GED, local bar and club owners benefit from their high spending lifestyle. However, the presence of a variety of gang members in a fairly confined area can lead to gang violence spilling onto the streets of the GED.
- *Restaurants operating as Liquor Primary Establishments:* Liquor laws state that all food-primary establishments are required to serve food with alcohol, however many restaurants in the GED do not require their patrons to order food. These restaurants avoid paying the higher liquor-primary licensing fees while still financially benefiting from the overflow bar and nightclub patrons.

### *External Stakeholders*

While in the past the VPD and the local bar industry group, the Bar Association, had maintained a constructive working relationship, a significant disconnect existed at the time of the analysis phase. The Bar Association had undertaken a politically active, lobbyist mandate that the VPD felt was counter-collaborative to their working relationship. This barrier to communication and collaboration had contributed to the increase in violence and disorder in the area.

### **Response**

After the initial zero-tolerance VPD response to the GED disorder had garnered limited success, a new response strategy was sought out. Some of the possible response alternatives to this strategy included:

- Further increasing the deployment of officers in the area on Friday and Saturday nights;
- Experimenting with new technologies such as Closed Circuit Television;
- Lobbying for a roll back of the hours of liquor service to their pre-2003 levels



It was judged that the first two options only dealt with the consequences of hours of service increase, rather than the source and that the third option was unlikely. Instead, the VPD decided to implement a multi-faceted response strategy that addressed the disorder on all levels identified during the analytical phase. Each of the issues identified required an independent solution in order to restore order to the GED. While each initiative was implemented independently, the primary implementation phase was in 2008. The primary objectives of the new multi-faceted response strategy were to:

- Reduce the levels of public disorder on the GED on Friday and Saturday evenings;
- Improve the public perception and make the GED a safe and enjoyable place;
- Address safety concerns of officers working in the GED.

### *Reconnection with BarWatch*

Integral to the creation of a strong enforcement strategy of the GED was the re-opening of the lines of communication with bar owners. A reconnection with the Bar Association occurred when the City of Vancouver threatened to cut back the hours of liquor service unless there were efforts to resolve the street disorder in the GED. The Vancouver Hospitality Association was created to act as a separate lobbying arm of the bar industry, thus allowing a new segment - BarWatch - to focus on collaborative initiatives with the VPD. While current BarWatch Chair John Teti has been instrumental in strengthening the ties with the VPD, Barwatch support of several ideas has proven fundamental in reforming the GED.

### *Reactive to Proactive Policing*

The key fundamental strategy created for effectively policing the GED came from a VPD constable who had moved to Vancouver from the United Kingdom. After experiencing the results of the initial LIMA deployment firsthand, he recommended that the zero-tolerance strategy be replaced with a proactive, meet and greet philosophy. Instead of remaining in one stationary location over the course of the evening, LIMA officers were encouraged to constantly move around and interact positively with all individuals in the GED. The chief objective of the change from a zero-tolerance strategy to a meet and greet philosophy was to send a positive message to the general public coming to have a good time. Appropriate legal action was still to be taken on individuals who did not behave accordingly.



While officers were encouraged to know the owners and staff of the establishments on the GED, to remove any conflict of interest, they were given the choice of working or socializing in the District 1. This initiative ensured officers maintained clear, consistent policing and that enforcement decisions were not influenced by personal relationships. LIMA officers were also provided training on licensed premise checks and proactive policing techniques.

A local radio station – CFOX – donated thousands of dollars of free radio time for promoting enjoyment of the GED without the disorder. These advertisements featured local celebrities who supported this initiative. Reaching out to the specific demographic group who traditionally caused the most issues was fundamental in encouraging the public to work with the police.

#### *Over Crowded Sidewalks*

Several initiatives were employed to control and improve the pedestrian flows in the GED. The primary initiative was the closure of Granville Street to vehicle traffic on Friday and Saturday nights. As the public bus routes had been removed from Granville Street to accommodate the construction schedule of the new underground transit line, the opportunity presented itself to easily close down the street on a regular basis without causing major challenges to public infrastructure. The streets were closed on the evenings of two weekends in 2007 on a pre-trial basis and then on every Friday, Saturday and holiday evening between May 15 and September 30, 2008. Vancouver City Council approved the funding for the street closure initiative for the trial year. The street closure concept is outlined in yellow on the map. While the GED is located centrally in policing zone VAE, the surrounding zones are also noted on the map.

