

**REPORT ON THE INQUEST  
INTO THE DEATH OF  
Allen Ho**

**October 2001**

**PREPARED BY:**

**OFFICE OF THE CHIEF CORONER  
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# INTRODUCTION

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One of the roles of inquest juries is to make recommendations to prevent deaths in similar circumstances. It is through the recommendations made by coroner's juries that significant changes are made to improve the safety and quality of life in Ontario.

This report examines the responses received to the 19 recommendations made by the jury in the inquest into the death of Allen Ho.

The recommendations focused on:

- ◆ Municipal procedures and policies relating to "raves" and other events;
- ◆ Drug education and public information;
- ◆ Drug enforcement legislation and procedures.

## **METHOD FOR DISTRIBUTING INQUEST RECOMMENDATIONS**

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The presiding inquest coroner encourages the jury to submit their recommendations grouped under the headings which reflect the agency, ministry, organization or entity to which the recommendation should be directed. Inquest staff at the Office of the Chief Coroner review and distribute the recommendations to agencies, ministries and organizations identified by the juries, together with a covering letter requesting the respondent to inform the Office of the Chief Coroner regarding the implementation or status of the recommendations.

12 of the 17 organizations (71%) requested to respond to the recommendations from the inquest, provided responses.

## EVALUATION OF RESPONSES TO JURY'S RECOMMENDATIONS

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The Office of the Chief Coroner evaluates each response to jury recommendations according to the following codes:

Reponse Code	Explanation
1	Recommendation <b>has been</b> implemented.
1A	Recommendation <b>will be</b> implemented.
1B	Alternative recommendation <b>has been</b> implemented.
1C	Alternative recommendation <b>will be</b> implemented.
2	The recommendation is under consideration.
3	There are unresolved issues with the recommendation that need to be addressed.
4	The recommendation is rejected.
4A	The recommendation is rejected due to flaws.
4B	The recommendation is rejected due to lack of resources.
5	The recommendation did not apply to the agency assigned.
6	There was no response to the recommendation.
7	The response could not be evaluated (e.g.: response was vague, response did not address stated recommendation, etc.)

## **SUMMARY OF RESPONSES**

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- there were a total of 19 recommendations made by the jury;
- 17 agencies and organizations were asked to respond to the recommendations;
- 12 agencies and organizations (71%) actually responded to the recommendations;
- 4 of the 19 recommendations (21%), have been implemented;
- 1 of the recommendations (5%) will be implemented;
- 3 recommendations (16%) have had alternates implemented;
- 1 recommendation (5%) was rejected;
- 1 recommendation (5%) was rejected due to flaws or impracticality;
- 5 recommendations (26%) had no response;
- 4 recommendations (21%) could not be evaluated.

## **Section 1**

### **Verdict, Recommendations and Coroner's Explanation**



**INQUEST**  
**TOUCHING THE DEATH OF**  
**ALLEN HO**

**JURY VERDICT AND RECOMMENDATIONS**

May/June 2000





Ministry of  
The Solicitor  
General

Ministère du  
Soliciteur  
général

Office of  
The Chief  
Coroner

Bureau du  
coroner  
en chef

## Verdict of Coroner's Jury Verdict du jury du coroner

We the  
undersigned  
Nous soussigné

Harvey Moritsugu

of Toronto

de

Lorraine Bowen

of Toronto

de

Yvonne Shitpaul

of Toronto

de

Mary Ellen Grenier

of Toronto

de

John Ahoni

of Toronto

de

the jury serving on the inquest into the death of / dûment assermentés, formant le jury dans l'enquête sur le décès de:

Surname / Nom de famille

Ho

Given names / Prénom

Allen

aged 21 yrs. held at the Coroner's Inquest Courts, 15 Grosvenor Street, Toronto, Ontario  
âgé(e) de qui a été menée à

on the day(s) of  
8,9,10,11,12,15,16,17,18,  
19,23,24,25,26,29,30,31/1  
le (du/au)

May / June

20 00

By  
Par

Dr.

Barry McLellan

Coroner for Ontario  
coroner pour l'Ontario

having been duly sworn, have inquired into and determined the following: / avons enquêté et avons déterminé ce qui suit

- |  |   |
|--|---|
| 1. Name of deceased<br>Nom du (de la) défunt(e)      | <u>Allen Ho</u>                                     |
| 2. Date and time of death<br>Date et heure du décès  | <u>October 10, 1999 18:26</u>                       |
| 3. Place of Death<br>Lieu de décès                   | <u>Humber Regional Hospital, Church Street site</u> |
| 4. Cause of death<br>Cause du décès                  | <u>Complications of MDMA (Ecstasy) intoxication</u> |
| 5. By what means<br>Circonstances entourant le décès | <u>Accident</u>                                     |

H. Moritsugu  
Original signed by: Foreman/Président du jury

Lorraine Bowen

Yvonne Shitpaul

Mary Ellen Grenier

[Signature]

Original signed by jurors/jurés

The verdict was received on the  
Ce verdict a été reçu par moi le

1st

day of

June

20 00

[Signature]  
Original signed by Coroner

## JURY RECOMMENDATIONS CONCERNING THE DEATH OF

### ALLEN HO

We express sympathy to the family of Allen Ho and hope that our recommendations may be helpful in preventing further tragedies at raves and similar dance events.

The following recommendations are not presented in any particular order of priority

**Rationale:** We the jury, agree that there is a need for safe venues for raves and severe restrictions on rave promoters will defeat the intent of these recommendations.

( 1 ) We the jury recommend that the City of Toronto continue its collaborative efforts with all departments of the City, including fire, police and ambulance services to ensure that all municipal by-laws and codes are met and if not, that the premises be closed prior to a rave event taking place.

( 2 ) We the jury recommend that city-owned properties in Toronto as well as private venues be made available for raves subject to a licensing/permitting system based on the Toronto Dance Safety Committee Protocol and with adoption by all parties including the Toronto City Council. We further recommend that access to **UNLIMITED DRINKING WATER** at each venue must be part of this agreement to alleviate the effects of prolonged dancing and subsequent dehydration in some ravers in a warm or high temperature environment.

( 3 ) We the jury recommend that the licensing/permitting system includes provisions restricting admission to raves to those aged 16 and over.

( 4 ) We the jury recommend that the licensing/permitting system includes advertising guidelines for raves forbidding explicit or suggestive depiction of drugs and drug use.

( 5 ) We the jury recommend that ticket agencies which contract to print and/or sell tickets for raves be required to indicate the following:

- (a) the location of the event on each ticket. Failure to do so may indicate that they are condoning an illegal, underground event.
- (b) the event as 'drug free' with information relating to searches and the consequences of the discovery of illicit drugs.
- (c) the minimum age of 16 for admission.

( 6 ) We the jury recommend the following policy on 'searches.'

- (a) Search areas should be clearly indicated by either a sign or a poster which includes a warning that anyone found in possession of an illicit drug will not be admitted, will be removed from the premises and possibly arrested. Without exception, those found in possession of an illicit drug will be removed or refused admittance.
- (b) Security guards working at raves should be specifically directed to refuse to admit and remove from the site any person found to be in possession of an alleged illicit drug.
- (c) A pay duty uniform police officer should be stationed at the entry to any event holding a rave for the purpose of supervising the search procedure. This will ensure that any person who is alleged to have committed an indictable offence will be arrested and charged accordingly.

HM



- ( 7 ) We the jury recommend that the ratio of pay duty officers per patron at raves should be the subject of general regulatory guidelines. These guidelines should be flexible and allow for both an increase and decrease in the number of both uniform and undercover pay duty officers as warranted. As much as possible, the issue should be resolved by the local police service responsible for the area where a rave is to be held and the rave promoters and/or the property owners.
- ( 8 ) We the jury recommend that the power to inspect and close a rave should be part of any legislation passed by the provincial government and any municipal government. The provisions set out in sections 6 and 7 of the Raves Act 2000 should be used as a model for the power to close a rave party which poses a threat to public safety.
- ( 9 ) We the jury encourage the Provincial Legislature to consult with all parties that may be affected by the passage of the Raves Act 2000 including the rave community, rave promoters and others who conduct business interests in this area, municipalities, law enforcement agencies, public health education officials, the Coroner's office and all other legitimately interested parties.

**Rationale:** Evidence has been heard at this inquest that some youth of this province take illicit drugs and at different settings including raves. The drugs which appear most prevalent at raves include marijuana, ecstasy, GHB and ketamine but prevalence of drug use in all settings changes continuously. Therefore, it is very important to educate youth about the risks associated with these and other drugs.

- ( 10 ) We the jury recommend that:

- (a) public health departments throughout this province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problem(s) present in the community.
- (b) educational strategies in addition to "Just Say No" should include and support "Harm Reduction" as promoted by the Toronto Harm Reduction Task Force and the Toronto Rave Info Project (TRIP); the latter provides harm reduction information at raves by volunteers at booths approved and /or requested by the promoters.
- (c) a \$.50 surtax be added to admission to raves, the proceeds of which shall be handed over to the rave community-based harm reduction projects. This is not intended to reduce or replace government funding for such programs.
- (d) educational strategies for "ravers" take into account the unique situation of a rave party. They consist of long overnight hours, prolonged and energetic dancing, propensity for dehydration, high temperatures inside the venues and that some attendees will be exposed to and may take MDMA (ecstasy) or other party drugs.

- (11) We the jury recommend that the City of Toronto and the Province of Ontario consider the funding (or where some funding is provided consider increases in funding) for community groups such as the Toronto Harm Reduction Task Force and the Toronto Rave Info Project to facilitate their contact with, and increase their abilities to provide information to, youth at risk

- (12) We the jury recommend that the City of Toronto with the Province of Ontario fund the creation of a video, a web site and other educational materials that will realistically portray the risks of ecstasy and other party drugs – for use in schools and for the edification of parents and the community.

- (13) We the jury recommend that this verdict including all recommendations be sent to the Minister of Education for the Province of Ontario. We the jury request that the minister forward the verdict to appropriate representatives in the school boards throughout this province so that they are aware of some of the drug related issues identified at this inquest. This may help with planning future curricula related to illicit drug use.

(3)

**Rationale:** Evidence has been heard at this inquest that currently there are no satisfactory mechanisms in place to allow public health departments to collect and centralize information regarding use of illicit drugs in the community. As an example, there is no mechanism in place for public health officials to learn about hospital emergency department visits where patients present themselves with the toxic effects of drug use. As such:

(14) We the jury recommend that:

- (a) illicit drug use, as diagnosed by a physician, become a reportable disease so that public health departments can detect changing patterns of drug use. This information should respect the confidentiality and privacy of the patients.
- (b) those working in hospitals and its emergency departments be informed of changes in pattern of drug use in the community.

(15) We the jury recommend that the Government of Canada re-establish and sufficiently fund Canada's Drug Awareness Strategy by providing training and materials to law enforcement agencies and education to all Canadians regarding the costs and effects of drugs in our society.

(16) We the jury recommend that Federal and/or Provincial funding be made available to police agencies in Ontario in order to train some police officers as DRE's (Drug Recognition Experts). These officers could then support frontline officers in establishing whether a person was under the influence of drugs, type of drug and the need for medical attention.

(17) We the jury recommend that judges involved in the administration of justice recognize the need for meaningful sentences to those who traffic to young people and are involved in the exploitation of the vulnerable most often at the profit of organized crime.

**Rationale:** Recognizing that certain illicit drugs are manufactured in clandestine laboratories in the province and that certain chemical precursors (substrates) would appear to have limited if any other purpose, i.e. (MDP2P)

(18) We the jury recommend that the Government of Canada through, Health Canada and the Minister of Justice, consult law enforcement agencies, public health departments, the Centre of Forensic Science and other stakeholders to consider amending the schedule of prohibited chemical precursors to include those substances which are a present and realistic concern in the illicit drug trade.

(19) We the jury recommend that the Chief Coroner for Ontario provide a progress report on the status of implementation of the recommendations approximately one year after the conclusion of this inquest.

**It is the unanimous opinion of this jury that, as in our opening remarks expressing the need for safe rave venues, all of these recommendations are intended to foster safe, licensed raves.**

HM



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June 8, 2000

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests  
Office of the Chief Coroner  
Ministry of the Solicitor General & Correctional Services  
26 Grenville Street  
Toronto, Ontario  
M7A 2G9

Dear Dr. Porter:

RE: Allen HO  
Date of Death: October 10, 1999  
Age: 21 years

Dates of Inquest: May 8-12, 15-19, 23-26, 29-31  
and June 1, 2000

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I intend to give a brief synopsis of issues presented at this inquest and explain in some detail the reasons for the jury's recommendations. I would like to stress that much of this will be my interpretation of the jury's reasons. The soul purpose for this is to assist the reader to more fully understand the verdict and the recommendations of the jury and this is not intended to be considered as actual evidence presented at the inquest. It is in no way intended to replace the jury's verdict.

This inquest concerned the death of Allen Ho.

Mr. Ho was 21 years old at the time of his death and was enrolled as a student at Ryerson Polytechnic University in Toronto. On the night of Saturday October 9, 1999 a "Rave" party was held in an underground parking garage in the City of Toronto and Mr. Ho attended this party. At approximately 3:35 AM on Sunday the October 10<sup>th</sup> Mr. Ho was found by a friend lying unresponsive on the dance floor of this garage. He was assessed by on scene paramedics and later transferred by ambulance to the Church Street site of

Allen Ho

the Humber River Regional Hospital. He presented to the hospital in extremis with a very high temperature and seizures that were difficult to control. He died later that same day in the Critical Care Unit of the hospital.

Investigation into this death revealed that Mr. Ho had ingested methylenedioxymethamphetamine (also known as "Ecstasy" or MDMA) prior to his death. This inquest was called in order to examine the events surrounding the death as well as broader issues surrounding Rave parties including the promotion, organization and operation of these all night dance parties, public health issues and relevant existing legislation.

The Jury heard 13 days of evidence and summations, and then deliberated for 4 days, at the Coroner's Inquest Courts, 15 Grosvenor Street, Toronto, Ontario. In total 37 witnesses were called and testified and 46 exhibits were entered for review.

Counsel to the Coroner was Mr. Paul McDermott, Assistant Crown Attorney for Toronto.

Standing was granted to:

The Toronto Police Service and Police Chief Julian Fantino represented by Mr. Rusty Beauchesne.

The City of Toronto represented by Mr. Robert Baldwin.

The Toronto Harm Reduction Task Force represented by Mr. Ewen McCuaig.

The Toronto Dance Safety Committee represented by Mr. Louis Sokolov.

Mr. Chris Samojlenko, promoter of the Rave party, represented by Mr. Paul Burstein and Ms. Karen Erlick.

Ticketmaster represented by Mr. Bruce Pollock.

Court Reporter was Ms. Teresa MacFadyen, c/o Coroner's Inquest Courts, 15 Grosvenor Street, Toronto, ON, (416) 314-4200.

Investigating Officer was Detective Glenn Emond, Toronto Police Service.

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Allen Ho

Coroner's Constable was Constable Owen Culleton, Toronto Police Service.

The jury determined the following:

Name of Deceased:	Allen Ho
Date and Time of Death:	October 10, 1999 18:26
Place of Death:	Humber Regional Hospital, Church Street site
Cause of Death:	Complications of MDMA (Ecstasy) Intoxication
By What Means:	Accident

The jury made the following recommendations:

We express sympathy to the family of Allen Ho and hope that our recommendations may be helpful in preventing further tragedies at raves and similar dance events.

The following recommendations are not presented in any particular order of priority.

