

## Little, Danielle JAG:EX

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**From:** Tetzl, Raymond JAG:EX  
**Sent:** Wednesday, July 9, 2014 2:22 PM  
**To:** Stephenson, Cindy JAG:EX  
**Cc:** Brown, Randy G JAG:EX  
**Subject:** FW: URGENT - Boonstock messaging

Cindy,

In case she is asked, the Minister may want to say:

“Public safety is paramount to the branch. Therefore Boonstock organizers were asked to provide a comprehensive safety plan that would ensure the event meets the public safety standard where risks are mitigated to ensure patrons are safe.

And since this is a new event to the regions, Public safety officials have been assisting Boonstock organizers by providing them with valuable guidance on what gaps need to be filled to ensure that potential risks are either eliminated or reduced so that the impact on the local community is negligible.”

*Ray Tetzl*  
*A/Deputy General Manager*  
*Liquor Control and Licensing Branch*  
*300-1770 Burrard St.,*  
*Vancouver, B.C.*  
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**From:** Tetzl, Raymond JAG:EX  
**Sent:** Wednesday, July 9, 2014 2:03 PM  
**To:** Blackwell, Jay JAG:EX; Brown, Randy G JAG:EX; McRobert, Brad P JAG:EX  
**Subject:** FW: URGENT - Boonstock messaging  
**Importance:** High

Do you guys see or anticipate anything else the Minister may need for tomorrow, just in case she gets asked.

Please let me know ASAP

*Ray Tetzl*  
*A/Deputy General Manager*  
*Liquor Control and Licensing Branch*  
*300-1770 Burrard St.,*  
*Vancouver, B.C.*  
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**From:** Stephenson, Cindy JAG:EX  
**Sent:** Wednesday, July 9, 2014 1:49 PM  
**To:** Scott, Douglas S JAG:EX; Tetzl, Raymond JAG:EX; Bieller, Barry JAG:EX  
**Cc:** Jones, Kathleen JAG:EX; Blackwell, Jay JAG:EX  
**Subject:** URGENT - Boonstock messaging  
**Importance:** High

The Minister will be in the Okanagan tomorrow and we have been asked to provide messaging just in case. For your urgent review, as they need to provide this to the MO shortly, so it can get incorporated into her materials.

***Cindy Stephenson***  
Policy, Planning and Communications  
Liquor Control and Licensing Branch  
Phone: 250 952-5761 Fax: 250 952-7066  
Email: [Cindy.Stephenson@gov.bc.ca](mailto:Cindy.Stephenson@gov.bc.ca)

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**From:** Turner, Caeli GCPE:EX  
**Sent:** Wednesday, July 9, 2014 1:46 PM  
**To:** Stephenson, Cindy JAG:EX  
**Subject:** Clean copy for review - Boonstock messaging

Hi Cindy,

As discussed, over to you for approval please!

- The local liquor inspector has been working closely with Boonstock's organizers, as well as the RCMP and other local stakeholders, to ensure this event is planned and operated safely and meets all licensing requirements.
- In order for the LCLB to grant a liquor licence for this event, public safety concerns must be addressed and organizers must have outlined detailed strategies on how any potential risks will be managed.

- The LCLB and RCMP have received Boonstock's safety plan and are in the process of reviewing it and will be responding to the organizers next week.

If asked about emergency services/resources:

- Public safety is of paramount importance for large-scale public events, such as Boonstock.
- I understand that local community stakeholders, emergency services and the RCMP are in discussions with Boonstock's organizers about how any potential emergencies will be managed.