Barriers displaying “Welcome to the Entertainment District” along with the VPD crest were erected around the highest two block concentration of nightclubs. The objectives of creating this contained party zone were to improve crowd visibility and passenger flows on the street and allow for faster and safer responses by police officers to outbreaks of violence. As well, the psycho-behavioural issues associated with contagion, invincibility and anonymity were reduced when individuals knew they could be seen and could not evade police. Ultimately, the objective of this initiative was to deter and reduce violent crowd behaviour.



The VPD, through the renewed collaboration with BarWatch and bar owners, implemented a “No Line-up” rule after 2:00am. The objective of this policy was to remove the incentive for individuals to linger around the GED towards the end of the night. A further initiative was developed to dissuade bar-goers from hanging around by eliminating all loud music from the area. After 3:00am, no music was allowed to be ascertainable from the streets.

### *Limited Transportation Options*

In an effort to compel the taxi industry to understand the extent and implications of driver refusals, and to create a strategy to reduce refusals in the future, an undercover operation was created. Two undercover officers solicited taxi rides from the GED on two nights in early 2007, asking for rides to municipalities outside of Vancouver. Of the 82 taxis that were approached for a fare, there was an alarming refusal rate of 31.7%. This information was taken back to the taxi industry who agreed to work with the VPD in better enforcing their drivers to accept all fares. Trial taxi pick up areas were created adjacent to the GED street closures to improve passenger pick up. As well, taxi industry management participated directly in dispatching taxis from the GED on several nights to ensure the smooth operation of taxi services.

### *Gang Violence*

In an effort to deter gang members from coming to Vancouver to party, a Firearm Interdiction Team (FIT) was established. FIT’s goal was to reduce gun-related violence by proactively targeting known gang members, their associates, their associated vehicles and related establishments on Friday and Saturday nights. Specifically, FIT worked at reversing the impression that gang members are safe and welcome in Vancouver. A series of gang-related shootings in Vancouver’s downtown stimulated BarWatch to implement a ‘Zero Tolerance to Gang Members’ policy in all BarWatch member establishments. Using bar walk-throughs to identify gang members and associates, the VPD is able to remove unwelcome individuals. This reversal in ideology occurred when the cost of a potential violent altercation due to gang violence outweighed the financial gains the bars were receiving from the gang members attending.



### *Restaurants operating as Liquor-Primary Establishments*

An undercover operation was devised to determine which restaurants were operating as liquor primary establishments on Friday and Saturday nights. Plain-clothes officers would attend a restaurant along the GED and order alcoholic beverages to determine whether staff would require them to purchase food. This led to a number of enforcement actions being taken against GED restaurants including contravention notices and suspensions.

Several outcome measurement indicators and strategies were created during the response phase to ascertain the effectiveness of the initiatives at attaining the three primary objectives.

- To determine the effectiveness of the initiatives at reducing disorder, several of the primary crime types related to street disorder would be analysed the year prior to the initiatives and the year of the initiatives.
- A public survey would be created and disseminated to the users, businesses and residents of the GED to determine how they perceived the changes in the GED
- LIMA officer feedback would be solicited to determine if there had been a change in the general dynamics of the GED, including their opinions of safety.

### **Assessment**

The outcomes of the enhanced LIMA strategy have been extensively positive with the VPD improving considerably on all levels of outcome indicators outlined in the response strategy.

### *Calls for Service*

Two unique geographical area indicators were created to determine the spread of the decrease in calls for service as well as any simultaneous displacement effects. The two geographical areas are:

- Geographical area 1: Zone VAE, which is the zone containing the GED
- Geographical area 2: Primary GED area<sup>1</sup>

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<sup>1</sup> The selection of these atoms for the GED was based on the location of the street closures and enhanced LIMA deployment, and the concentration of liquor primary establishments along Granville Street. The selection of atoms for the Yaletown and Gastown areas was based on the concentration of liquor primary establishments in the area.