*Rationale: We the jury, agree that there is a need for safe venues for raves and severe restrictions on rave promoters will defeat the intent of these recommendations.*

- (1) We the jury recommend that the City of Toronto continue its collaborative efforts with all departments of the City, including fire, police and ambulance services to ensure that all municipal by-laws and codes are met and if not, that the premises be closed prior to a rave event taking place.

Self-explanatory.

- (2) We the jury recommend that city-owned properties in Toronto as well as private venues be made available for raves subject to a licensing/permitting system based on the Toronto Dance Safety Committee Protocol and with adoption by all parties including the Toronto City Council. We further recommend that access to UNLIMITED DRINKING WATER at each venue must be part of this agreement to alleviate the effects of prolonged dancing and subsequent dehydration in some raves in a warm or high temperature environment.

Evidence was heard that the Toronto City Council passed a resolution, just prior to this inquest, preventing Rave parties from being held on City owned property (such as the Better Living Centre) for a 6 month period. Evidence was also heard that Council was going to revisit this position prior to the end of the 6 month period. One of the reasons given for this temporary ban was a concern about civil liability for any untoward incidents that could occur during a Rave party on city owned property.

Evidence was also heard, however, that some of these city owned properties may be the safest properties available for a large gathering of persons, including a Rave party (that can attract more than 12,000 persons).

The jury also heard evidence that Rave parties would be safer events if a licensing system were put in place whereby Rave promoters would need to meet all by-laws and certain other pre-determined conditions in order to obtain a license. The Toronto Dance Safety Committee, referred to in this recommendation, had taken a leadership role with regard to developing a protocol (Exhibit 12) for safer dance events and Toronto City Council had previously passed a resolution supporting this protocol (in late 1999).

With regard to the recommendation that unlimited water be available at Rave parties, evidence was heard that these parties can last more than 10 hours, that the temperature on the dance floor can be very warm and that participants can dance energetically for many hours. These characteristics can result in dehydration of the participants. The jury also heard evidence that some attendees at Rave parties consume the drug ecstasy and that some of the toxic effects of ecstasy can be exacerbated by dehydration. Evidence was also heard that water is not always freely available to the attendees and that promoters

Allen Ho



usually make arrangements for water to be sold at these events, often with significant profits.

- (3) We the jury recommend that the licensing/permitting system includes provisions restricting admission to raves to those aged 16 and over.

Evidence was heard that a number of attendees at these all night dance parties are younger than 16 years of age.

- (4) We the jury recommend that the licensing/permitting system include advertising guidelines for raves forbidding explicit or suggestive depiction of drugs and drug use.

Self-explanatory.

- (5) We the jury recommend that ticket agencies which contract to print and/or sell tickets for raves be required to indicate the following:

- (a) The location of the event on each ticket. Failure to do so may indicate that they are condoning an illegal, underground event.
- (b) The event as 'drug free' with information relating to searches and the consequences of the discovery of illicit drugs.
- (c) The minimum age of 16 for admission.

The jury heard evidence that the location of the Rave party attended by Allen Ho on the night of his death was not provided on the tickets that were sold. Attendees could only determine the location of the event, and where to meet buses, a few days prior to the event. Evidence was heard at the inquest that the location of the events should be made available on the tickets and should be advertised well in advance of the event on any promotional materials.

Evidence was also heard at the inquest that there are formal search procedures at the entrance to Rave parties and that it would be appropriate for attendees to be aware of this at the time of purchasing a ticket. The remainder of this recommendation is self-explanatory.

(6) We the jury recommend the following policy on 'searches.'

- (a) Search areas should be clearly indicated by either a sign or a poster which includes a warning that anyone found in possession of an illicit drug will not be admitted, will be removed from the premises and possibly arrested. Without exception, those found in possession of an illicit drug will be removed or refused admittance.
- (b) Security guards working at raves should be specifically directed to refuse to admit and remove from the site any person found to be in possession of an alleged illicit drug.
- (c) A pay duty uniform police officer should be stationed at the entry to any event holding a rave for the purpose of supervising the search procedure. This will ensure that any person who is alleged to have committed an indictable offence will be arrested and charged accordingly.

The jury heard evidence that pay duty security guards perform the searches at the entrance to Rave parties. If drugs are found during a search the drugs are frequently confiscated, but the incident is rarely reported to the police and these same persons are frequently still permitted entry to the dance event. Evidence was heard that this should not be occurring and concerns were expressed about the lack of police supervision of the search process.

- (7) We the jury recommend that the ratio of pay duty officers per patron at raves should be the subject of general regulatory guidelines. These guidelines should be flexible and allow for both an increase and decrease in the number of both uniform and undercover pay duty officers as warranted. As much as possible, the issue should be resolved by the local police service responsible for the area where a rave is to be held and the rave promoters and/or the property owners.

The jury heard evidence that police have important roles at Rave parties (as provided by both uniformed and undercover officers), in order to make these events as safe as possible. Conflicting evidence was heard as to the appropriate ratio of pay duty police officers to patrons at these events. The jury has recognized the important roles of police at these events and is recommending that the exact ratio of police/patrons, if possible, be resolved locally by the involved parties.

- (8) We the jury recommend that the power to inspect and close a rave should be part of any legislation passed by the provincial government and any municipal government. The provisions set out in sections 6 and 7 of the Raves Act 2000 should be used as a model for the power to close a rave party which poses a threat to public safety.

The jury heard evidence about draft legislation, entitled the Raves Act 2000, that was being considered by the provincial legislature at the time of this inquest. Evidence was heard about the benefits of having new legislation to cover all night dance events. The remainder of the recommendation is self-explanatory.

- (9) We the jury encourage the Provincial Legislature to consult with all parties that may be affected by the passage of the Raves Act 2000 including the rave community, rave promoters and others who conduct business interests in this area, municipalities, law enforcement agencies, public health education officials, the Coroner's office and all other legitimately interested parties.

Self-explanatory.

*Rationale: Evidence has been heard at this inquest that some youth of this province take illicit drugs and at different settings including raves. The drugs which appear most prevalent at raves include marijuana, ecstasy, GHB and ketamine but prevalence of drug use in all settings changes continuously. Therefore, it is very important to educate youth about the risks associated with these and other drugs.*

- (10) We the jury recommend that:

- (a) Public health departments throughout this province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problem(s) present in the community.
- (b) Educational strategies in addition to "Just Say No" should include and support "Harm Reduction" as promoted by the Toronto Harm Reduction Task Force and the Toronto Rave Info Project (TRIP); the latter provides harm reduction information at raves by volunteers at booths approved and /or requested by the promoters.
- (c) A \$0.50 surtax be added to admission to raves, the proceeds of which shall be handed over to the rave community-based harm reduction projects. This is not intended to reduce or replace government funding for such programs.
- (d) Educational strategies for "ravers" take into account the unique situation of a rave party. They consist of long overnight hours, prolonged and energetic dancing, propensity for dehydration, high temperatures inside the venues and that some attendees will be exposed to and may take MDMA (ecstasy) or other party drugs.

The jury heard evidence regarding the importance of educating youth about the risks associated with drug use (especially the newer "designer drugs" such as ecstasy, GHB and ketamine). Evidence was heard that these drugs are taken at Rave parties but also at many other venues. Evidence was heard about the importance of both "Just Say No" (abstinence) and "Harm Reduction" strategies. The Toronto Harm Reduction Task Force and the Toronto Rave Info Project (TRIP) both promote harm reduction strategies in Toronto.

- (11) We the jury recommend that the City of Toronto and the Province of Ontario consider the funding (or where some funding is provided consider increases in funding) for community groups such as the Toronto Harm Reduction Task

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Allen Ho

Force and the Toronto Rave Info Project to facilitate their contact with, and increase their abilities to provide information to, youth at risk

Self-explanatory.

- (12) We the jury recommend that the City of Toronto with the Province of Ontario fund the creation of a video, a web site and other educational materials that will realistically portray the risks of ecstasy and other party drugs - for use in schools and for the edification of parents and the community.

The jury heard evidence of the need for new, focused, educational materials that outline the risks associated with designer drug use. The materials targeted for school age youth should be carefully designed (with input from youth) in order to be accepted by this high-risk group.

- (13) We the jury recommend that this verdict including all recommendations be sent to the Minister of Education for the Province of Ontario. We the jury request that the minister forward the verdict to appropriate representatives in the school boards throughout this province so that they are aware of some of the drug related issues identified at this inquest. This may help with planning future curricula related to illicit drug use.

Self-explanatory.

*Rationale: Evidence has been heard at this inquest that currently there are no satisfactory mechanisms in place to allow public health departments to collect and centralize information regarding use of illicit drugs in the community. As an example, there is no mechanism in place for public health officials to learn about hospital emergency department visits where patients present themselves with the toxic effects of drug use.*  
*As such:*

- (14) We the jury recommend that:

- (a) Illicit drug use, as diagnosed by a physician, become a reportable disease so that public health departments can detect changing patterns of drug use. This information should respect the confidentiality and privacy of the patients.
- (b) Those working in hospitals and its emergency departments be informed of changes in pattern of drug use in the community.

Self-explanatory.

- (15) We the jury recommend that the Government of Canada re-establish and sufficiently fund Canada's Drug Awareness Strategy by providing training and materials to law enforcement agencies and education to all Canadians regarding the costs and effects of drugs in our society.

Self-explanatory.

- (16) We the jury recommend that Federal and/or Provincial funding be made available to police agencies in Ontario in order to train some police officers as DRE's (Drug Recognition Experts). These officers could then support frontline officers in establishing whether a person was under the influence of drugs, type of drug and the need for medical attention.

Self-explanatory.

- (17) We the jury recommend that judges involved in the administration of justice recognize the need for meaningful sentences to those who traffic to young people and are involved in the exploitation of the vulnerable most often at the profit of organized crime.

Self-explanatory.

*Rationale: Recognizing that certain illicit drugs are manufactured in clandestine laboratories in the provin<sup>20</sup>*

Allen Ho

and that certain chemical precursors (substrates) would appear to have limited if any other purpose, i.e. (MDP2P)

- (18) We the jury recommend that the Government of Canada through, Health Canada and the Minister of Justice, consult law enforcement agencies, public health departments, the Centre of Forensic Science and other stakeholders to consider amending the schedule of prohibited chemical precursors to include those substances which are a present and realistic concern in the illicit drug trade.

The jury heard evidence that law enforcement agencies are encountering increasing numbers of clandestine laboratories that are manufacturing illicit drugs including ecstasy and GHB. Substrates that have little purpose other than for the production of illicit drugs can be obtained with relative ease. One step toward reducing the production of these illicit drugs would be to reduce (or if possible eliminate) access to some of these chemical precursors.

- (19) We the jury recommend that the Chief Coroner for Ontario provide a progress report on the status of implementation of the recommendations approximately one year after the conclusion of this inquest.

It is the unanimous opinion of this jury that, as in our opening remarks expressing the need for safe rave venues, all of these recommendations are intended to foster safe, licensed raves.

In closing I would like to stress once again that this document was prepared solely for the purpose of assisting interested parties in understanding the jury's verdict. It is worth repeating that it is not the verdict. Likewise many of the comments regarding the evidence are my personal recollection of the same and are not put forth as actual evidence. If any party feels that I have made a gross error in my recollection of the evidence or a conclusion of the jury, it would be appreciated if it could be brought to my attention and I will obviously gladly correct the error.

Yours truly,

A handwritten signature in black ink, appearing to read "Barry A. McLellan", with a long horizontal stroke extending to the right.

Dr. Barry A. McLellan  
Regional Coroner  
Northeastern Region  
BAMcL:lgj



## **Section 2**

### **Distribution List of Letter Requesting Implementation of Recommendations**

## **DISTRIBUTION LIST OF LETTER REQUESTING IMPLEMENTATION OF RECOMMENDATIONS**

### **LETTERS WERE SENT TO:**

1. City of Toronto
2. Toronto Safe Dance Committee
3. Ticketmaster Inc.
4. Toronto Police Services
5. Ministry of Municipal Affairs and Housing
6. Association of Municipalities of Ontario
7. Clerk of the House (Queen's Park)
8. Ministry of Health and Long Term Care
9. Chief Medical Officer of Health for Ontario
10. Ministry of Education
11. Ministry of the Solicitor General – Policing Services Division
12. Ministry of the Solicitor General
13. Solicitor General of Canada
14. Chief Justice for Ontario
15. Minister of Justice (Canada)
16. Health Canada
17. Office of the Chief Coroner

## **Section 3**

### **Summary of Responses to Recommendations**

**SUMMARY OF RESPONSES TO RECOMMENDATIONS  
REGARDING THE INQUEST INTO THE DEATH OF:**

**Allen HO**

Date of Death: October 10, 1999.

Date of Inquest: May 8 – June 1, 2000.

Inquest number: Q2000-34

Recommendation Number	Ministry(s) / Organization(s) / Subject Area Assigned for Recommendation	Lead Agency(ies) / Ministry(ies) / Organization(s) / Subject Area Assigned for Recommendation	Lead Agency(ies) / Ministry(ies) / Organization(s) / Subject Area Assigned for Recommendation	No. of Responses	Date of Response	Response Analysis
1	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
2	City of Toronto	City of Toronto	City of Toronto	x	19 Oct 2001	7
3	Toronto Safe Dance Committee					6
4	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
5	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
	Ticketmaster Inc.			x		6
6	Toronto Safe Dance Committee			x		6
	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
	Toronto Police Services	Toronto Police Services	Toronto Police Services		14 Feb 2001	4A
7	Toronto Safe Dance Committee			x		6
	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
	Toronto Police Services	Toronto Police Services	Toronto Police Services		14 Feb 2001	1A
8	City of Toronto	City of Toronto	City of Toronto		19 Oct 2001	7
	Ministry of Municipal Affairs and Housing	Ministry of Municipal Affairs and Housing	Ministry of Municipal Affairs and Housing		28 Sept 2001	1B
	Association of Municipalities of Ontario	Association of Municipalities of Ontario	Association of Municipalities of Ontario		3 Oct 2001	5

Allen Ho  
ID: 26

1 Has been implemented  
2 under consideration  
3 did not apply to assigned agency  
1A Will be implemented  
3 unresolved issues  
1B Alternate has been implemented  
4 rejected  
6 no response  
1C Alternate will be implemented  
4B rejected due to lack of resources  
7 unable to evaluate

Recommendation Number	Lead Agency(s)/ Ministry(s)/Organization(s)/Subject Areas Assigned Recommendation	Lead Agency(s)/ Ministry(s)/Organization(s) responding to Recommendation	No Response	Date of Response	Response Analysis
9	Clerk of the House (Queen's Park)		x		6
10	Ministry of Health and Long Term Care Chief Medical Officer of Health for Ontario Toronto Safe Dance Committee Ministry of Education	Ministry of Health and Long Term Care See above response Ministry of Education City of Toronto	x	16 Oct 2001  2 Oct 2001	1 -- 6 1B
11	MSG - Policing Services Division City of Toronto	Ministry of the Solicitor General City of Toronto		13 Jul 2001 19 Oct 2001	7 6
12	Ministry of Education City of Toronto	Ministry of Education City of Toronto		2 Oct 2001 19 Oct 2001	1B 6
13	Ministry of Education City of Toronto	Ministry of Education City of Toronto		24 May 2001	1
14	Ministry of Health and Long Term Care Chief Medical Officer of Health for Ontario	Ministry of Health and Long Term Care See above response		20 Nov 2000	4
15	Solicitor General Canada	Solicitor General Canada		5 March 2001	1
16	Ministry of the Solicitor General Solicitor General Canada	Ministry of the Solicitor General Solicitor General Canada		13 Jul 2001 2 Oct 2001	1B 2
17	Chief Justice for Ontario	Chief Justice for Ontario		5 March 2001	7
18	Minister of Justice (Canada) Health Canada		x		6
19	Office of the Chief Coroner	Office of the Chief Coroner	x	27 Sept 2000	6 1