## Little, Danielle JAG:EX

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**From:** Stephenson, Cindy JAG:EX  
**Sent:** Friday, July 25, 2014 3:19 PM  
**To:** Scott, Douglas S JAG:EX; Tetzl, Raymond JAG:EX  
**Cc:** McRobert, Brad P JAG:EX; Bieller, Barry JAG:EX  
**Subject:** Boonstock IN  
**Attachments:** Liquor - Boonstock Festival - Liquor Licence - IN -15July14 (4).docx

### ***Cindy Stephenson***

Policy, Planning and Communications  
Liquor Control and Licensing Branch  
Phone: 250 952-5761 Fax: 250 952-7066  
Email: [Cindy.Stephenson@gov.bc.ca](mailto:Cindy.Stephenson@gov.bc.ca)

## **BOONSTOCK FESTIVAL**

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### **SPECIAL OCCASION LICENCE**

**MANDATE:** Public safety

**VALUE:** Ensuring public safety through responsible liquor service

**TOP 3 MESSAGES:**

- After working with the RCMP and festival organizers, and reviewing the event's safety and security plan, I've been told the Liquor Control and Licensing Branch is not confident that potential safety concerns have been sufficiently addressed.
- Public safety is of paramount importance for large-scale public events, such as Boonstock.

s.13

**TWO SUPPORTING FACTS:**

- This is a new event to the region – I've been told that public safety officials assisted Boonstock organizers by providing them with guidance on what gaps needed to be filled to ensure that any potential risks were addressed.

s.13

# **BOONSTOCK FESTIVAL**

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## **SPECIAL OCCASION LICENCE**

### **BACKGROUND:**

The Liquor Control and Licensing Branch (LCLB) has indicated that it intends to deny approval of the Security Plan related to the Special Occasion Licence application for the Boonstock music festival, following several verbal and written requests for signed and finalized security contracts, staffing deployment plans and detailed alcohol management plans. The licence application requested four beer gardens for a total capacity of 3,250.

The LCLB's approval for large public Special Occasion Licence (SOL) events involves a general review by local police and the approval of a security plan by the local liquor inspector. LCLB typically advises large event applicants to provide near-complete security plans between one and six months in advance, with further iterations refined along the way. LCLB has also requested a liquor management plan.

On July 2, 2014 the LCLB issued a letter to the festival organizers requesting a finalized security plan with signed and dated security provider contracts.

The RCMP/LCLB received Boonstock's safety plan for review on July 8. The security plan provided was similar to previous incomplete plans and no contracts were provided.

LCLB staff met with organizers on July 23. Prior to the meeting a request was made to organizers to provide a signed security contract at the meeting. At the meeting LCLB staff were advised by festival organizers that a security contract had been signed and finalized however copies of those documents were not provided. Information provided the next day to Branch staff from the security contractor confirmed that a contract had not been signed or finalized.

On July 24 the LCLB denied approval of the Security Plan based on failure to provide requested records and information and misrepresentation of those plans by the licence applicant. Refusal to approve the Security Plan will result in termination of the Special Occasion Licence application process for Boonstock Music Festival. The festival may go ahead however liquor service will not be permitted.

Boonstock, scheduled for Aug. 1-3, 2014 near Penticton, is expected to attract approximately 8,500 people. The City of Penticton rejected Boonstock's initial application to hold the event there. However, the Penticton Indian Band council voted in favour of it being held on their First Nations Land.

## **BOONSTOCK FESTIVAL**

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### **SPECIAL OCCASION LICENCE**

There have been problems associated with this event in the past when it was held in Alberta. The LCLB has been working with the organizers, community stakeholders and other government agencies to determine whether the event could be planned and operated safely if licensed.

**BOONSTOCK FESTIVAL**

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- This is a new event to the region – I've been told that public safety officials assisted Boonstock organizers by providing them with guidance on what gaps needed to be filled to ensure that any potential risks were addressed.

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On July 2, 2014 the LCLB issued a letter to the festival organizers requesting a finalized security plan with signed and dated security provider contracts.

The RCMP/LCLB received Boonstock's safety plan for review on July 8. The security plan provided was similar to previous incomplete plans and no contracts were provided. Safety issues such as evacuation routes and the handling of intoxicated persons are not adequate.

The level of LCLB support and resources directed to this event has significantly exceeded the average event of this size and scope.

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On July 25 the LCLB denied approval of the Security Plan based on failure to provide requested records and information and misrepresentation of those plans by the licence applicant. Refusal to approve the Security Plan will result in termination of the Special Occasion Licence application process for Boonstock Music Festival. The festival may go ahead however liquor service will not be permitted.