Using Zone VAE as the treatment zone, the decrease in calls for service can be compared to the decreases in crime of the other zones in District 1. Zone VAE experienced a 13% decrease in calls for service on Friday and Saturday nights while all other zones experienced a slight increase or insignificant decrease in calls for service. A second displacement possibility is that individuals may relocate to other Entertainment Neighbourhoods in Vancouver to avoid the increased police presence in the GED. Thus, the decrease in calls for service of the primary GED area can be compared to the calls for service in two other popular nightlife destinations in Vancouver – Gastown and Yaletown. While the calls for service in the GED and Yaletown decreased by 20% and 4% respectively, calls for service in Gastown increased by 46%. Further analysis shows that this increase in calls is primarily caused by an increase in “intelligence” files created by FIT members on their walk-throughs. Temporal dispersion possibilities were also explored and found to be insignificant. Thus, it is suggested that there has been minimal to no displacement into other entertainment neighbourhoods or zones.

An additional displacement possibility is within the VAE zone. While there is a high concentration of enforcement along Granville Street, certain crimes could potentially relocate to areas just outside of the targeted enforcement area. While the data suggests that calls for service in the GED decreased by 20% in 2008, calls in the rest of the VAE increased by 5%. Due to the overall small change in the calls for service in the rest of VAE relative to the change in calls for service in the GED, it can be suggested that there was minimal displacement of calls for service from the GED to the immediately surrounding areas.

Many of the calls for service in the GED are associated with disorder issues that, by nature, are more prevalent in areas that endorse the consumption of alcohol and a partying atmosphere. An examination of the six most common street disorder call types highlights the success of the response strategy at effectively targeting disorder.

One of the more notable changes occurred with respect to SIPPs (subject intoxicated in public place), which decreased 48% in the GED. While fights decreased by 5% in the GED, overall in District 1 they decreased by 19%. While assaults in progress slightly increased within District 1, there were slight decreases in these calls in the GED. Annoying circumstances, however, more than doubled in the GED during the pilot project. These annoying circumstances can range from drug activity to homelessness and panhandling. It is likely that the institution of street closures and dispersion of the once dense GED





crowds has made some of these activities more visible. With levels of disorder decreasing, police in the GED are able to deal with more annoying circumstance issues.

## *Program Evaluation*

One possible concern when evaluating the effectiveness of a pilot project is that underlying trends, such as an overall increase or decrease in calls for police service throughout Vancouver, may create the false impression that a project has or has not been effective. To control for the city-wide trends in calls for service, a difference-in-difference (DD) evaluation model, which differences out the overall trends by using a comparison area where the pilot project was not utilized, was applied to the data. Two alternative control groups that offered unbiased estimates under different assumptions were utilized:

- As the response strategy was primarily active on weekends, the experience of the GED on weekdays can act as an alternative control group under the assumption that the trends in calls for service are the same on weekends and weekdays
- The second DD method uses other zones in Vancouver as a control group for the zone containing the GED under the assumption that in the absence of the pilot project, the calls for service in all zones would have followed the same trend.

Given the nature of the pilot project to target disorder related incidents, three unique definitions of Call Types were utilized:

- Definition 1: All call types in Vancouver on weekends between 9:00pm and 5:00am
- Definition 2: The ten most frequent call types in Vancouver between 9:00pm and 5:00am
- Definition 3: The ten most frequent call types in zone VAE between 9:00pm and 5:00am

The results from the analysis show that, on average, calls for service decreased by 11% between 2007 and 2008. This finding strengthens the argument that the enhanced LIMA deployment and street closures were effective at reducing calls for service in the pilot project area.

## *Public opinion*

To examine the general public's feedback of the new enforcement of the GED, a survey was prepared and disseminated to the users, residents and businesses of the GED. The survey contained a total of 12 questions focusing primarily on past and current issues of street disorder and personal feelings of safety.



The survey was publicized by means of radio advertisements, links from the City of Vancouver's website and through posters displayed in the GED area. To obtain responses from known users of the area, volunteers with the Granville Community Policing Centre solicited individuals along the GED to participate in the survey on two evenings towards the end of the trial period.