LEGEND: 27  
Allen Ho

1 Has been Implemented 1A Will be Implemented 1B Alternate has been Implemented 1C Alternate will be Implemented  
2 under consideration 3 unresolved issues 4 rejected 4A rejected due to flaws 4B rejected due to lack of resources  
5 did not apply to assigned agency 6 no response 7 unable to evaluate

**Total number of Recommendations: 19**

Evaluation Definition	HAS BEEN Implemented	WILL BE Implemented	ALTERNATE HAS BEEN Implemented	ALTERNATE WILL BE Implemented	Under Consideration	Unresolved Issues	Rejected	Rejected (due to flaws or impractical)	Rejected (due to lack of resources)	Not Applicable	No Response	Unable to Evaluate
	1	1A	1B	1C	2	3	4	4A	4B	5	6	7
# of Recommend.	4	1	3	0	0	0	1	1	0	0	5	4
Percentage of Recommend.	21%	5%	16%	0%	0%	0%	5%	5%	0%	0%	26%	21%

# of Agencies asked to Respond	17
# of Agencies Responding	12
% of Agencies Responding	71

LEGEND: 1 Has been Implemented 1A Will be Implemented 1B Alternate has been Implemented 1C Alternate will be Implemented  
2 under consideration 2A Will be Implemented 2B Alternate will be Implemented  
3 did not apply to assigned agency 3 unresolved issues 3 no response 3 rejected due to lack of resources  
4 rejected 4A rejected due to flaws 4B rejected due to lack of resources  
5 did not apply to assigned agency 5 unresolved issues 5 no response 5 rejected due to lack of resources  
6 rejected 6A rejected due to flaws 6B rejected due to lack of resources  
7 unable to evaluate 7 no response 7 rejected due to lack of resources

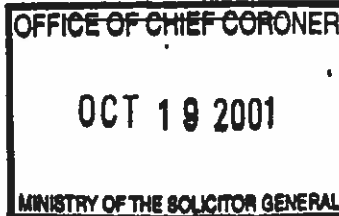
## **Section 4**

### **Responses to Recommendations: City of Toronto**

**City Clerk's**  
City Hall, 2nd Floor West  
100 Queen Street West  
Toronto, Ontario M5H 2N2**Tel:** (416) 392-8016  
**Fax:** (416) 392-2980  
clerk@city.toronto.on.ca  
<http://www.city.toronto.on.ca>

October 19, 2001

Dr. James G. Young  
Chief Coroner  
Province of Ontario  
26 Grenville Street  
Coroners Building  
Toronto, Ontario  
M7A 2G9

**In reply please quote:**  
**REF.: 00-AD#7(1)**

Dear Dr. Young:

I am enclosing for your information and any attention deemed necessary, Clause No. 1 contained in Report No. 7 of The Community Services Committee, headed "Establishment of Late Night Entertainment Event Protocol (Including Raves) and Co-ordinated Response to Inquest Recommendations into the Death of Allen Ho", which was adopted, as amended, by the Council of the City of Toronto at its meeting held on August 1, 2, 3 and 4, 2000.

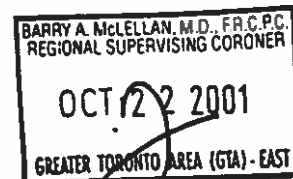
May I draw your attention to the amendment by Council found at the beginning of the Clause.

Yours truly,

  
for City Clerk

M. Toft/gc

Encl.





Clause sent to:

- Premier, Province of Ontario
- Minister of Health, Government of Canada
- Minister of Municipal Affairs and Housing, Province of Ontario
- Minister of Consumer and Commercial Relations, Province of Ontario
- Minister of Health and Long-Term Care, Province of Ontario
- Chief Coroner, Province of Ontario
- Mayor, City of Toronto
- Community Services Committee
- Commissioner of Urban Development Services
- Commissioner of Works and Emergency Services
- Commissioner of Community and Neighbourhood Services
- City Solicitor
- Board of Health
- Chairman, Toronto Police Services Board
- General Manager and Chief Executive Officer, Exhibition Place
- Fire Chief, Toronto Fire Services
- General Manager, Toronto Ambulance Services
- Chief, Toronto Police Service
- Medical Officer of Health, City of Toronto
- Director, Special Events Division
- President, Toronto Police Association
- President, C.U.P.E., Local No. 79
- Executive Vice-President, Toronto Civic Employees' Union, Local 416
- Mr. Will Chang, Toronto Dance Safety Committee
- Agencies, Boards and Commissions
- All Interested Parties

c:     Manager, Community Councils and Committees  
          Administrator, Community Services Committee  
          Administrator, Nominations and Appointments  
          Ms. Fern Deramaix

Clause embodied in Report No. 7 of The Community Services Committee, as adopted by the Council of the City of Toronto at its meeting held on August 1, 2, 3 and 4, 2000.

1

**Establishment of Late Night Entertainment Event Protocol  
(Including Raves) and Co-ordinated Response to Inquest  
Recommendations into the Death of Allen Ho**

*(City Council on August 1, 2, 3 and 4, 2000, amended this Clause by:*

- (1) deleting Recommendation (a) of the Community Services Committee and inserting in lieu thereof the following new Recommendation (a):*
  - "(a) the adoption of the following Recommendations Nos. (2), (3) and (4) embodied in the report dated July 10, 2000, from the Commissioner of Urban Development Services:*
    - '(2) the Entertainment Event Protocol be extended to private property;*
    - (3) the Province of Ontario be requested to provide enabling legislation to create a large assembly by-law; and*
    - (4) the appropriate City officials be authorized to take the necessary action to give effect thereto.'";*
- (2) amending Recommendation (b)(1) of the Community Services Committee by striking out the words "and City Council", and inserting in lieu thereof the words "and within the protocol approved by City Council", so that such recommendation shall now read as follows:*
  - "(1) City Council authorize Exhibition Place to continue to hold Raves after concerns about security, Emergency Medical Services, and paid duty policing have been worked out to the satisfaction of Exhibition Place and within the protocol approved by City Council;";*
- (3) striking out and referring the following Recommendation (c) of the Community Services Committee, back to the Community Services Committee for further consideration and report thereon to the meeting of Council scheduled to be held on October 3, 2000:*

"(c) that City Council be requested to resubmit to the Province of Ontario for consideration and implementation, the suggestions prepared by the Municipal Licensing and Standards Division for provincial measures to strengthen municipal efforts to maintain safe communities and to deal with problem addresses, which were originally presented at a meeting co-ordinated by the Province on March 14, 2000, on Integrated Enforcement."; and

(4) adding thereto the following:

"It is further recommended that:

- (a) the Province of Ontario be requested to enact legislation allowing the City to inspect and close raves, and to charge organizers of raves if the requirements established by the Police and the City for raves on both public and private property are not met;
- (b) the provincial and federal governments be encouraged to apply the City of Toronto protocol to raves held on their properties;
- (c) the following recommendations of the Community Services Committee, embodied in the communication dated July 28, 2000, from the City Clerk, be adopted:

'The Community Services Committee recommends to Council:

- (1) the adoption of the joint report dated July 25, 2000, from the Commissioner of Urban Development Services and the Commissioner of Community and Neighbourhood Services, embodying the following recommendations:

"It is recommended that:

- (1) the Entertainment Event Protocol (Appendix B) be amended to include the specific policies on Entertainment Events made by the Toronto Emergency Medical Services (Appendix B-1) and the Toronto Fire Services (Appendix B-2), and that these policies be approved by Council; and
- (2) the Community Services Committee's decision of July 13, 2000, (i.e., Recommendation (b)(1) contained in Clause No. 1 of Report No. 7 of The Community Services Committee), amending the recommendation of the Board of Governors of Exhibition Place respecting events on CNE property, be further amended to include that Toronto Fire Services' concerns also be worked out to the satisfaction of Exhibition Place and City Council, so that such recommendation reads as follows:

*'City Council authorize Exhibition Place to continue to hold Raves after concerns about security, Emergency Medical Services, Fire Services, and paid duty policing have been worked out to the satisfaction of Exhibition Place and City Council'.*";

- (2) *the adoption of the recommendations of the Board of Health, embodied in the communication dated July 25, 2000, from the Secretary, Board of Health, subject to amending Recommendation No. (3) by adding thereto the words "and that this recommendation be referred to the 2001 Operating Budget process", so that such recommendations now reads as follows:*

*"It is recommended that:*

- (1) *the Ministry of Health and Long Term Care organize a network of public health units and boards of education throughout Ontario to develop educational strategies targeted at the drug use problems in the community including primary prevention and outreach to parents;*
- (2) *Toronto Public Health continue to support vehicles for peer-based interventions for promoting safe, healthy practices at raves, including the Toronto Raver Info Project and the Toronto Dance Safety Committee as outlined in the Protocol for the Operation of Safe Dance Events;*
- (3) *the Board of Health include rave health education as a priority for the Drug Abuse Prevention Grants Review Panel, with a contribution in 2001 from the City of Toronto Consolidated Grants Budget, Public Health Line, of \$20,000.00, and further contributions of funds from the promoters of each rave, based on the size of the rave, in lieu of the \$0.50 per ticket surtax suggested by the Inquest; and that this recommendation be referred to the 2001 Operating Budget process;*
- (4) *Toronto Public Health develop culturally appropriate print, radio, television, and Internet health promotion materials to promote safe, healthy practices at raves, in partnership with the Centre for Addictions and Mental Health and the private sector, as part of its ongoing substance abuse strategy;*
- (5) *the Ministry of Health and Long Term Care support and finance blood testing in drug overdose cases reported to emergency departments in order to add to the accuracy of reporting on the pattern of drug use in the community; and support hospital emergency departments to implement systems that would make it easier to extract information on drug overdoses from their records and make that information available to public health units;*

- (6) *this report be referred to City Council for consideration at its meeting of August 1, 2 and 3, 2000;*
- (7) *raves be permitted on City-owned property if they comply with:*
  - (a) *the applicable recommendations contained in this report;*
  - (b) *the protocol for the safe operation of a rave as approved in 1999 by City Council; and*
  - (c) *any further requirements that may be approved by City Council after consultation with the Toronto Dance Safety Committee;*
- (8) *City Council consider developing protocols for other similar kinds of events;*
- (9) *the Board of Health advocate to the Ministry of Education and Training to provide funding for the development of a substance use and abuse unit of study as part of the Grade 11 and 12 course profiles for the healthy living strand of the health and physical education curriculum; and*
- (10) *the appropriate City officials be authorized and directed to take the necessary action to give effect to the foregoing.";*
- (3) *the adoption of the recommendation of the Toronto Police Services Board, embodied in the report dated July 27, 2000, from the Chair, Toronto Police Services Board, viz.:*

*"It is recommended that the Community Services Committee recommend to Toronto City Council that it endorse the protocol, in the form attached as Appendix 'A' to this report, developed by the Toronto Police Service.";* and
- (4) *that, through educational programs, individuals holding raves on private property be encouraged to follow the same protocols in use for raves held on public property.';*
- (d) *the report dated July 31, 2000, from the Commissioner of Urban Development Services, embodying the following recommendations, be adopted:*

*'It is recommended that, if Council lifts the prohibition for use of the property of the City or any of its agencies, boards and commissions for Late Night Entertainment events, then:*

- (1) *the process for approval be as described in Appendix A; and*

- (2) *the appropriate City officials be authorized and directed to take the necessary action to give effect thereto;*

*subject to:*

- (i) *including in Appendix A, headed 'Process for Application of the Entertainment Event Protocol', attached thereto, the following additional instruction:*

*'Historical practices since March 1998, among other factors, regarding paid duty emergency staff (Ambulance, Fire and Police) at City-owned venues will be used as a guideline for determining the number of paid duty emergency staff required at large entertainment events.'; and*

- (ii) *amending Appendix C, headed 'Clearances', attached thereto, to include a category, entitled 'Rationale', to explain why the number of Paid Duty Officers is being recommended, as well as Fire Inspectors and the number of staffed Ambulance units;*
- (e) *City Council support the recommendations of the Jury arising from the Coroner's Inquest into the death of Allen Ho;*
- (f) *City Council re-affirm its full endorsement of the Toronto Dance Safety Committee (TDSC) and the following groups and individuals of which it is comprised:*
- *Toronto Ambulance Services;*
  - *Toronto Fire Services;*
  - *Toronto Police Services Board;*
  - *Central Drug Information Unit;*
  - *Municipal Licensing and Standards;*
  - *Toronto Dance Safety Committee;*
  - *Toronto Public Health;*
  - *Toronto Raver Info Project;*
  - *Party People Project;*
  - *Mayor's Office;*
  - *Councillor Chow's Office; and*
  - *Councillor Nunziata's Office;*
- (g) *the Toronto Dance Safety Committee continue to hold regular meetings, and the completed Appendices B and C of the rave application form be forwarded (subject to any restrictions imposed by the Municipal Freedom of Information and Protection of Privacy Act), to the TDSC for information only;*
- (h) *commencing August 1, 2000, the Mayor's office, interested Members of Council, appropriate City staff, representatives from the Toronto Police Service and the Toronto Board of Health, be requested to work with the renewed Toronto Dance Safety Committee to:*

- (a) *follow up on all recommendations passed by City Council;*
- (b) *ensure effective and equitable implementation of the City protocol regarding late night entertainment events; and*
- (c) *report back to City Council, in six months' time, through the appropriate agency, board or commission and the Community Services Committee, on the implementation process, further developments and/or recommendations;*
- (i) *a member of City staff or a Member of Council, be appointed as the Co-Chair of the Toronto Dance Safety Committee;*
- (j) *with respect to the City's agencies, boards and commissions, City staff be requested to notify ward Councillors of any requests for permits and the terms thereof, prior to issuing a permit for events planned in their respective wards; the ward Councillor to respond within the protocol timeline;*
- (k) *the Commissioner of Urban Development Services be requested to:*
  - (i) *continuously review the protocol to ensure that it is working and report, on a quarterly basis, to the appropriate Committee, with respect thereto;*
  - (ii) *develop further criteria relating to the impact of rave events on the community, including such issues as parking, noise, and separation from residential property, prior to the consideration of a permit for any City park, arena, or community centre;*
  - (iii) *ensure, in conjunction with appropriate City officials, that owners and landlords of facilities keep clean/cold drinking water running for the duration of rave events;*
  - (iv) *submit to the Community Services Committee, in six months' time, an additional report which provides a detailed breakdown of each event, similar to the report provided to the Board of Governors of Exhibition Place, entitled 'Raves at Exhibition Place'; and*
  - (v) *submit a report to the Community Services Committee on how other urban centres, such as Montreal, Vancouver, and other European and North American Cities such as Detroit, handle raves in their jurisdictions, including the types of problems which have occurred;*
- (l) *the Director, Special Events Division, be requested to submit a report to the Economic Development and Parks Committee on the feasibility of the City of Toronto co-sponsoring a festival celebrating electronic music and, further, that City Council endorse the 'iDance Rally' on Nathan Phillips Square as an annual event;*

- (m) *a copy of this Clause be circulated to the unions representing emergency and medical services personnel and the Toronto Police Association;*
- (n) *the following motions be referred to the Commissioner of Urban Development Services with a request that she submit a report thereon to the Community Services Committee:*

*Moved by Councillor Cho:*

*'It is recommended that the Commissioner of Urban Development Services be requested to submit a report to the appropriate Committee, on a quarterly basis, providing information with respect to any known underground raves, in order to determine the correlation between open raves and underground raves.'; and*