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There have been problems associated with this event in the past when it was held in Alberta. The LCLB has been working with the organizers, community stakeholders and other government agencies to determine whether the event could be planned and operated safely if licensed.

The following is a report from the British Columbia LCLB Investigator David Jagger and the findings regarding the operation of the Boonstock Music Festival in the province of Alberta.

- Branch Investigator David Jagger spoke to Mr. Tom Flynn who is the Mayor of Surgeon County Council. Mr. Flynn stated the Boonstock Festival, which was located outside the community of Gibbons Alberta, had outgrown the area. Gibbons is a small village inside Surgeon County. It is rural with very limited infrastructure.

Mayor FLYNN was non committal about any of the problems regarding Boonstock but he stated the entrance and egress route was wholly inadequate for the site which resulted in extensive vehicle lineups and paralyzed the surrounding roads.

Mayor FLYNN stated his office estimated the attendees at 15,000 people a day.

- Investigator Jagger interviewed Sgt. Mark Mathias of the Morinville RCMP detachment. This detachment covers Gibbons Alberta. The Boonstock Music festival is contained inside this jurisdiction.

Sgt. Mathias was the member in command of the RCMP personnel on site. He set up a temporary detachment which contained 50 personnel for a period of 5 days. He deployed a command trailer and installed radio repeaters for consistent communication.

Any prisoners or people the RCMP had to detain were transported to the main detachment in Morinville.

Sgt. Mathias stated the title of Boonstock Music and Arts Festival was a bit of a misnomer. It was just like a Rave a very large Rave with large numbers of under-age people. The Licensee had promised he would have picture identification checked at every entry point. When it came to the day or the days, Sgt. Mathias states the licensee didn't appear to check for any underage identification. Only wrist bands were checked. Wrist bands only signify a paid patron which could have been anyone of any age.

The RCMP attendance estimate was 20,000 attendees per day.

The estimate from the Licensee was 11,000 per day. The Sgt. Mathias states it wasn't even close to 11,000 and his estimate of 20,000 was a very conservative estimate. One of the instances Sgt. Mathias related was a large fenced area which was a licensed beer garden. This was supposed to have a monitored entrance and exit. When the RCMP attended, there was a wide open gate with no monitoring. The Liquor Inspector with the RCMP observed the Licensee who was in the process of removing a portion of the fence of this permitted area. The promoter had to be instructed to stop removing the fence.

One of the liquor inspectors Sgt. Mathias advised me to contact was a Mr Russell Hildebrand of the Alberta Gaming and Liquor Commission (AGLA).

The Licensee paid \$125,000 up-front for enhanced RCMP security.

When asked about the issues at the festival Sgt. Mathias stated there was obvious overcrowding and overdrinking. It appeared to be a free-for-all with a large quantity of drugs, overdoses, and other issues such as public intoxication. There were a number of crimes including sexual assaults and general common assaults.

There didn't appear to be any gang ties at the event although in a previous year there was vendor which was a Hell's Angel booth run by a local motorcycle group.

The booth was on the Boonstock grounds. s.22 the RCMP

s.22

Sgt. Mathias' perception

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s.22

Sgt. Mathias has forwarded his security plan for the festival from last year to the Penticton detachment so they could see what will be required in terms of human and material resources as well as the potential problems to be anticipated.

- The following is a report from Sgt Mathias relating some of the issues with the 2013 version of Boonstock in Alberta,

The major area's of concern for the RCMP this year were :

Traffic on Hwy 28 and 28A - On the Thursday traffic on Hwy 28 was backed up more than 2km from the site. We need to have a member at the turn off into Gibbons to deal with traffic. Having traffic backed up on the over pass was dangerous and it narrowed the lanes to the point that any large load vehicles could not get through. Traffic on Hwy 28A was backed up and estimated 8 km at the peak hours. On top of the disruption caused by traffic being stopped on the Hwy, many of the people were drinking and causing further disruption to traffic by 'partying' on the Hwy. If the organizer had all of the ticket booths up and running the site still did not have the capacity to get the vehicles off of the highways.