Survey respondents were asked to assess the frequency in which they have observed, during the weekends of summer of 2008, the following types of street disorder: drunk and disorderly conduct, street violence, harassment, excessive street noise, and vandalism. The public felt that drunk and disorderly conduct and street violence had decreased as a result of the initiatives. However, street noise harassment in terms of begging and panhandling was still an issue. A total of 93% of respondents favoured the continuation of the pilot project in 2009.

### *Police Feedback*

Officers who worked LIMA callouts were asked how the overall dynamics of the GED had changed since the introduction of the enhanced LIMA deployment initiative. Officers generally felt safer in the area and overwhelmingly cited that they had developed more positive relationships with the clients of the GED.

One unanticipated consequence of the initiative was that gang members switched their night establishment of choice from downtown bars to downtown restaurants. Violence in restaurants was beginning to escalate, with restaurant staff being afraid to confront certain parties. This led one constable to found *RestaurantWatch*; under the similar premises of BarWatch, downtown area restaurant owners joined together to discourage gang members from attending their establishments. When gang members or associates are observed by VPD members while conducting regular walk-throughs, they are advised to leave immediately. This works under the premise that staff members greatly fear confrontation with these parties and do not want to be associated with their removal for fear of repercussions. The creation of RestaurantWatch has since proven to be successful with strong levels of participation from many GED area restaurants.



## **Conclusion**

The results of this initiative have been overwhelmingly positive. Not only have the media and the public lauded the work of the Vancouver Police Department, representatives from other police agencies across Canada have visited Vancouver to observe the operations of the GED enforcement strategy. This work could not have been successful without the sincere efforts of all stakeholders involved. The benefits of this initiative will extend long into the future given the strong communication strategy that was developed during the process.



### Agency and Officer Information

- The Vancouver Police Department (VPD) firmly recognizes the intrinsic benefits of problem oriented policing strategies and supports their incorporation into all areas of policing.
- While the initiatives undertaken in the Granville Entertainment District resulted from strong collaborative efforts both within and outside the VPD, the police officers conducting front line work in District 1 were fundamental in identifying the root causes of the issues and suggesting innovative solutions that led to real, measurable changes.
- A number of sources were consulted during this project, including:
  - Doherty and Roche. *“Alcohol and Problem Premises: Best Practice in policing”*, Australian Centre for Policing Research, April 2003.
  - Babor et al. *“Alcohol: No Ordinary Commodity”*, Oxford University Press, 2003.
- This submission perfectly reflects a transition in policing philosophy from reactive to proactive, the transition from a singular to a multi-faceted response strategy and the transition to an inclusive decision making framework. The use of advanced analytical techniques further showcases the innovative nature of this report.

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## Appendices

### Analysis Phase

#### Changes in Call Types

	2002 and 2003	2001 and 2006
All Calls for Service	21%	86%
Fight Calls	33%	139%
Assault in Progress & Stabbing Calls	48%	173%
Disturbance and Annoyance Calls	40%	41%

### Assessment Phase

#### Calls for Service in Primary Zones of District 1

	2007	2008	% Change
VAB	432	455	5%
VAD	510	507	-1%
VAE	1264	1098	-13%
VAF	980	1024	4%
<b>TOTAL</b>	<b>3186</b>	<b>3084</b>	<b>-3%</b>

#### Calls for Service Entertainment Neighbourhoods

	2007	2008	% Change
Granville	908	724	-20%
Yaletown	77	74	-4%
Gastown	186	271	46%
<b>TOTAL</b>	<b>1171</b>	<b>1069</b>	<b>-9%</b>

#### Displacement within VAE Zone

	2007	2008	% change
GED	908	724	-20%
ROVAE	356	374	5%
<b>TOTAL</b>	<b>1264</b>	<b>1098</b>	<b>-13%</b>