*Moved by Councillor Davis:*

*'That the Clause be amended by deleting from the section entitled "Advertising" embodied in Appendix D, entitled "Entertainment Event Protocol for City Property- Comprehensive Version (July 28, 2000)", to the supplementary report dated July 31, 2000, from the Commissioner of Urban Development Services, the words "screen advertising", and inserting in lieu thereof the words "screen all advertising, including printed and electronic formats", so that that such section shall now read as follows:*

*"Advertising*

*Advertising for these events must not specifically or tacitly endorse or promote drug use. The relevant city agency, board, or commission reserves the right to screen all advertising, including printed and electronic formats. Public Health will provide advice as requested." ; and*

- (o) *the following motion be referred to the City Solicitor with a request that he submit a report thereon to the Community Services Committee:*

*Moved by Councillor Mammoliti:*

*'That the Clause be amended to provide that:*

- (1) *only the promoters be held responsible for all liabilities on City-owned property during any rave events; and*
- (2) *any agreement made with promoters require that a bond be provided and that a standard liability clause, exempting the City from any liability, be included in the agreement.' ")* 38

**Allen Ho**



**The Community Services Committee recommends:**

- (a) the adoption of the report dated July 10, 2000, from the Commissioner of Urban Development Services, subject to amending Recommendation No. (1) by deleting the words "if Council wishes to allow for late night entertainment events on City property then", and inserting in lieu thereof the words "Council allow late night entertainment events to be held on City property; and further that", so that the recommendations now read as follows:

**"It is recommended that:**

- (1) Council allow late night entertainment events to be held on City property; and further that:
    - (a) leases, licences, contracts or other arrangements permitting the use of City property or the property of the City's Agencies, Boards or Commissions be required to include a clause in the form or substantially in the form of the clause attached to this report and marked Appendix "A"; and
    - (b) the City adopt the Entertainment Event Protocol for City-owned property, marked as Appendix "B", to form part of the arrangement under Recommendation No. (1)(a) above;
  - (2) the Entertainment Event Protocol be extended to private property;
  - (3) the Province of Ontario be requested to provide enabling legislation to create a large assembly by-law; and
  - (4) the appropriate City officials be authorized to take the necessary action to give effect thereto.";
- (b) the adoption of the recommendations of the Board of Governors of Exhibition Place contained in the communication dated July 5, 2000, from the General Manager and CEO, subject to amending Recommendation No. (1) by adding the words "Emergency Medical Services" after the word "security", so that the recommendations now read as follows:

**"It is recommended that:**

- (1) City Council authorize Exhibition Place to continue to hold Raves after concerns about security, Emergency Medical Services, and paid duty policing have been worked out to the satisfaction of Exhibition Place and City Council;
- (2) the report from the General Manager and CEO with respect to "Raves at Exhibition Place" be received for information; and

- (3) the appropriate Exhibition Place officials be authorized and directed to take the necessary action to give effect thereto.”; and
- (c) that City Council be requested to resubmit to the Province of Ontario for consideration and implementation the suggestions prepared by the Municipal Licensing and Standards Division for provincial measures to strengthen municipal efforts to maintain safe communities and to deal with problem addresses, which were originally presented at a meeting co-ordinated by the Province on March 14, 2000 on Integrated Enforcement.

The Community Services Committee reports, for the information of Council, having:

- (i) directed that the Commissioner of Community and Neighbourhood Services, in consultation with the Commissioner of Urban Development Services, be requested to co-ordinate the responses from the Toronto Police Services Board, Toronto Fire Services, Toronto Ambulance Services, and any other appropriate Departments with respect to their recommended protocol for entertainment events on City and private property; and that a comprehensive report and recommendations thereon be submitted to a special meeting of the Community Services Committee, to be held prior to the August 1, 2000, meeting of City Council;
- (ii) directed that the Toronto Police Services Board be urged to:
- (a) reconfirm the Rave Protocol ratio guidelines (passed by City Council in December 1999) of needed police officers as being 1 police officer for every 500 participants;
  - (b) consult with communities and organizers of events, such as Caribana, Toronto Lesbian and Gay Pride Day, and New Year's Eve parties, the Toronto Dance Safety Committee, and major music and dance promoters, which will be affected if the Chief of Police recommends a change to the Rave Protocol ratio guidelines of more than 1 police officer to 500 participants;
  - (c) review the feasibility of establishing a formula governing the number of paid duty officers to participants at an event that would ensure consistent application of the protocol, and the feasibility of establishing a review and appeal process; and
  - (d) include “after hours clubs” in its proposed entertainment event protocol, and the hours of operation of such clubs;
- and report thereon to the proposed special meeting of the Community Services Committee to be held prior to the August 1, 2000, City Council meeting;
- (iii) the appropriate staff be requested to report to the proposed special meeting of the Community Services Committee on the estimated costs of implementation of the protocol as it relates to the average Rave event; and

- (iv) received the joint report dated July 11, 2000, from the Commissioner of Works and Emergency Services and the General Manager, Toronto Ambulance, and the communication dated June 27, 2000, from the Toronto Youth Cabinet.

**The Community Services Committee submits the following report (July 10, 2000) from the Commissioner of Urban Development Services:**

**Purpose:**

To provide a co-ordinated response to the inquest recommendations regarding the death of Allen Ho.

**Financial Implications and Impact Statement:**

Nil.

**Recommendations:**

It is recommended that:

- (1) if Council wishes to allow for late night entertainment events on City property then:
  - (a) leases, licences, contracts, or other arrangements permitting the use of City property, or the property of the City's Agencies, Boards or Commissions be required to include a clause in the form or substantially in the form of the clause attached to this report and marked Appendix "A"; and
  - (b) the City adopt the Entertainment Event Protocol for City-owned property, marked as Appendix "B", to form part of the arrangement under Recommendation No. (1)(a) above;
- (2) the Entertainment Event Protocol be extended to private property;
- (3) the Province of Ontario be requested to provide enabling legislation to create a large assembly by-law; and
- (4) the appropriate City officials be authorized to give effect thereto.

**Background:**

This report addresses the Mayor's request for a co-ordinated response to the Ho Inquest Recommendations (Appendix "C") and Resolutions Nos. (3) (5) and (9) below, from Council's meeting of May 9, 10 and 11, 2000:

- (1) that all Agencies, Boards, Commissions and Departments immediately suspend the leasing of any City-owned facility for the purpose of holding Rave parties;

- (2) that the Chief of Police report to the August 1, 2 and 3, 2000, meeting of Toronto City Council, through the Toronto Police Services Board and the Policy and Finance Committee, on:
  - (a) a recommended policy and course of action for the control and eradication of illegal drugs at Rave parties and other related parties that occur at all facilities, including non City-owned properties, which may include restricting the hours of operation; and
  - (b) the policy of paid duty officers at Rave parties and other related parties that occur at all facilities, including non City-owned properties;
- (3) that the City continue to use the Toronto Dance Safety Committee to review the safety and health issues surrounding dance events, including a new protocol to eliminate inappropriate advertisement for these events;
- (4) that the Mayor write the provincial and federal governments and urge them to increase funding for educational activities aimed at reducing and eliminating the use of illegal drugs;
- (5) that Rave parties taking place on any City-owned property, including facilities of Agencies, Boards, Commissions and Departments, be subject to advertising approval for that event by the affected City Agency, Board, Commission or Department;
- (6) that City Council request the newly established Substance Abuse Sub-Committee of the Board of Health to deal with drug-related issues at Rave parties and make recommendations to Council, through the Board of Health, around drug prevention and harm reduction;
- (7) that the Board of Health be requested to include a senior police representative to participate on the Substance Abuse Sub-Committee, and further that the Chief of Police be requested to make a senior level appointment in this regard;
- (8) that the Medical Officer of Health be requested to submit a report to the August 1, 2 and 3, 2000 meeting of City Council, through the Board of Health, on how to deal with illegal drug use at Raves and other related parties; and
- (9) that all discussions conducted and reports prepared on the issue of Rave parties include participation and consultation with officials from Toronto Ambulance and Toronto Fire Services.

Comments:

Staff of the Municipal Licensing and Standards Division have met with the Toronto Dance Safety Committee to review the health and safety issues surrounding dance events.

The following Departments/Agencies met on June 6, June 22 and July 6 to discuss the May 9-11 Resolutions of Council and the recommendations to the City, arising from the Coroner's Inquest into the death of Allen Ho:

Urban Development Services;  
 Toronto Police Service;  
 Toronto Fire Service;  
 Toronto Ambulance Service;  
 Public Health;  
 Corporate Services (Legal; Corporate Communications); and  
 Alcohol and Gaming Commission of Ontario.

Through our discussions, it is apparent that there are many large scale events which pose public safety problems. It is becoming more evident that there is a pressing need to address a range of public events in the solution we devise. All Departments/Agencies agree that the public safety issues that the regulators face go beyond dance events and that the issue definition should ultimately be broadened to deal with large assembly gatherings (indoor and outdoor), including those who gather for dance events.

The review group suggests that the guiding principles for developing a governing instrument (policy or licence or by-law) for large assembly gatherings include:

- (1) that it is for the purpose of preserving the health, safety and welfare of the participants and the community in which the large assembly gathering occurs; and
- (2) that it use a pre-defined risk assessment process against which proposed event gatherings are screened to determine appropriate level of response.

However, staff have been advised by the Legal Division of the Corporate Services Department that the municipality does not have the authority to pass a by-law which would deal with large assembly gatherings.

Therefore, the review group recommends that the following incremental approach (begin by dealing with entertainment events, including dances, and then broadening to large gathering assemblies) will enable the City of Toronto to address the dance issue without being perceived as unfairly targeting or discriminating against youth or the rave community, or any other community of interest. In effect, the pre-defined risk assessment will be applied to any event where large numbers gather.

A critical element of this approach is the Communication Strategy. The message for City staff (Licensing and enforcement staff) and the public is that the City of Toronto is putting into place a contractual requirement for regulating entertainment events (including dances) on City-owned property, in the interest of preserving the health, safety and welfare of the participants and the community. Voluntary adoption of the Entertainment Event Protocol will be encouraged for events on private property. Further, the City will be communicating that it is taking steps to deal with the broader issue of large assembly gatherings.

### Step 1: Entertainment Events on City-Owned Property:

#### Entertainment Event: Definition:

An entertainment event is an event where the primary purpose is listening or dancing to music, and which extends into any part of the evening when an entertainment facility is normally closed.

City Council will consider, at its meeting of August 1-3, 2000, the reports from Public Health and the Toronto Police Service in response to the May 9-11, 2000 resolutions of Council. While we have not seen the Toronto Police Service report, police staff have provided us with drafts of protocols for Police, Fire and Ambulance in dealing with entertainment gatherings. The protocols require that a risk assessment model be applied. We believe the protocols will form part of the Chief's report to Council on August 1-3, 2000.

Should Council then decide to lift the ban on dances on City property (inside/outside), the City may, through the contractual process, impose an Entertainment Event Protocol (see Appendix "B"), somewhat like the Protocol for the Operation of Safe Dance Events, but including the newly proposed Police, Fire and Ambulance protocols. Advertising for these events must be screened by Toronto Public Health to ensure that the advertising does not specifically or tacitly endorse or promote drug use. The protocol applies to any entertainment event on City property. Compliance with it would be required for any application to Council for a Special Event licence on City property.

### Step 2: Entertainment Events on Private Property:

The second step involves extending the Entertainment Event Protocol to private property, for voluntary adoption. Private property venues must already meet all existing occupancy requirements of the Fire Code, Building Code, etc.

### Step 3: Press Province for Enabling Legislation to Create a Large Assembly By-law:

While Steps 1 and 2 are in progress, City staff will continue research and policy analysis of the option of a large assembly by-law for both City-owned and private property. Again, any such by-law should be premised on preservation of the health, safety and welfare of participants and the community, and apply a risk assessment model. Once the Province has passed enabling legislation, the City may introduce its by-law.

#### Consultation:

Staff of the Municipal Licensing and Standards Division have met with the Toronto Dance Safety Committee (TDSC) to review the health and safety issues surrounding dance events. On July 10, 2000, the TDSC indicated support for the concept of the Entertainment Event Protocol, subject to confirmation of the details.

Conclusions:

It is in the best interest of the City of Toronto that entertainment events on City-owned property be governed through the contractual process and the "Entertainment Event Protocol", while City staff continue to research and prepare policy for a large assembly by-law. Enabling legislation is required from the provincial government. Until such a by-law is in place, voluntary adoption of the Entertainment Event Protocol should be promoted for events on private property.

Contact:

Harold Bratten, Director  
Municipal Licensing and Standards  
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email: hbratten@city.toronto.on.ca

List of Appendices

- Appendix "A" - Contractual Clause Governing Entertainment Events on City Property
- Appendix "B" - Entertainment Event Protocol for City Property
- Appendix "C" - Ho Inquest Recommendations

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Appendix "A"

"Applicable Laws" means any present or future law, by-law, rule, regulation, order, directive, procedure or protocol enacted, made adopted or promulgated by any federal, provincial, regional, or municipal authority, agency, or department having jurisdiction, including (without limiting the generality of the foregoing) all of the policies, procedures and protocols adopted and/or endorsed by City Council, Toronto Police Services, Toronto Fire Services, and Ambulance Services, from time to time.

Compliance with Applicable Laws:

The Tenant shall, at its sole cost and expense, at all times comply with (and require all persons occupying any portion or portions of the Leased Property, whether as a customer of the Tenant's business or otherwise, to comply with) all Applicable Laws, and shall not commit or permit any act or omission that causes or results in any breach of the Applicable Laws. The Tenant shall, at its sole cost and expense, promptly make any changes, additions or repairs to the Leased Property, and any modification of its operations and business practices, necessary in order to comply with the Applicable Laws. The obligations of the Tenant under this section apply to the use of the Leased Property, and to construction, repairs, alterations, additions, improvements and replacements on or affecting any part of the Leased Property.

## Appendix "B"

## Entertainment Event Protocol for City Property

## Definition:

An entertainment event is an event where the primary purpose is listening or dancing to music and which extends into any part of the evening when an entertainment facility is normally closed.

## Ambulance:

Toronto Ambulance Service protocol as determined concurrent with the Toronto Police Service protocol on paid duty officers.

## Density:

The safe occupant load, as determined by Fire Services verification, will establish the "cap" on ticket sales. Organizers agree not to sell tickets or admit participants over the number allowed by the occupancy permit.

## Drug/Health Education:

All organizers will provide space for community-based drug and health education projects. Organizers agree to donate a portion of profits to the City fund for distribution to non-profit drug/health education projects. This contribution is not intended to replace adequate City funding of drug/health education projects. Advertising for these events must be screened by Toronto Public Health to ensure that the advertising does not specifically or tacitly endorse or promote drug use.

## Fire:

Toronto Fire Service protocol determined concurrent with the Toronto Police Service protocol on paid duty officers.

## Food:

If food is served, it will be served as per existing legislation.

## Fresh Air:

Organizers agree to provide adequate ventilation as per existing legislation.

## Paid Duty Officers:

To be determined following report from Toronto Police Service\* to City Council meeting of August 1, 2 and 3, 2000.



**Security:**

One bonded and provincially licensed security guard for every entrance location (secure the site) and one for every 100 patrons.\*

**Smoking:**

No smoking as per existing legislation.

**Toilets/Portolets:**

Organizers agree to provide toilets as per existing legislation.

**Water:**

Organizers will make arrangements so that patrons will have unrestricted access to a supply of running water, at no charge.

\* Toronto Police Service report will also include appropriate ratio of security guards to patrons.

(A copy of the Appendix "C", entitled "Ho Inquest Recommendations", referred to in the foregoing report, was forwarded to all Members of Council with the Supplementary Agenda of the Community Services Committee for its meeting on July 13, 2000, and a copy thereof is on file in the office of the City Clerk.)