The event was constantly short staffed in area's that had to do with security and infrastructure. On the Friday and the Saturday traffic built up on Hwy 28 again. On the Friday it built up to the point that there was congestion where 28 and 28A meet. This creates a serious traffic safety concern. At that time the parking area for the ticket booths was virtually empty. We took several members away from their planned duties and put them in the parking area because

there was no staff available to deal with the situation.  
but they never did find more staff to deal with the issue.

s.22

Security was hard to find outside of the concert bowls and they were not well informed. Security did not know how the liquor laws applied in the camp ground and parking lot area's and they were doing nothing to address the fact that the liquor laws were being contravened. Security and staff members were observed to be drinking in parking lots and other area's where drinking was not permitted. They were easy to identify as they were wearing their security and employee T Shirts while drinking. People at the event were surprised that the laws applied and that the RCMP were enforcing the laws. Colin KOBZA had been specifically asked to add this information to his website, but it was not added. Security were doing nothing to address the issue of underage drinking in the campgrounds.

In meetings prior to the event Mr. KOBZA had promised that security would be checking for ID on anyone that appeared to be under 25 yrs of age. When we did inspections in the concert bowl there were no ID checks being done. Security were only checking for wrist bands. We had also asked prior to the event that rules regarding liquor consumption be posted on the Boonstock Website. Mr. KOBZA had promised that this would be done and it was not.

When the concert site had reached parking capacity the organizers decided to increase parking by opening up a fence line and using space outside of the permitted area. All of our planning was based on the site capacity limits that the organizer had put in his planning and the RCMP can not participate in future events if there are no controls that are going to be enforced. We can not get extra human resources on a moments notice when we have already tied up so many for this event.

Colin (the event organizer) and s.22 were difficult to locate throughout the event. During the event it would have been beneficial for us to know what the attendance was. If attendance goes up we need to identify appropriate resources. I would suggest that next year there should be daily reporting of the attendance as well as daily briefings held by the event organizers. The RCMP base police resources on total attendance, not just paid customers. One of first major criminal code complaints for the event this year was made by an event employee who was drinking after shift.

Volunteers need to have more controls. The volunteer campground was not laid out well and volunteers could bring in as many guests as they could fit in their cars. These guests were not counted in the attendance numbers. This makes an accurate head count for the event impossible.

On the Monday when everyone was leaving it appeared as though there was no one left working. Traffic on site jammed up and had no control. People started to leave through an unplanned exit and the only person available to deal with this was s.22 There were no employees left to help.

(Mark MATHIAS)Sgt  
Operations NCO  
RCMP Morinville Detachment

- Investigator Jagger interviewed Mr. Russell Hildebrandt who is an Investigator for the Alberta Gaming and Liquor Commission. Mr. Hildebrandt stated the Boonstock Music Festival had greatly increased in size over the past few years. 2013 was the ninth Boonstock festival. Mr. Hildebrandt in-company of the RCMP conducted an inspection of the site and found incomplete fencing around a licensed beer garden. This area also had an open and unsupervised gate.

The licensee, Mr. Kobza, was found in the process of removing some of the fencing which would allow access to what was supposed to be a fenced and secured beer garden. Mr. Kobza was advised this fencing surrounding the permitted area was not to be removed. Mr. Kobza ceased the fence removal, security staff was then posted at the entrance to the licensed area.

Mr. Hildebrandt stated his impression of

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Mr. Hildebrandt also pointed out other issues which contributed to what could be termed 'safety concerns'.

There was a waste disposal problem for both human waste and garbage. The area occupied by Boonstock is a very dry and open ground.

Multiple kilometer long line-ups brought the flow of traffic flow to a standstill. There appeared to be little or no plan for traffic control.

After the 2012 edition of Boonstock, the AGLA decided to gather information which would form a baseline to determine if the licensee was following the AGLA liquor regulations in terms of patron numbers, security staff and all the systems they needed to have in place to provide a safe environment for the public to consume liquor. The monitoring of the 2013 festival provided the information for this baseline for further action and conditions which would be or could be imposed on any subsequent application for a Liquor Licence.