Changes in Six Disorder-Related Call types

**Fights**

	2007	2008	% change
District 1	196	159	-19%
VAE	95	88	-7%
GED	77	73	-5%

**Disturbance**

	2007	2008	% change
District 1	406	439	8%
VAE	123	114	-7%
GED	79	79	0%

**Annoying Circumstance**

	2007	2008	% change
District 1	105	129	23%
VAE	24	41	71%
GED	12	28	133%

**SIPP/DIPP**

	2007	2008	% change
District 1	312	201	-36%
VAE	206	113	-45%
GED	191	99	-48%

**Assaults in Progress**

	2007	2008	% change
District 1	75	78	4%
VAE	24	19	-21%
GED	14	12	-14%

**Liquor Act / Licensed Premise Check**

	2007	2008	% change
District 1	118	97	-18%
VAE	68	49	-28%
GED	61	42	-31%

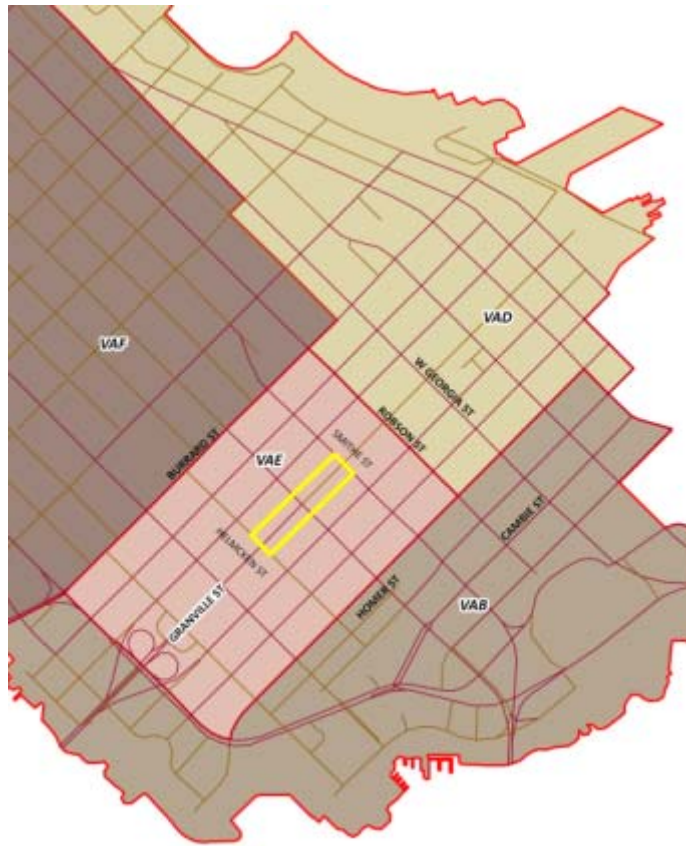
Program Evaluation Results (Average Decrease in Calls per weekend evening)

Comparison area	All Calls	Top 10 All zones	Top 10 VAE	Average of Call type definitions
Weekdays	-6.07	-3.125	-4.8	-4.665
Other zones	-5.51	-3.72	-5.17	-4.8





**Street Closures in the Granville Entertainment District**





Poster Advertising the Public Opinion Survey


**ATTENTION GRANVILLE AREA USERS**

**OPINION SURVEY**  
**ON THE GRANVILLE STREET CLOSURES**

The Vancouver Police Department is seeking your opinion on the weekend street closures of Granville Street. Your opinions are valuable and necessary to assess and determine the continuation of this initiative, and we would appreciate your participation in a short survey.

The survey will ask your opinions about street disorder and public safety in the Granville Entertainment area and surrounding locations since the VPD started closing Granville Street on weekends in May of this year. The survey is entirely confidential, and will take approximately 5 minutes to complete.

This survey will be available on the VPD website between August 28, 2008 and September 12, 2008 at the following address:  
[www.vpd.ca](http://www.vpd.ca)



VANCOUVER POLICE DEPARTMENT  
*Beyond the Call*



### OPINION SURVEY GRANVILLE STREET CLOSURES

The Vancouver Police Department is seeking your opinion on the weekend street closures on Granville Street. Your opinions are valuable and necessary to assess and determine the continuation of this project, and we would appreciate your participation in a short survey.

This short survey will ask your opinions about street disorder and public safety since May when the VPD started closing Granville Street on weekends.

The survey is entirely confidential, and will take approximately 5 minutes to complete.