**The Community Services Committee also submits the following report (July 5, 2000) from the General Manager and CEO, Exhibition Place:**

**Purpose:**

This report is submitted for the consideration and approval of City Council at its meeting of August 1 and 2, 2000.

**Financial Implications and Impact Statement:**

No Implications.

**Recommendations:**

It is recommended that:

- (1) City Council authorize Exhibition Place to continue to hold Raves after concerns about security and paid duty policing have been worked out to the satisfaction of Exhibition Place and City Council;
- (2) the report, outlined below, with respect to "Raves at Exhibition Place" be received for information; and

- (3) the appropriate Exhibition Place officials be authorized and directed to take the necessary action to give effect there.

Background:

At its meeting of May 26, 2000, the Board of Governors of Exhibition Place received for information purposes a report, entitled "Raves at Exhibition Place", as outlined below, and adopted the above-noted motions for submission to City Council.

Comments:

The following is an extract of the Background and Discussion portion of the aforementioned report, entitled "Raves at Exhibition Place", which was received for information purposes by the Board of Governors of Exhibition Place on May 26, 2000.

Background:

At its meeting in December 1999, City Council adopted a motion and protocol respecting the holding of raves within the City. Further, at its meeting of May 9, 10 and 11, 2000, City Council adopted a motion respecting the holding of Raves at City-owned facilities.

Discussion:

The first rave to be held at Exhibition Place was in March 1998 and since that time there have been a total of 13 raves booked in buildings throughout the grounds. Recognizing the potential risks involved with these events, Exhibition Place staff have worked very closely with City of Toronto Police and other emergency services to ensure each event is supported to the greatest extent possible. In fact, similar requirements to those set by Exhibition Place in 1998 for Raves were subsequently adopted by the City in 1999 as standards for all rave venues across the City. Exhibition Place continued to book raves over this two-year period because it had the support of the City Police (14 Division) as police viewed Exhibition Place venues as a safe and controlled environment for these activities. Certainly the support and co-operation of the police is essential to holding raves at Exhibition Place.

Listed below is a chart outlining the details of each of the raves held at Exhibition Place. All requirements for security, police and emergency services at each event is at the cost of the event organizer including paid duty policing. Exhibition Place has not received any complaints from local neighbourhoods following any of these events nor have we had any indication from 14 Division that there has been any "spill-over" effect on the local communities.

Conclusions:

The following chart is for the information of City Council with respect to the holding of raves at Exhibition Place.

## Raves at Exhibition Place and NTC

Name of Event	Connected '98	X-Static	Halloween	New Year's
Exhibition Place or NTC Contract	NTC	Exhibition Place	NTC	Exhibition Place
Location of Event	Automotive Bldg.	Better Living Centre	Automotive Building	Better Living Centre
Organizer	Industry	Continuum Productions	Lifeforce Industries	Lifeforce Industries
Date of Event	March 14/98	Sept. 26/98	October 31/98	December 31/98
Capacity	7,000	No Record	7,000	14,460
Estimated Attendance	4,200	No Record	10,000	13,000
Incidents*	0 Ambulance Transports and 0 Arrests	No Record	1 Ambulance Transport and 0 Arrests	3 Ambulance Transports and 2 Arrests (Possession)
Other Requirements	2 Ambulance on site	2 Ambulance on site	2 Ambulance on site	Ambulance on call; on site after first call
Security	30 Guards	No Record	40 Guards	60 Guards
Paid Duty	1 Sergeant and 5 Officers	No Record	1 Sergeant and 8 Officers	1 Sergeant, 1 Staff Sergeant and 22 Officers

\* Not all Ambulance Transports are related to drug usage (asthma, dehydration, etc.). All Ambulance Transports became treat and release situations only. No Ambulance Transports were held overnight at the receiving hospital.

\*\* Attendance figures are based on total ticket sales, therefore, the total is sometimes greater than the occupancy. However, access to each event is gated through turnstiles monitored by police and security staff to ensure that maximum occupancy is not exceeded.

Hours of Operation except for New Year's Event was 8:00 p.m. to 8:00 a.m.

Name of Event	Connected '98	Madness	Kamikaze	Full Exposure	2 <sup>ND</sup> Contact	New Year's
Exhibition Place or NTC Contract	NTC	Exhibition Place	Exhibition Place	Exhibition Place	Exhibition Place	NTC
Location of Event	Automotive Bldg.	Better Living Centre	Better Living Centre	Better Living Centre	Better Living Centre	NTC and Heritage Court
Organizer	Daniel Bellavance Industry Nightclub	Madness - 1 <sup>st</sup> Level Craziiness	Kamikaze Productions	Foonman Home Productions	Liquid Groove Productions	Rob Lisi Lifeforce Industries
Date of Event	March 13/99	April 10/99	April 24/99	June 5/99	June 12/99	Dec. 31/99
Capacity	7,000	9,356	9,356	9,356	7,750	8,200
Estimated Attendance	8,000	500	4,500	6,000	3,200	49 3,500
Incidents*	3 Ambulance	0 Ambulance	4 Ambulance	2	2 Ambulance	0 Ambulance

Name of Event	Connected '98	Madness	Kamikaze	Full Exposure	2 <sup>ND</sup> Contact	New Year's
	Transports and 3 Arrests (Possession)	Transports and 0 Arrests	Transports and 6 Arrests (Possession and Possession with intent to sell)	Ambulance Transports and 5 Arrests (Possession and Possession with intent to sell)	Transports and 4 Arrests (Possession and Possession with intent to sell)	Transports and 12 Arrests (Possession and Possession with intent to sell)
Other Requirements	2 Ambulance on site	2 Ambulance on site	2 Ambulance on site	2 Ambulance on site	2 Ambulance on site	2 Ambulance and EMS on site
Security	60 Guards	55 Guards 3 Supervisors	70 Guards	60 Guards	60 Guards	100 Guards
Paid Duty	1 Sergeant, 1 Staff Sergeant and 16 Officers	1 Sergeant, Staff Sergeant 18 Officers	1 Sergeant, 1 Staff Sergeant, 10 Officers and Plain Clothes	1 Sergeant, 1 Staff Sergeant, 8 Officers and Plain Clothes	1 Sergeant, 1 Staff Sergeant, 8 Officers and Plain Clothes	2 Staff Sergeants 4 Sergeants 40 Officers and Plain Clothes

\* Not all Ambulance Transports are related to drug usage (asthma, dehydration, etc.). All Ambulance Transports became treat and release situations only. No Ambulance Transports were held overnight at the receiving hospital.

\*\* Attendance figures are based on total ticket sales, therefore, the total is sometimes greater than the occupancy. However, access to each event is gated through turnstiles monitored by police and security staff to ensure that maximum occupancy is not exceeded.

Hours of Operation except for New Year's event was 8:00 p.m. to 8:00 a.m.

Name of Event	Valentine's Rave	Connected	Life!
Exhibition Place or NTC Contract	Exhibition Place	Exhibition Place	Exhibition Place
Location of Event	Better Living Centre	Better Living Centre	Better Living Centre
Organizer	Lifeforce Industries	Lifeforce Industries	Liquid Groove Entertainment
Date of Event	February 19, 2000	March 25, 2000	April 22, 2000
Capacity	7,000	14,460	14,460
Estimated Attendance	6,800	13,500	8,100
Incidents*	2 Ambulance Transports and 12 Arrests for Possession and Possession with intent to sell	3 Ambulance Transports and 18 Arrests for Possession and Possession with intent to sell	3 Ambulance Transports and 28 Arrests (4 discharged) for Possession and Possession, with intent to sell
Other Requirements	2 Ambulance on site	2 Ambulance on site	EMS on site; Ambulance on site after first call; 2 Patrol Cars 50
Security	45 Guards	97 Guards	97 Guards

Name of Event	Valentine's Rave	Connected	Life!
Paid Duty	1 Staff Sergeant, 1 Sergeant, 14 Officers and Plain Clothes	30 Officers	2 Staff Sergeants 2 Sergeants 50 Officers and Plain Clothes

\* Not all Ambulance Transports are related to drug usage (asthma, dehydration, etc.). All Ambulance Transports became treat and release situations only. No Ambulance Transports were held overnight at the receiving hospital.

\*\* Attendance figures are based on total ticket sales, therefore, the total is sometimes greater than the occupancy. However, access to each event is gated through turnstiles monitored by police and security staff to ensure that maximum occupancy is not exceeded.

Hours of Operation for all events was 8:00 p.m. to 8:00 a.m.

Contact:

Dianne Young  
General Manager and CEO  
Tel: 416-263-3611/Fax: 416-263-3640

**The Community Services Committee also submits the following "Suggestions for Provincial Measures to Strengthen Municipal Efforts to Maintain Safe Communities and to Deal With Problem Addresses", prepared by the Municipal Licensing and Standards Division of the Urban Development Services Department:**

Suggestions for Provincial Measures to Strengthen Municipal  
Efforts to Maintain Safe Communities and to Deal with  
Problem Addresses  
March 14, 2000

Rights of Entry:

Clarify/harmonize rights of entry, with respect to by-laws under the Municipal Act, and expand rights of entry for building/by-law inspectors to match those of the Fire Department.

Licensing:

Where a business has not fulfilled any municipal direction or work order, the City will have the authority to refuse renewal of the business licence.

Require settlement of any fine owing to the municipality, as a pre-condition to renewing the vehicle licence of the operator and owner.

Enable administrative suspension of a licence (i.e., prior to the tribunal hearing), with the onus on the operator to prove, through the tribunal process, why the operation should continue.

### Create System of "Offender Pays":

Provide authority to municipalities to levy against the property owner, where an illegal business has operated, the costs incurred by the municipality to close down the illegal operation.

Enable municipality to charge back any costs where the municipality has had to take an action or actions, and to place the charge upon the Property Tax roll as a property tax.

Amend legislation (e.g., Building Code, etc.) to provide that where a Corporation fails to comply, every Director or Officer of the Corporation is deemed to know, and is guilty of an offence.

### Government/Community Partnerships:

Amend the Municipal Act to specifically enable municipalities to pass a Graffiti by-law, including fines and ability to charge back costs of cleanup by placing the charge upon the Property Tax roll, charged as a property tax to the property owner.

Amend the Municipal Act to enable municipalities to revoke the licence of an operator where a community impact statement has declared the operator "detrimental to the good of the neighbourhood" (as is case with Liquor Licence Act).

Provide provincial funding for multi-agency/community partnered, crime prevention initiatives, that focus on cleanup/revitalisation of decaying neighbourhoods (e.g., graffiti removal, cleanup of public spaces, lighting improvements, etc.).

### Administration of Justice:

Create a Municipal Court.

Establish a more rigorous appointment process to ensure only qualified JPs are appointed; establish a performance review system for JPs.

Provide training to JPs to ensure that they consider in their deliberations that breaches of municipal laws have negative consequences for the economy, health, crime, and "quality of life" of citizens.

Provide for electronic filing of charges with the courts.

### Amendments to the Provincial Offences Act:

Enable municipalities to add fines to property taxes.

Provide for substitutional service on Part 1 tickets (i.e., to issue to anyone in the household, rather than only the offender), and on Part 111 notices.

Provide for mailing of Part 111 notices.

Press Chief Judge for faster processing of set fine amounts.

Enable digital images to be entered/accepted as evidence.

If a prosecutor requests a provincial probation order under the POA, the JP will impose it, unless satisfied to the contrary by the defendant.

Increase the fines (for an individual - from: \$1,000.00 to: \$50,000.00; for a corporation - \$100,000.00).

Increase sentences (from: up to 30 days, to: up to 1 year).

Where a prohibition order is breached, allow the JP to address the subsequent consequences.

#### Municipal Access to Provincial Information:

Eliminate the fees charged to municipal enforcement agencies for electronic access to information, and provide direct access for municipalities, without fee, to Corporate Services at the Ministry of Consumer and Commercial Relations, and to provincial Revenue information (e.g., to cross-reference companies which pay PST with issuance of Municipal Licences) to aid in the investigation of questionable businesses.

Increase the number of provincial liquor inspectors, and require the Alcohol and Gaming Commission of Ontario to notify City of Toronto Municipal Licensing and Standards Division of dates/proceedings of any hearing to be held on a Liquor licence/permit revocation in Toronto, to permit attendance/participation by City officials.

#### Other:

Do not permit rent increases to be imposed, until the landlord has completed all orders imposed by the municipality.

Amend the Municipal Act to regulate vendors on private property, as they are on public property, and to enable the municipality to seize vendors' equipment and supplies and hold them until the disposition of the licence hearing, or until the court appearance. Perishable merchandise to be disposed of, as the municipality deems appropriate.

**The Community Services Committee also submits the following joint report (July 11, 2000) from the Commissioner of Works and Emergency Services and the General Manager, Ambulance Services:**

#### Purpose:

To respond to the request to report to the July 13, 2000, meeting of the Community Services Committee on the results of the Coroner's Inquest into the death of Allen Ho.

#### Financial Implications and Impact Statement:

There are no new costs associated with this report.

Recommendation:

It is recommended that this report and a copy of the Jury Verdict and Recommendations be received by the Committee and forwarded to Council.

Background:

Allen Ho, a 21-year-old resident of Toronto, died tragically on October 10, 1999, as a result of complications of MDMA (Ecstasy) intoxication at a Rave Event.

An Inquest into this accidental death was held over eighteen (18) days in May and June of this year and resulted in nineteen (19) recommendations, attached.

Comments:

The City of Toronto has agreed that there is a need for safe venues for these types of events and, as a result, has commenced collaborative efforts with all City department's, including Ambulance, Police and Fire, in addition to Legal and Licensing, to ensure that all appropriate steps be taken to protect our community and to promote and foster safe, licensed events.

Conclusions:

It is important that the Community Services Committee acknowledge that there is a need for safe venues for mass gatherings in our community and that all appropriate departments, divisions, agencies, boards and commissions continue in their collaborative efforts to foster safe licensed events and that such be recommended to Toronto Council.

Contact:

Ronald L. Kelusky,  
General Manager  
Tel: 397-9240/Fax: 392-2115

List of Attachments:

Jury Verdict and Recommendations – Inquest (Allen Ho)

(A copy of the Jury Verdict and Recommendations, referred to in the foregoing report, was attached to the report dated July 10, 2000, from the Commissioner of Urban Development Services, and was forwarded to all Members of Council with the Supplementary Agenda of the Community Services Committee for its meeting on July 13, 2000, and a copy thereof is on file in the office of the City Clerk.)

**The Community Services Committee also submits the following communication (June 27, 2000) from the Toronto Youth Cabinet:**

The Toronto Youth Cabinet is aware that Toronto City Council at its August 2000 meeting will review the various restrictions imposed on raves.

**Allen Ho**



The Cabinet has taken the time to discuss this issue at length, and has come to oppose the implementation of such onerous regulations. We believe that the aforementioned obstacles placed in the way of operating rave events will perpetuate unsafe conditions by forcing raves underground and into unsafe locations, thereby cutting off access to emergency support otherwise available.

The Toronto Youth Cabinet believes in the rights of young people to participate in the culture with which they identify. Past generations of youth have benefited from such diversity, and a ban on raves would be a threat to the identity of the large segment of the City's young people that participate. The Toronto Youth Cabinet is extremely concerned that this ban is an attack on the civil rights of young people in the City.

To address the issue of rave safety most effectively, it must be separated from the concern of drug use, which is not synonymous with the rave culture. If the City's intent is to ensure the safety of young people and educate them around safe raving, the imposed ban will not address that concern. The ban coupled with onerous regulations will serve only to drive these events underground, thus limiting the opportunity for monitoring.