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Below is a communication from Mr. Hildebrandt with his list of terms and conditions for a future application should Mr Kobza, Boonstock Music Festival, desire to establish a licensed area to serve liquor to the public.

This is a summary of my recommendations following last year's Boonstock Event and what they were "Cautioned" for as well.

- **The use of wrist bands or any other form identifying a patron to be over the age of 18 prior to entering each licensed area, other than the use of a valid piece of identification, be denied.**
  - *Vast lack of control when it came to identifying patrons and ensuring a minor was not able to enter and/or purchase alcohol.*
- **No Liquor Licence be issued until all licensed areas have been completed as per the approved site plan, including all fencing and spacing between the inner and outer fence area.**
  - *Changes to two different licensed areas were attempted while the event was occurring, and in some cases not all of the fencing had been completed once the general patrons were allowed in the concert area.*
- **An enforceable Occupant Load be issued from the Sturgeon County Fire Department.**
  - *There has been no Occupant Load issued in the past and there are a number of concerns of how many patrons are within a large tented area surrounded by two 4 foot metal fences.*
- **All proposed licensed areas are placed outside the general all-ages concert area.**
  - *Lack of control was noted within the licensed areas due to the areas has been surrounded by thousands of patrons including minors.*

## **CAUTIONS**

**Section 74(3) GLA** - *"Permit a minor to enter or be in a licensed premises if the licence prohibits minors."*

**Section 5.3.18 LH** - *"Licensee staff may not consume liquor or be under the influence of liquor or drugs while on duty."*

### **Russell Hildebrandt**

Investigator, Due Diligence Unit, Audit Services  
Compliance & Social Responsibility  
Alberta Gaming and Liquor Commission

The Alberta Gaming and Liquor Commission terms a '**caution**' as the British Columbia Liquor Control and Licensing Branch would term a contravention where no enforcement action was taken. Other than the two cautions outlined, there was no enforcement action for contraventions for the 2013 edition of The Boonstock Music Festival.

- The following chart is an indication of the calls received by the Morinville RCMP during the Boonstock Music Festival.

Liquor Act	61
HTA	13
Impaired Driving	4
24 hr Suspensions	2
Assault w/weapon / Assault Causing	6
Sexual Assault	3
Common Assault	5
Theft of Motor Vehicle	
Disturbing the Peace	8
Possession of Narcotics	54
Mischief / Damage	4
Other	18
Items lost / Found	106
Collisions	6
By-laws	3
Weapons	1
Warrants	9
Thefts / Frauds	9
Checkstops	8
Overdose	11
Total	331

## Summary

- The Boonstock Music Festival has been located in the rural area of Sturgeon County for the last nine years. It has expanded exponentially since its inception as a small party.

The attendance at the festival is estimated by the Licensee as 11,000 people per day, the County officials as 15,000 people per day and the RCMP as 20,000 people per day. These large numbers put stress on local transportation routes, sanitary waste disposal and the RCMP resources.



The lack of security staff placed the safety of patrons at risk. The Licensee appeared to be in contravention of the AGLA Liquor regulations regarding, 'permitting a minor to enter or be in a licensed premises and Licensee staff consuming liquor while on duty.'

Fencing for licensed areas was incomplete before the beginning of the event. Changes to two licensed areas were attempted during the event.

There was no occupant load issued for a licensed area inside a large tent.

There was a lack of control in identifying under age patrons because of inadequate staff and a system of wrist bands which was not suitable for valid identification.

The Licensee did not follow the operational plan regarding the capacity for vehicle parking, their lack of planning and the scarcity of security personnel placed an unwanted burden upon the RCMP.

There was no control of guests or their numbers. Accurate counts for attendees at the festival were therefore impossible.

On the final day of the event, many of the staff appeared to be absent before all of the patrons had left the grounds. This resulted in traffic chaos.

There were a total of 331 calls for service to the RCMP relating to the Boonstock festival including 3 sexual assaults, 11 other assaults, 11 overdoses and 61 Liquor Act incidents.

Pages 18 through 31 redacted for the following reasons:

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s.13, s.15, s.16