1. What is your postal code? \_ \_ \_ \_ \_

*The postal code is requested only to assess opinions of users from different areas and is not used to identify respondents in any way.*

2. What is your gender:
- Male
  - Female
3. What is your age:
- 18 – 21       22 – 25       26 – 30
  - 31 – 40       41 – 50       51 – 60
  - 61 and over
4. Where do you live?
- City of Vancouver
  - Lower Mainland, outside of Vancouver
  - Outside of Lower Mainland

5. In general, what statement best describes how many times you visited the Granville Entertainment District on weekends this summer?

- I've never visited the GED
- Only once
- Once a month
- Every other weekend
- Every weekend

6. How frequently have you observed the following types of street disorder in the Granville Entertainment District on weekends (Fridays and Saturdays) this summer?

	Never	Seldom	Sometimes	Often	Always	Don't Know
Drunk and disorderly conduct	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street Violence (assaults, fights)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Harassment (begging, panhandling)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Excessive Street Noise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



7. Compared to weekends last summer, how do you think the following types of street disorder have changed on weekends this summer?

	Significantly Decreased	Slightly Decreased	Unchanged	Slightly Increased	Significantly Increased	Don't Know
Drunk and disorderly conduct	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Street Violence (assaults, fights)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Harassment (begging, panhandling)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Excessive Street Noise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

In May of 2008, the Vancouver Police Department implemented a pilot project in the Granville Entertainment District to decrease street disorder. The pilot project is comprised of two key initiatives: closing the 900 and 1000 blocks of Granville street to vehicular traffic on the weekends between 21h00 and 04h00; and, providing a greater visible police presence in the area during the hours of operation of the licensed premises.

8. Do you believe Granville Entertainment District street disorder has decreased since the street closures and increased police presence?

Yes  No

9. Have your feelings of safety changed since the Granville street closures and increased police presence?

Yes  No

10. How have your feelings of safety changed?

- I don't know / Have not noticed
- Significantly Decreased
- Slightly Decreased
- Unchanged
- Slightly Increased
- Significantly Increased

11. Would you like to see the Granville Street closures continue in 2009?

Yes  No

12. Additional Comments:

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Thank you for your participation!