It is important to realize that raves provide many valuable opportunities for young people, such as employment, and a means of uniting young people from all backgrounds at the same event. Undoubtedly, harsh restrictions on raves will further minimize the opportunity for young people to benefit from such experiences.

In December of 1999, the Cabinet was enthused by the approval of the "Protocol for the Operation of Safe Dance Events". This was the result of a collaborative effort on the part of both City staff and the rave community. The Cabinet believes the imposition of a ban undermines the achievements realized by this Protocol, as it puts the safety of Toronto youth at risk. It is essential to recognize that since the Protocol was approved by City Council, no deaths or serious injuries have occurred at raves. In our eyes, the passing of the Protocol and subsequent introduction of a ban represents a contradiction that more deeply isolates the youth population from the decision-makers of this City.

The Cabinet urges City Council to ensure that the recommendation contained in the Jury Recommendations Concerning the Death of Allen Ho, which recommends "...that City-owned properties in Toronto as well as private venues be made available for raves subject to a licensing/permitting system based on the Toronto Dance Safety Committee Protocol and with adoption by all parties including the Toronto City Council" is adopted. Further, it is vital that the "Protocol for the Operation of Safe Dance Events" is upheld. The Cabinet truly believes these principles create a safe and desirable environment for Toronto's youth population.

The Toronto Youth Cabinet views the review of this issue as an opportunity for City Council to renew its partnership with the rave community and all Toronto youth. In honouring the Protocol and its founding principles, young people across the City will benefit for years to come.

Should there arise an opportunity to address Toronto City Council with a deputation on this matter, the Toronto Youth Cabinet would like to be advised so that we may participate.

The following persons appeared before the Community Services Committee in connection with the foregoing matter:

- Mr. Harold Bratten, Municipal Licensing and Standards, and gave a brief presentation on the report of the Commissioner of Urban Development Services, and answered question in regard thereto;
- Ms. Kim Stanford, Toronto Dance Safety Committee, and submitted a brief in regard thereto;
- Mr. Adrian Johnston, Member of the Steering Committee, Toronto Youth Cabinet;
- Ms. Tracy Ford, Party People Project, and submitted a brief in regard thereto;
- Mr. Ryan Teschner, Toronto Youth Cabinet; and
- Councillor Frances Nunziata, York-Humber.

*(City Council on August 1, 2, 3 and 4, 2000, had before it, during consideration of the foregoing Clause, the following communication (July 28, 2000) from the City Clerk:*

**Recommendations:**

*The Community Services Committee recommends to Council:*

- (1) *the adoption of the attached joint report dated July 25, 2000, from the Commissioner of Urban Development Services and the Commissioner of Community and Neighbourhood Services;*
- (2) *the adoption of the recommendations of the Board of Health, embodied in the attached communication dated July 25, 2000, from the Secretary, Board of Health, subject to amending Recommendation No. (3) by adding thereto the words "and that this recommendation be referred to the 2001 Operating Budget process", so that such recommendation now reads as follows:*
  - "(3) *the Board of Health include rave health education as a priority for the Drug Abuse Prevention Grants Review Panel, with a contribution in 2001 from the City of Toronto Consolidated Grants Budget, Public Health Line, of \$20,000.00, and further contributions of funds from the promoters of each rave, based on the size of the rave, in lieu of the \$0.50 per ticket surtax suggested by the Inquest; and that this recommendation be referred to the 2001 Operating Budget process;"*
- (3) *the adoption of the recommendation of the Toronto Police Services Board, embodied in the attached report dated July 27, 2000, from the Chair, Toronto Police Services Board; and*
- (4) *that, through educational programs, individuals holding raves on private property be encouraged to follow the same protocols in use for raves held on public property.*<sup>56</sup>

**Allen Ho**

*The Community Services Committee reports, for the information of Council, having:*

- (a) *directed that the Commissioner of Urban Development Services and the Commissioner of Community and Neighbourhood Services, submit directly to City Council on August 1, 2000, a protocol that brings together all the submissions from Toronto Ambulance, Toronto Fire Services, the Toronto Police Services Board, Public Health, and any other department, agency, board or commission; and further that such protocol:*
  - (i) *direct that all inspections and approvals are to be carried out concurrently;*
  - (ii) *direct that the overall permission for an entertainment event be undertaken by the Municipal Licensing and Standards Division of the City of Toronto;*
  - (iii) *specify how much lead time is needed in preparation for an approval from the City of Toronto, and the name of the lead contact from the City that would co-ordinate all responses from the City, including Ambulance, Fire and Police; and*
  - (iv) *use historical practices since March 1998, among other factors, regarding paid duty emergency staff (Ambulance, Fire and Police) at City-owned venues as a guideline for determining the number of paid duty emergency staff required at large entertainment events;*
- (b) *directed that the Chief of Police be requested to provide City Council on August 1, 2000, with statistics from the last two Rave events pertaining to the number of arrests, for possession for the purpose of trafficking and trafficking, made outside the events as opposed to arrests made inside;*
- (c) *directed that the Commissioner of Economic Development, Culture and Tourism be requested to report in the Fall on the economic benefits of the electronic music industry, both to the local economy and the tourism it generates; and further that the experience of Detroit and other relevant cities be used for comparison purposes;*
- (d) *directed that the Commissioner of Urban Development Services and other relevant Commissioners, in consultation with all relevant agencies, boards and commissions and the Toronto Dance Safety Committee, be requested to undertake a review of the effectiveness of the Entertainment Event Protocol, and report thereon, through the appropriate committee, in six months' time; and further that such review consider:*
  - (i) *the transparency of the process and criteria whereby risk is assessed; and*
  - (ii) *equitable implementation of the protocol across the City;*
- (e) *referred the confidential report dated July 27, 2000, from the City Solicitor to the General Manager, Toronto Ambulance for further consultation with the City Solicitor and report thereon to the Community Services Committee; and*

- (f) *having received the communication dated July 4, 2000, from the Executive Assistant, Toronto and Region Conservation Authority, and the communication dated July 28, 2000, from Mr. Denis Lee.*

*Background:*

*The Community Services Committee on July 28, 2000, had before it the following reports and communications:*

- (i) *(July 25, 2000) from the Commissioner of Urban Development Services and the Commissioner of Community and Neighbourhood Services responding to the directions of the Community Services Committee on July 13, 2000, to:*
- *co-ordinate the responses from the Toronto Police Services Board, Toronto Fire Services, Toronto Ambulance Services, and any other appropriate Departments with respect to their recommended protocol for entertainment events on City and private property;*
  - *submit a comprehensive report and recommendations thereon to a special meeting of the Community Services Committee, to be held prior to the August 1, 2000, meeting of City Council; and*
  - *report to the proposed special meeting of the Community Services Committee on the estimated costs of implementation of the protocol as it relates to the average Rave event;*

*advising that the information regarding the Toronto Police Service is anticipated to be available following the July 27, 2000, meeting of the Toronto Police Services Board; and recommending that:*

- (1) *the Entertainment Event Protocol (Appendix B) be amended to include the specific policies on Entertainment Events made by the Toronto Emergency Medical Services (Appendix B-1) and the Toronto Fire Services (Appendix B-2), and that these policies be approved by Council; and*
- (2) *the Community Services Committee's decision of July 13, 2000 (i.e., (b)(1) contained in Clause No. 1 of Report No. 7 of The Community Services Committee), amending the recommendation of the Board of Governors of Exhibition Place respecting events on CNE property, be further amended to include that Toronto Fire Services' concerns also be worked out to the satisfaction of Exhibition Place and City Council, so that such recommendation reads as follows:*

*"(b)(1) City Council authorize Exhibition Place to continue to hold Raves after concerns about security, Emergency Medical Services, Fire Services, and paid duty policing have been worked out to the satisfaction of Exhibition Place and City Council";*

(ii) *(July 25, 2000) from the Secretary, Board of Health, advising that the Board of Health on July 24, 2000, recommended that:*

- (1) *the Ministry of Health and Long Term Care organize a network of public health units and boards of education throughout Ontario to develop educational strategies targeted at the drug use problems in the community including primary prevention and outreach to parents;*
- (2) *Toronto Public Health continue to support vehicles for peer-based interventions for promoting safe, healthy practices at raves, including the Toronto Raver Info Project and the Toronto Dance Safety Committee as outlined in the Protocol for the Operation of Safe Dance Events;*
- (3) *the Board of Health include rave health education as a priority for the Drug Abuse Prevention Grants Review Panel, with a contribution in 2001 from the City of Toronto Consolidated Grants Budget, Public Health Line, of \$20,000.00, and further contributions of funds from the promoters of each rave, based on the size of the rave, in lieu of the \$0.50 per ticket surtax suggested by the Inquest;*
- (4) *Toronto Public Health develop culturally appropriate print, radio, television, and Internet health promotion materials to promote safe, healthy practices at raves, in partnership with the Centre for Addictions and Mental Health and the private sector, as part of its ongoing substance abuse strategy;*
- (5) *the Ministry of Health and Long Term Care support and finance blood testing in drug overdose cases reported to emergency departments in order to add to the accuracy of reporting on the pattern of drug use in the community; and support hospital emergency departments to implement systems that would make it easier to extract information on drug overdoses from their records and make that information available to public health units;*
- (6) *this report be referred to City Council for consideration at its meeting of August 1, 2, and 3, 2000;*
- (7) *raves be permitted on City-owned property if they comply with:*
  - (a) *the applicable recommendations contained in this report;*
  - (b) *the protocol for the safe operation of a rave as approved in 1999 by City Council; and*
  - (c) *any further requirements that may be approved by City Council after consultation with the Toronto Dance Safety Committee;*
- (8) *City Council consider developing protocols for other similar kinds of events;*

- (9) *the Board of Health advocate to the Ministry of Education and Training to provide funding for the development of a substance use and abuse unit of study as part of the Grade 11 and 12 course profiles for the healthy living strand of the health and physical education curriculum; and*
- (10) *the appropriate City officials be authorized and directed to take the necessary action to give effect to the foregoing;*
- (iii) *(July 27, 2000) from the Chair, Toronto Police Services Board, recommending that the Community Services Committee recommend to Toronto City Council that it endorse the protocol, in the form attached as Appendix "A", to this report, developed by the Toronto Police Service;*
- (iv) *(July 27, 2000) confidential report from the City Solicitor respecting the charges for standby services by Toronto Ambulance at special events;*
- (v) *(July 4, 2000) from the Executive Assistant, Toronto and Region Conservation Authority, advising that The Toronto and Region Conservation Authority on May 26, 2000, approved the following resolution:*  
  

*"That the City of Toronto be advised that the Authority has never and will not support rave parties on Toronto and Region Conservation land or at its facilities because natural environments do not lend themselves to this type of activity.";*  
*and*
- (vi) *(July 28, 2000) from Mr. Denis Lee expressing support for raves being held on public property.*

*The following persons appeared before the Community Services Committee in connection with the foregoing matter:*

- *Ms. Tracy Ford, Party People Project; submitted a brief in regard thereto and showed a video on raves;*
- *Ms. Sandy Watters, Toronto Raver Info Project;*
- *Mr. Adrian Johnston, Member of the Steering Committee, Toronto Youth Cabinet; and*
- *Mr. Jacques Chamberland, Toronto Dance Safety Committee.*

*The following staff answered questions in connection with the foregoing matter:*

- *Commissioner of Community and Neighbourhood Services;*
- *Mr. Harold Bratten, Municipal Licensing and Standards;*
- *Superintendent Ron Taverner, Toronto Police Service; and*
- *General Manager, Toronto Ambulance.*

*(Joint Report dated July 25, 2000, from the Commissioner of Urban Development Services and the Commissioner of Community and Neighbourhood Services, addressed to the Community Services Committee.)*

Purpose:

*This report responds to the direction to the Commissioners of Community and Neighbourhood Services and of Urban Development Services, by the Community Services Committee at its July 13, 2000 meeting to:*

- *co-ordinate the responses from the Toronto Police Services Board, Toronto Fire Services, Toronto Ambulance Services, and any other appropriate department with respect to their recommended protocol for entertainment events on City and private property; and*
- *submit a comprehensive report and recommendations thereon to a special meeting of the Community Services Committee, to be held prior to the August 1, 2000 meeting of City Council; and*
- *report to the proposed special meeting of the Community Services Committee on the estimated costs of implementation of the protocol as it relates to the average Rave event.*

Recommendations:

*The following recommendations are submitted by staff to the Community Services Committee for consideration, in regard to the July 13, 2000, decisions and directions of the Committee (Appendix A and Appendix A-1) on the matter of Entertainment Events:*

*It is recommended that:*

- (1) *the Entertainment Event Protocol (Appendix B) be amended to include the specific policies on Entertainment Events made by the Toronto Emergency Medical Services (Appendix B-1) and the Toronto Fire Services (Appendix B-2), and that these policies be approved by Council; and*
- (2) *the Community Services Committee's decision of July 13, 2000 (i.e., (b)(1) contained in Clause No. 1 of Report No. 7 of The Community Services Committee), amending the recommendation of the Board of Governors of Exhibition Place respecting events on CNE property, be further amended to include that Toronto Fire Services' concerns also be worked out to the satisfaction of Exhibition Place and City Council, so that such recommendation reads as follows:*

*"City Council authorize Exhibition Place to continue to hold Raves after concerns about security, Emergency Medical Services, Fire Services, and paid duty policing have been worked out to the satisfaction of Exhibition Place and City Council".*

*This will provide for consistency with the Entertainment Event Protocol.*

*The City of Toronto is putting into place a contractual requirement for regulating entertainment events (including dances) on City-owned property, in the interest of preserving the health, safety and welfare of the participants and the community. Voluntary adoption of the Entertainment*



*Event Protocol will be encouraged for events occurring on private property. The City of Toronto will take steps to deal with the broader issue of large assembly gatherings by firstly conveying to the Province the need for enabling legislation, and secondly, passing a by-law to regulate such gatherings.*

Contact:

*Harold Bratten  
Director, Municipal Licensing and Standards  
12<sup>th</sup> Floor, East Tower, City Hall  
Tel: 392-8768/Fax: 392-8805*

List of Attachments:

- Appendix A: Letter to the Commissioner Urban Development Services from the City Clerk*
- Appendix A-1: Suggestions for Provincial Measures to Strengthen Municipal Efforts to Maintain Safe Communities and to Deal with Problem Addresses*
- Appendix B: Entertainment Event Protocol for City Property - Comprehensive Version (July 28, 2000)*
- Appendix B-1: Mass Gathering Risk Assessment Protocol*
- Appendix B-2: Toronto Fire Services Protocol (July 28, 2000)*
- Appendix C: Additional Information on Toronto Fire Services*

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*Appendix B*

*Entertainment Event Protocol for City Property - Comprehensive Version  
(July 28, 2000)*

*Definition:*

*An entertainment event is an event where the primary purpose is listening or dancing to music and which extends into any part of the evening when an entertainment facility is normally closed.*

*Advertising:*

*Advertising for these events must not specifically or tacitly endorse or promote drug use. The relevant City agency, board, or commission reserves the right to screen advertising. Public Health will provide advice as requested.*

*Ambulance:*

*Emergency Medical Services protocol, as per Appendix B-1.*

*Density:*

*The safe occupant load, as determined by Fire Services verification, will establish the "cap" on ticket sales. Organizers agree not to sell tickets or admit participants over the number allowed by the occupancy permit.*

*Drug/Health Education:*

*All organizers will provide space for community-based drug and health education projects. Organizers agree to donate a portion of profits to the City fund for distribution to community non-profit drug/health education projects (including harm reduction). This contribution is not intended to replace adequate city funding of drug/health education projects.*

*Fire:*

*Toronto Fire Service protocol, as per Appendix B-2.*

*Food:*

*If food is served, it will be served as per existing legislation.*

*Fresh Air:*

*Organizers agree to provide adequate ventilation as per existing legislation.*

*Paid Duty Officers:*

*(Toronto Police Service report to be considered at the Toronto Police Services Board on July 28, 2000.)*

*Security:*

*One bonded and provincially licensed security guard for every entrance location (secure the site) and one for every 100 patrons. (Or as recommended in the Toronto Police Service report to Toronto Police Services Board on July 28, 2000.)*

*Smoking:*

*No smoking as per existing legislation.*

*Toilets/Portolets:*

*Organizers agree to provide toilets as per existing legislation.*

*Water:*

*Organizers will make arrangements so that patrons will have unrestricted access to a supply of running water, at no charge.*

**Allen Ho**

## Appendix B-1

*Mass Gathering Risk Assessment Protocol*

- (a) *This protocol applies to all events held at sites with a crowd capacity of 1,500 persons or more, regardless of anticipated ticket sales. Where the capacity of a site is unclear or in dispute, the judgement of Toronto Police Services shall be accepted as a final determination of capacity for the purposes of this protocol.*
- (b) *This protocol applies wherever the City of Toronto determines it has applicable jurisdiction and in all cases where any City permit, licence or permission, or City service such as paid-duty policing are required or requested.*
- (c) *Toronto Ambulance's concurrence and acceptance of its requirements are considered a pre-condition for City of Toronto approval of an event. Toronto Ambulance may refuse to provide services to an event where public safety or Toronto Ambulance staff appear endangered by circumstances or setting. In such cases, Toronto Ambulance will recommend to the Toronto Police Service that overall permission for the event be withheld by the City of Toronto.*
- (d) *Applications for Toronto EMS risk assessment are to be made not less than fourteen days prior to the event. Applications shall be made in writing to the General Manager, Toronto Ambulance, and shall include such information as may be required by the City of Toronto as part of this protocol.*
- (e) *Toronto EMS shall determine in its sole judgement the level, nature, timing and deployment of the emergency medical services which the event appears to require. This assessment may include the need for additional offsite resources where spill-over effects may be anticipated in areas surrounding the event. In addition, Toronto Ambulance may direct that necessary vehicular access routes be provided, maintained and kept clear at all times during the event. Toronto EMS undertakes to discuss any concerns an event organizer may have regarding this assessment of need, but retains the right to make such determination.*
- (f) *Toronto Ambulance is designated as the sole medical authority at such events and no other person or entity shall be retained by the event organizers or used to provide emergency medical services at such an event.*
- (g) *Toronto Ambulance staff shall have complete unrestricted access to all areas of any protected events at all times, including unrestricted access at any time across all access control points for vehicles and staff. Toronto Ambulance crews and staff will operate solely under the normal command structure of Toronto Ambulance and in co-operation with Toronto Police Services and other municipal agencies. As a pre-condition to Toronto Ambulance on-site services, the event organizer agrees to waive all authority it may hold as organizer, property owner, tenant or agent to the extent required for Toronto Ambulance to provide event services.*

- (h) *Failure to comply with the provisions of this protocol during the conduct of the event may result in Toronto Ambulance advising the Toronto Police Service that it is terminating its protection of the public's safety at the event. In such circumstances, Toronto Ambulance command staff will confer with the Toronto Police Service as to the appropriate course of action at that point.*
- (i) *Toronto Ambulance may determine that its services are not required, or cannot be provided in whole or in part due to other operational demands, in which case, the event organizer may obtain medical services by other means.*
- (j) *Toronto Ambulance will provide the event organizer with a written estimate of the cost of its services upon completion of the risk assessment process. Upon acceptance of Toronto Ambulance's estimate, the event organizer shall pre-pay Toronto Ambulance the full estimated service cost in a form acceptable to Toronto Ambulance not less than five days prior to the event. In addition, the event organizer shall pre-pay a refundable deposit of \$2,500.00 to permit the recovery of any unanticipated Toronto Ambulance costs arising from unforeseen circumstances at the event.*
- (k) *Toronto Ambulance will provide the event organizer with a final statement of costs within 14 days following the event. Any costs beyond the estimate shall be deducted from the refundable deposit. Where an excess amount remains, this amount shall be paid by the event organizer within seven days of receipt of this final statement.*
- (l) *Failure to pay for prior services will be grounds for refusal by Toronto Ambulance to provide future services. In such cases, section (i) shall not apply, and Toronto Ambulance will recommend to the City of Toronto that overall permission for the event be withheld.*

#### *Appendix B-2*

##### *Toronto Fire Services Protocol (July 28, 2000)*

- (1) *This protocol applies to all raves and related events held whenever the City of Toronto determines it has applicable jurisdiction.*

*Application should be made to the Toronto Fire Services:*

- (a) *At least 14 days notice of the event.*
- (b) *An inspection of the property to determine that requirements of the Fire Code have been met for assembly occupancies.*
- (c) *Determine maximum occupant load for occupancy.*
- (d) *The Toronto Fire Services will do a risk assessment for any additional requirements such as pay duty Fire Inspectors for the event.*

(2) When information is received prior to an upcoming event the fire prevention staff will take the following actions:

- contact the property owner to arrange an inspection;
- provide a copy of the advertisement to the owner, if available;
- conduct inspection to determine fire code status – is it safe for assembly use, exits, etc.;
- if premises are not designed for assembly use, owner and operator, if available, are to be issued with a Notice of Violation advising that the planned assembly use is not to take place; and
- Fire Prevention District Chief will notify Division Commander and Police of all information to date with a request to follow up on the planned event date.

If the District Chief finds that the event has not taken place no further action is required.

(A copy of each of the Appendices A and A-1, referred to in the foregoing report is embodied in Clause No. 1 of Report No. 7 of The Community Services Committee; and a copy of Appendix C has been forwarded to all Members of Council with the agenda of the Community Services Committee for its meeting on July 28, 2000.)

(Communication dated July 25, 2000, addressed to the  
Community Services Committee from the Secretary, Board of Health)

Recommendations:

The Board of Health, at its meeting on July 24, 2000, recommended that:

- (1) the Ministry of Health and Long Term Care organize a network of public health units and boards of education throughout Ontario to develop educational strategies targeted at the drug use problems in the community including primary prevention and outreach to parents;
- (2) Toronto Public Health continue to support vehicles for peer-based interventions for promoting safe, healthy practices at raves, including the Toronto Raver Info Project and the Toronto Dance Safety Committee as outlined in the Protocol for the Operation of Safe Dance Events;
- (3) the Board of Health include rave health education as a priority for the Drug Abuse Prevention Grants Review Panel, with a contribution in 2001 from the City of Toronto Consolidated Grants Budget, Public Health Line, of \$20,000.00, and further contributions of funds from the promoters of each rave, based on the size of the rave, in lieu of the \$0.50 per ticket surtax suggested by the Inquest;

Allen Ho

- (4) *Toronto Public Health develop culturally appropriate print, radio, television, and Internet health promotion materials to promote safe, healthy practices at raves, in partnership with the Centre for Addictions and Mental Health and the private sector, as part of its ongoing substance abuse strategy;*
- (5) *the Ministry of Health and Long Term Care support and finance blood testing in drug overdose cases reported to emergency departments in order to add to the accuracy of reporting on the pattern of drug use in the community; and support hospital emergency departments to implement systems that would make it easier to extract information on drug overdoses from their records and make that information available to public health units;*
- (6) *this report be referred to City Council for consideration at its meeting of August 1, 2 and 3, 2000;*
- (7) *raves be permitted on City-owned property if they comply with:*
  - (a) *the applicable recommendations contained in this report;*
  - (b) *the protocol for the safe operation of a rave as approved in 1999 by City Council; and*
  - (c) *any further requirements that may be approved by City Council after consultation with the Toronto Dance Safety Committee;*
- (8) *City Council consider developing protocols for other similar kinds of events;*
- (9) *the Board of Health advocate to the Ministry of Education and Training to provide funding for the development of a substance use and abuse unit of study as part of the Grade 11 and 12 course profiles for the healthy living strand of the health and physical education curriculum; and*
- (10) *the appropriate City officials be authorized and directed to take the necessary action to give effect to the foregoing.*

**Background:**

*The Board of Health had before it the following:*

- (i) *report (July 4, 2000) from the Medical Officer of Health, outlining the drug prevention and harm reduction strategies of Toronto Public Health in regard to raves; responding to specific recommendations pertaining to Toronto Public Health from the Inquest Touching the Death of Allen Ho; advising that there are no financial implications in the adoption of the report; and submitting recommendations with respect thereto;*
- (ii) *communication (July 7, 2000) from the Committee Secretary, Substance Abuse Committee, advising that the Substance Abuse Sub-Committee, on July 7, 2000, recommended to the Board of Health the adoption of the report from the Medical Officer of Health respecting drug prevention and harm reduction in regard to Allen Ho subject to certain amendments; and*

- (iii) report (July 4, 2000) submitted by the Toronto Dance Safety Committee, entitled: "Recommendations regarding the Regulations and Licensing of Raves: Protecting and Promoting Health, Safety and Well-Being."

The following persons appeared before the Board of Health in connection with the foregoing matter:

- Mr. Graham Gerrell, Toronto Dance Safety Committee;
- Mr. Bobby Delrio, Party People Project; and
- Ms. Sandy Watters, Toronto Raver Info Project.

Conclusion:

The Board of Health adopted the recommendations of its Substance Abuse Sub-Committee embodied in the report (July 7, 2000) from the Committee Secretary, Substance Abuse Sub-Committee.

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(Report dated July 4, 2000, addressed to the  
Board of Health from the Medical Officer of Health)

Purpose:

This report outlines the drug prevention and harm reduction strategies of Toronto Public Health, in regard to raves and responds to specific recommendations pertaining to Toronto Public Health from the Inquest Touching the Death of Allen Ho.

Financial Implications and Impact Statement:

There are no financial implications stemming from this report.

Recommendations:

It is recommended that:

- (1) the Ministry of Health and Long Term Care organize a network of public health units throughout Ontario to develop educational strategies targeted at the drug use problems in the community;
- (2) Toronto Public Health continue to support vehicles for peer-based interventions for promoting safe, healthy practices at raves, including the Toronto Raver Info Project and the Toronto Dance Safety Committee as outlined in the Protocol for the Operation of Safe Dance Events;
- (3) the Board of Health include rave health education as a priority for the Drug Abuse Prevention Grants Review Panel, with a contribution in 2001 from the City of Toronto Consolidated Grants Budget, Public Health Line, of \$20,000.00, and further contributions of funds from the promoters of each rave, based on the size of the rave, in lieu of the \$0.50 per ticket surtax suggested by the Inquest;

- (4) *Toronto Public Health develop culturally appropriate print, radio, television, and Internet health promotion materials to promote safe, healthy practices at raves, in partnership with the Centre for Addictions and Mental Health and the private sector, as part of its ongoing substance abuse strategy;*
- (5) *the Ministry of Health and Long Term Care support and finance blood testing in drug overdose cases reported to emergency departments in order to add to the accuracy of reporting on the pattern of drug use in the community; and support hospital emergency departments to implement systems that would make it easier to extract information on drug overdoses from their records and make that information available to public health units;*
- (6) *this report be referred to City Council for consideration at its meeting of August 1, 2, and 3, 2000; and*
- (7) *the appropriate City officials be authorized and directed to take the necessary steps to give effect thereto.*

**Background:**

*City Council at its meeting held on May 9, 10 and 11, 2000, adopted a motion requesting the newly established Substance Abuse Sub-Committee of the Board of Health to deal with drug-related issues at rave parties and to make recommendations to Council, through the Board of Health, around drug prevention and harm reduction. A second motion requested the Medical Officer of Health to submit a report to the August 1, 2, and 3, 2000, meeting of City Council, through the Board of Health, on how to deal with illegal drug use at raves and other related parties. A third motion requested a report from the Chief, Toronto Police Service.*

*Staff from Toronto Public Health consulted with the Substance Abuse Sub-Committee of the Board of Health at its inaugural meeting held on May 12, 2000, and received direction in the development of this report. In addition, the Inquest Touching the Death of Allen Ho delivered its Jury Verdict and Recommendations on June 1, 2000, with Recommendations Nos. (10a), (10b), (10c), (10d), (11), and (12), (14a) and (14b) pertaining to the Board of Health and Toronto Public Health (Appendix 1).*

**Comments:**

*Since 1990, Toronto Public Health has sought to reduce the demand for and harm from drug use, while recognizing the role of enforcement in promoting community safety. Over that ten-year period, Toronto Public Health has been co-ordinating the Research Group on Drug Use (RGDU) to monitor trends of drug use in Toronto and to present those trends in an annual report, "Drug\_Use in Toronto". RGDU is a partnership between Toronto Public Health, the Office of the Coroner of Ontario, Toronto Police Services, the Centre for Addiction and Mental Health, and others. "Drug Use in Toronto" uses information from surveys, data from the police on seizures and purity, plus deaths related to drugs, as key indicators. On June 21, 2000, RGDU announced ten-year trends, which have a bearing the issue of drug use at raves.*



- (1) *Drug use has been volatile over the ten-year period (1990 – 2000), with indicators of use, seizures, and purity rising for various drugs at various times, including cocaine, heroin, crack-cocaine, and ecstasy. The pattern involves the commercialization of the drug by organized crime, through rising purity rates and declining prices; then the rollback of purity and the increase in price, followed by a pattern of seizures as the street activity increases.*
- (2) *Cannabis use among students, an indicator of the effectiveness of drug prevention strategies, has been trending upward in the late nineties, from 9 percent in 1993 to 26 percent in 1999. Cannabis use stabilized in the late eighties and early nineties, when there was a great focus on drug use issues generated by the Inquest Touching the Death of Benjamin Hayward. However, when interest began to wane in the mid-nineties, with the concomitant reduction in resources, use began to increase again.*
- (3) *Drug-related deaths and HIV transmission rates, indicators of harm reduction strategies, are far lower than rates in comparable North American cities. RGDU attributes the low rates of drug-related deaths to the introduction and widespread availability of methadone programs in Toronto. The low HIV transmission rates are attributed to the effectiveness of Toronto's needle exchange program, The Works.*

*"Drug Use in Toronto" provides annual benchmark indicators on drug use to guide planning and measure program effectiveness.*

*According to the Centre for Addiction and Mental Health, Ecstasy (MDMA) made its first appearance in Canada in 1989. According to RGDU, ecstasy use among students has been steadily increasing from 0.6 percent in 1993 to 7 percent in 1999; seizures increased from 6 in 1997 to 99 in 1999; charges have risen from 10 in 1998 to 104 in 1999; and, of the 9 MDMA-related deaths in Ontario in 1999, 4 occurred in Greater Toronto Area.*

*The use of ecstasy has been associated with raves. According to the Protocol developed by the Toronto Dance Safety Committee, "a rave is a public, all ages, commercial electronic music event in a special event venue attended by ticket or pass holders and generally extending into hours when entertainment venues are usually closed." (Appendix 2) According to a study of student drug use by the Centre for Addiction and Mental Health in 1997, "although rave attendance is not prevalent, experienced drug users are attracted to raves, as earlier generations of drug users were attracted to rock concerts." It is estimated that as many as 10,000 people in Toronto attend raves each week.*

*Just as public attention was focussed on drug use by the Inquest Touching the Death of Benjamin Hayward in 1988, wide spread interest emerged during the Inquest Touching the Death of Allen Ho in 2000. Mr. Ho tragically died on October 10, 1999, after taking ecstasy and attending a rave. The Coroner's Jury submitted its verdict and recommendations on June 1, 2000 (see Appendix 1). Recommendations Nos. (10a), (10b), (10c), (10d), (11), and (12), (14a) and (14b) pertain to the Board of Health and Toronto Public Health, largely focussed on drug prevention and harm reduction in regard to raves.*