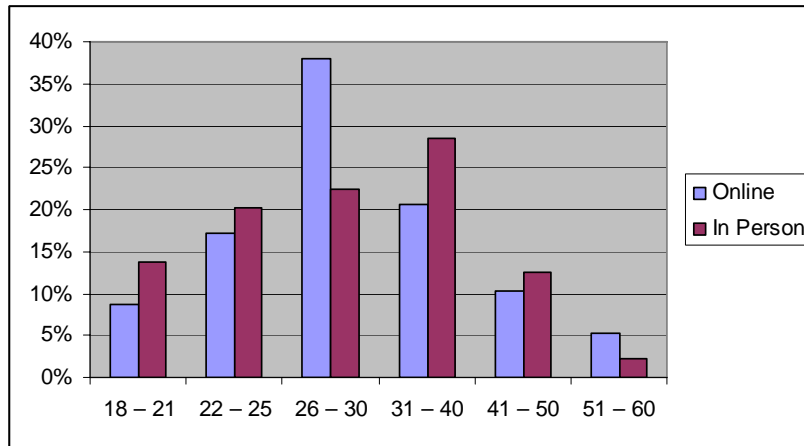


**Characteristics of Business and Residential Survey Respondents**

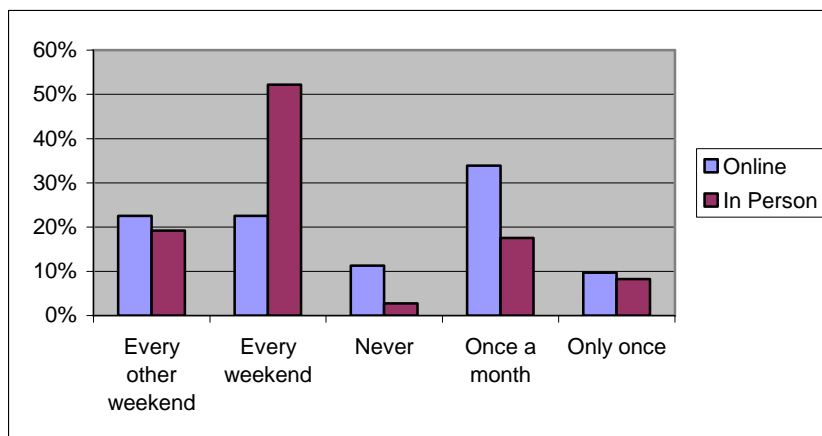
**Summary of All Survey Respondents**

	Online	In Person
N	59	187
Male	76%	64%
City of Vancouver Resident	60%	68%

**Age Groups of Respondents**



**Frequency of GED Patronage**





**Summary of Business Survey Results**

*n* = 12

<i>Gender</i>	3 Females
	9 Males
<i>Age Group</i>	1 18 - 21
	4 22 - 25
	2 26 - 30
	4 31 - 40
	1 41 - 50
<i>Frequency</i>	84% in the GED every weekend
	16% in the GED every other weekend

**Summary of Residential Survey Results**

*n* = 47

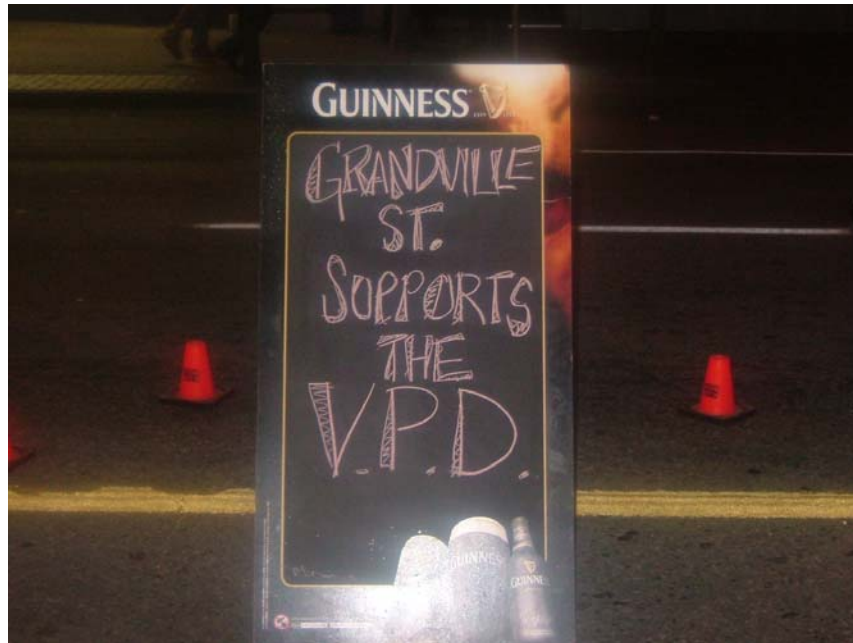
<i>Gender</i>	16 Females
	31 Males
<i>Age Group</i>	2 18 - 21
	6 22 - 25
	11 26 - 30
	18 31 - 40
	6 41 - 50
	3 51 - 60
	1 61 and over
<i>Frequency</i>	59% In the GED every weekend
	13% In the GED every other weekend
	11% In the GED once a month
	9% In the GED only once
	9% Never visited the GED



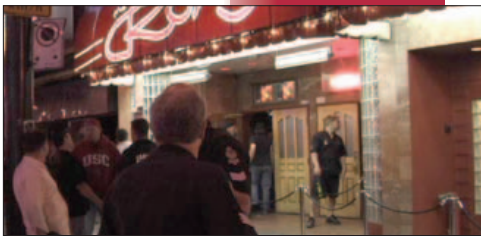
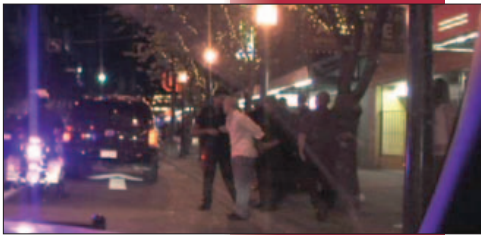
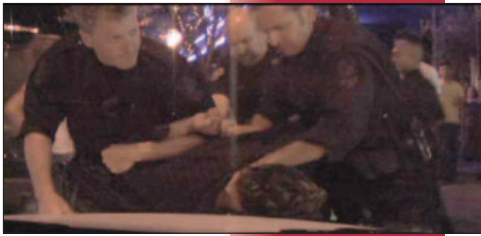




Proactive Policing in the Granville Entertainment District



Support from the entertainment district for the VPD's response strategy



Scenes from downtown last Friday night paint an unruly picture as police try to control weekend mayhem.

- photos by Matt Kielyka, 24 hours

**At issue:** Granville Street and the surrounding entertainment district is supposed to be a place people come to enjoy a night in Vancouver. But over the last few years, police say, it has degenerated into a breeding ground for drunken violence and chaos. *24 hours* hit the strip to see what happens when the sun goes down, and what can be done to make it safe again.

## Bad night on the town

**S**gt. Rob Clarke cruises up to the curb and coolly surveys the chaos before him.

To his right: The Roxy nightclub, its bright lights serving as a beacon for the long line of bodies waiting to get in.

Just in front of the bustling crowd, three officers keep a close eye on a drunk man sitting on the street, his hands cuffed behind him.

Wearing a clean white dress shirt, he looks ready for a night on the town but – like the other sharply dressed man being arrested across the street – the only thing he has to look forward to is the cold confines of a cell.

"There are lot of drunk people tonight," Clarke says.

It's an amazing understatement.

"The wagon has already made about a dozen trips [to city cells]."

It's just another Friday night in Vancouver's entertainment district for Clarke and his squad.

And it's just heating up.

Every weekend, eight officers volunteer to work the "Lima" shift to help keep a handle on the entertainment district. It's not fun, but it is overtime.

Their sole mandate is liquor-related calls along the Granville mall.

"Drinking, fighting, urinating in back alleys and any kind of public disorder... they definitely earn their money," explains Clarke, the supervisor tonight.

The real action won't start until 3 a.m., when the bars and clubs close and thousands of late-night partiers pour into the street.

"Things are starting to spill out," he says at the stroke of three. "Tensions flare up, they start bumping shoulders and the next thing you know we're breaking up large fights."

Right on cue, a report of a fight at Granville and Helmcken blares through the radio.

Then another on Granville and Nelson. Then three more.

**"Tensions flare up, they start bumping shoulders and the next thing you know we're breaking up large fights."**

- Sgt. Clarke

Within minutes of bar closing, all available officers in the entire city converge on Granville.

After a frantic hour of brawls and arrests, Clarke finally gets a chance to catch his breath.

"All in all, tonight was an average Friday night," he says, with a smile. "It was good tonight, no one got seriously hurt."

Already, he's bracing himself for Saturday and the fireworks.

Stories by Matt Kielyka, 24 hours

## Hooligans rule the strip

**T**oday's entertainment district – the stomping ground for drunks, hooligans and gangs – is light years from what it used to be, according to the cop in charge of Vancouver's downtown core.

Insp. Warren Lemcke is tired of the constant onslaught of fights, stabbings and drunken disorder on Granville Street and yearns for the days when he used to patrol the area.

"I walked the beat in the mid-'90s and at 3 a.m., the streets were quiet. Nothing happened," Lemcke recalled. "Today, it's disorder until 4:30. We didn't have the attitude of the 10 per cent of people

whose goal for the evening is to cause trouble."

On any given weekend night, police from all around the city converge on Granville to haul away dozens of drunks and break up countless fights.

Incidents in the area dwarf the number of calls reported in the city's other three districts on weekends.

The problems, which range from senseless drunkenness to gang violence, have been so well documented the general public doesn't feel safe anymore, according to Lemcke.

"I have parents calling me, asking me if their kids should go down there," he said. "People know the trouble you

can get into down there just from minding your own business."

Police say the lack of serious consequences over the years, in the form of heavy fines and strict court sentences, has made the small percentage of troublemakers feel untouchable.

"There's the sense down there at the moment that all the rules are put away in this area," said Sgt. Curtis Robinson, who is tasked with building up the VPD's relationship with the entertainment district's bar owners. "They think it's OK to act like an utter idiot in our city, get drunk and start fights."

**Tomorrow:** With the Olympics around the corner, the pressure is on to clean up Granville Street. Find out what police and bar owners are proposing to do about it and how it's worked in other cities.

GRANVILLE AFTER DARK



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