*Toronto Public Health has developed multi-faceted drug prevention and harm reduction strategies over the last ten years through extensive consultation with partners locally, nationally, and internationally. Before responding to each of the recommendations from the Ho Inquest, this report will outline Toronto Public Health's drug prevention and harm reduction strategies, along with the health promotion strategy in regard to raves.*

**Allen Ho**

### *Drug Prevention:*

*Drug prevention is a priority area for public health programs in schools, in the community, and among at-risk groups. The strategy works in an environment of building healthy public policy and improving the social and physical environment to support prevention. The focus is to build resilience among young people, including those at-risk, by strengthening individual, family, and community protective factors through multi-faceted interventions.*

*In the schools, employing a variety of experiential activities and discussion, students develop personal, social and decision-making skills to enhance their school experience and relationships with peers, teachers and parents, as well as gaining knowledge of specific drugs and adverse consequences. Toronto Public Health has been providing community grants since 1990 to create community capacity for local initiatives to build resilience among young people through a variety of activities. Since 1990 over \$5,000,000.00 has been committed to this process by City Council. Among at-risk groups, Toronto Public Health has created structures such as the Ambassador Program and One-on-One Mentoring to enable vulnerable young people to have opportunities to build self-esteem, gain knowledge and skills, and remain connected to their families, peers, and communities. Toronto Public Health Best Practices in Drug Prevention and Harm Reduction are contained in Appendix 3.*

### *Harm Reduction:*

*As a public health strategy, harm reduction was adopted by Canada's National Drug Strategy in 1987. The strategy was developed in Europe in the late eighties, largely as a response to the spread of HIV/AIDS, and led to the establishment of needle exchange programs, including the one in Toronto. Harm Reduction strategies strive to decrease the personal, family, social, and community consequences of substance abuse. The strategies have moved beyond an AIDS prevention focus to include organizing self-help groups, doing extensive outreach to devise ways of minimizing the health risks of substance abuse, and sponsoring dialogues between users, agencies, and residents in downtown communities to begin to break down barriers to communication. The Annex, a facility for alcohol users affiliated with Seaton House, is a good example of a successful harm reduction strategy in Toronto. The Report on the Mayor's Task Force on Homelessness contains several recommendations regarding harm reduction strategies, recognizing the need for further piloting in the area.*

### *Raves:*

*Toronto Public Health has used both drug prevention and harm reduction strategies to deal with raves, largely working through peer-based groups which have access to the scene.*

*Toronto Raver Info Project (TRIP) has received grants from the Drug Abuse Prevention Program since 1997. TRIP has received over \$19,000.00 to support the development of volunteers to carry out health education at raves and to co-ordinate inter-agency sessions and collaboration. Since 1996, TRIP has received \$86,164.00 from the AIDS Prevention Program to do the actual outreach into raves. Over the last two years, the focus with TRIP has shifted from AIDS to Drug Prevention. Over the last nine months, the inter-agency information sessions began to identify the need to create a stronger dialogue with the City of Toronto. TRIP approached the RGDU and staff from the Drug Prevention Centre to help develop better communications between the rave community and City staff. At the end of August 1999, the first meeting took place. As the group formalized it became the Toronto Dance Safety Committee.*

The Toronto Dance Safety Committee is a large group made up of City Council members, staff from various City departments, promoters, security providers, ravers, lawyers, and others. The Committee quickly turned its focus to developing a Protocol for the Safe Operation of a Rave (Appendix 2). The protocol outlines requirements for the venue, density, water, toilets/portolets, fresh air, food, smoking, security, paid duty officers, ambulance services, drug/health education, and communications. This is one initiative of the City's co-ordinated multi-agency response to community problems. The Protocol for the Safe Operation of a Rave was adopted by City Council at its meeting in December, 1999.

RGDU sponsored a forum on raves, attended by representatives of emergency departments of the downtown hospitals. As a result of this meeting, St. Michael's Hospital agreed to a special study, carried out by a University of Toronto medical student, to look at the case files of recent visitors to their emergency department who had attended raves.

There continues to be the need for rave health education to ensure safe, healthy conditions for raves. The Drug Abuse Prevention Grants Review Panel has recognized this need over the last five years by providing grants to TRIP. The Inquest Touching the Death of Allen Ho also recognized this need and proposed that rave health education be supported by a surtax on each ticket sold. While this mechanism may not be feasible, the concept of the City and the rave community supporting rave health education has merit.

#### *Response to the Recommendations of the Ho Inquest:*

Among the 19 Recommendations of the Inquest Touching the Death of Allen Ho, some pertain to Toronto Public Health and the Board of Health. The jury recommended that:

- (10a) "public health departments throughout this province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problems present in the community."

Since the Inquest Touching the Death of Allen Ho, Toronto Public Health has been approached by health units from across the Province for information and advice about raves and the use of drugs at raves. Toronto Public Health has organized an informal e-mail and telephone network to share information with a growing number of health units. This networking should continue and deepen, involving other health care practitioners, police, school boards, and youth at risk, but because it is a provincial matter, the leadership and financial support should come from the Ministry of Health and Long Term Care.

- (10b) "educational strategies in addition to "Just Say No" should include and support "Harm Reduction" as promoted by the Toronto Harm Reduction Task Force and the Toronto Raver Info Project (TRIP); the later provides harm reduction at raves by volunteers at booths approved and/or requested by the promoters."

Toronto Public Health has been working with the Harm Reduction Task Force and the Toronto Raver Info Project (TRIP) since the mid-nineties to develop innovative approaches to drug prevention and harm reduction at raves. Since 1996 TRIP has received \$105,164.00 from the AIDS Prevention and Drug Abuse Prevention grants programs to train and place volunteers as

peer health educators at raves, as well as develop the network which led to the Toronto Dance Safety Committee. TPH recognises the importance of culturally appropriate information with any target group.

- (10c) "a \$.50 surtax be added to admission to raves, the proceeds of which shall be handed over to the rave community-based harm reduction projects. This is not intended to reduce or replace government funding for such programs."

In 1990 the Board of Health established the Drug Abuse Prevention Grants Review Panel, comprised of citizens and members of City Council, to review annual allocations for drug prevention projects. At the same time, Toronto Public Health created the capacity to receive annual applications from groups and agencies, analyse them, support the Review Panel in decisions on allocations, monitor projects in the field, and evaluate their effectiveness. Since 1997, harm reduction has been one of the priority areas. In 2000, the Drug Abuse Prevention Grants Review Panel allocated additional harmonization funds of \$30,600.00 from the 2000 Public Health Line of the Consolidated Grants Budget to "projects that provide services City-wide and offer innovative harm reduction approaches to drug prevention." The Grants Panel recommended to the Board of Health on June 26, 2000, that TRIP receive a base grant of \$20,000.00 in the 2000 cycle, along with a harmonization allocation of \$21,951.00 to expand their program.

In 2001, the Board of Health could allot \$20,000.00 from the Public Health Line of the Consolidated Grants Budget to prioritize rave health education. In the process of establishing a licensing procedure for raves, a mechanism could be established for rave promoters to contribute funds from each rave (based on the size of the rave) for rave health education, to be administered by the Drug Abuse Prevention Grants Review Panel.

- (10d) "educational strategies for "ravers" take into account the unique situation of a rave party. They consist of long overnight hours, prolonged and energetic dancing, propensity for dehydration, high temperatures inside the venues and that some attendees will be exposed to and may take MDMA (ecstasy) or other party drugs."

Toronto Public Health, in co-operation with the AIDS Committee of Toronto and TRIP, developed a "ravestyle" card to indicate strategies to assist those who might overdose on either ecstasy or GHB. 100,000 cards have been printed and over 50,000 distributed to date. The same information is posted on the City of Toronto website. Toronto Public Health has been in talks with TRIP and the Dance Safety Committee to develop a unique Internet portal, with drug prevention, harm reduction, and health education information, as well as further publicizing the Protocol for Raves.

- (11) "the City of Toronto and the Province of Ontario consider funding (or where funding is provided increases in funding) for community groups such as the Toronto Harm Reduction Task Force and the Toronto Rave Info Project to facilitate their contact with, and increase their abilities to provide information to, youth at risk."

As mentioned above, the Drug Abuse Prevention Grants Review Panel has doubled the capacity of TRIP to train volunteers and place them in raves by recommending an allocation in 2000 of a base \$20,000.00, with an additional \$21,951.00. The Toronto Harm Reduction Task Force received a Drug Abuse Prevention Grant in 1998, but did not apply in 1999 or 2000."

- (12) *"the City of Toronto and the Province of Ontario fund the creation of a video, a website and other educational materials that will realistically portray the risks of ecstasy and other party drugs – for use in schools and for the edification of parents and the community."*

*Toronto Public Health is co-operating with TRIP, the Toronto Dance Safety Committee, the Centre for Addiction and Mental Health, an independent film company, and an advertising agency to develop a mass market public service announcement which will portray the risks of ecstasy and other party drugs, along with "ravestyle" cards which will be passed out at raves in the City. Toronto Public Health, as mentioned above, is also pursuing the establishment of a health-based website for ravers, in collaboration with TRIP and the Toronto Dance Safety Committee.*

- (14a) *"illicit drug use, as diagnosed by a physician, become a reportable disease so that public health departments can detect changing patterns of drug use. This information should respect the confidentiality and privacy of the patients."*

*Toronto Public Health does not support Recommendation No. (14a) as stated by the Inquest. This approach would inhibit drug users from seeking medical attention and place physicians in a potential conflict between the health needs of the client and the reporting needs suggested by the recommendation. Instead, TPH recommends that hospital emergency departments implement systems that would make it easier to extract information on drug overdoses from their records and make that information available to public health units and that the Ministry of Health and Long Term Care support this.*

- (14b) *"those working in hospitals and its emergency departments be informed of changes in pattern of drug use in the community."*

*Toronto Public Health supports Recommendation No. (14b) and would also support strengthening this recommendation by requesting that the Ministry of Health and Long Term Care support and finance blood testing in cases reporting to emergency departments, adding to the accuracy of reporting on the pattern of drug use in the community.*

### Conclusions:

*The Board of Health and Toronto Public Health have been actively involved with drug prevention and harm reduction over the last ten years. The focus in the last twelve months has been to develop the capacity to deal with the risks of ecstasy, especially as it relates to the mass phenomenon of raves. The Board of Health and Toronto Public Health have been able to develop strategies, which evolved over the last ten years in collaboration with local, provincial, national, and international partners, to deal with the current risks. The Inquest Touching the Death of Allen Ho has drawn considerable public attention to the risks of ecstasy and made significant recommendations, some of which involve the Board of Health and Toronto Public Health. This report is a positive response to those recommendations.*

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List of Attachments:

Appendix 1: *Jury Verdict and Recommendations  
Inquest Touching the Death of Allen Ho*

Appendix 2: *Protocol for the Safe Operation of a Rave*

Appendix 3: *Toronto Public Health Best Practices in Drug Prevention and Harm Reduction*

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*Appendix 1*

*Jury Recommendations Concerning The Death of Allen Ho*

*We express sympathy to the family of Allen Ho and hope that our recommendations may be helpful in preventing further tragedies at raves and similar dance events.*

*The following recommendations are not presented in any particular order of priority*

*Rationale: We the jury agree that there is a need for safe venues for raves and severe restrictions on rave promoters will defeat the intent of these recommendations.*

- (1) *We the jury recommend that the City of Toronto continue its collaborative efforts with all departments of the City, including Fire, police and ambulance services to ensure that all municipal by-laws and codes are met and if not, that the premises be closed prior to a rave event taking place.*
- (2) *We the jury recommend that city-owned properties in Toronto as well as private venues be made available for raves subject to a licensing/permitting system based on the Toronto Dance Safety Committee Protocol and with adoption by all parties including the Toronto City Council. We further recommend that access to UNLIMITED DRINKING WATER at each venue must be part of this agreement to alleviate the effects of prolonged dancing and subsequent dehydration in some ravers in a warm or high temperature environment.*
- (3) *We the jury recommend that the licensing/permitting system includes provisions restricting admission to raves to those aged 16 and over.*

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- (4) *We the jury recommend that the licensing/permitting system includes advertising guidelines for raves forbidding explicit or suggestive depiction of drugs and drug use.*
- (5) *We the jury recommend that ticket agencies which contract to print and/or sell tickets for raves be required to indicate the following:*
- (a) *the location of the event on each ticket. Failure to do so may indicate that they are condoning an illegal, underground event;*
  - (b) *the event as 'drug free' with information relating to searches and the consequences of the discovery of illicit drugs; and*
  - (c) *the minimum age of 16 admission.*
- (6) *We the jury recommend the following policy on 'searches.'*
- (a) *Search areas should be clearly indicated by either a sign or a poster which includes a warning that anyone found in possession of an illicit drug will not be admitted, will be removed from the premises and possibly arrested. Without exception, those found in possession of an illicit drug will be removed or refused admittance.*
  - (b) *Security guards working at raves should be specifically directed to refuse to admit and remove from the site any person found to be in possession of an alleged illicit drug.*
  - (c) *A pay duty uniform police officer should be stationed at the entry to any event holding a rave for the purpose of supervising the search procedure. This will ensure that any person who is alleged to have committed an indictable offence will be arrested and charged accordingly.*
- (7) *We the jury recommend that the ratio of pay duty officers per patron at raves should be the subject of general regulatory guidelines. These guidelines should be flexible and allow for both an increase and decrease in the number of both uniform and undercover pay duty officers as warranted. As much as possible, the issue should be resolved by the local police service responsible for the area where a rave is to be held and the rave promoters and/or the property owners.*
- (8) *We the jury recommend that the power to inspect and close a rave should be part of any legislation passed by the provincial government and any municipal government. The provisions set out in section 6 and 7 of the Raves Act 2000 should be used as a model for the power to close a rave party which poses a threat to public safety.*
- (9) *We the jury encourage the Provincial Legislature to consult with all parties that may be affected by the passage of the Raves Act 2000 including the rave community, rave promoters and others who conduct business interests in this area, municipalities, law enforcement agencies, public health education officials, the Coroner's office and all other legitimately interested parties.*

**Allen Ho**

*Rationale: Evidence has been heard at this inquest that some youth of this Province take illicit drugs and at different setting including raves. The drugs which appear most prevalent at raves include marijuana, ecstasy, GHB and ketamine but prevalence of drug use in all settings changes continuously. Therefore, it is very important to educate youth about the risks associated with these and other drugs.*

*(10) We the jury recommend that:*

- (a) public health departments throughout this province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problem(s) present in the community;*
- (b) educational strategies in addition to "Just Say No" should include and support "Harm Reduction" as promoted by the Toronto Harm Reduction Task Force and the Toronto Rave Info Project (TRIP); the latter provides harm reduction information at raves by volunteers at booths approved and/or requested by the promoters;*
- (c) a \$.50 surtax be added to admission to raves, the proceeds of which shall be handed over to the rave community-based harm reduction projects. This is not intended to reduce or replace government funding for such programs; and*
- (d) educational strategies for "ravers" take into account the unique situation of a rave party. They consist of long overnight hours, prolonged and energetic dancing, propensity for dehydration, high temperatures inside the venues and that some attendees will be exposed to and may take MDMA (ecstasy) or other party drugs.*

*(11) We the jury recommend that the City of Toronto and the Province of Ontario consider the funding (or where some funding is provided consider increases in funding) for community groups such as the Toronto Harm Reduction Task Force and the Toronto Rave Info Project to facilitate their contact with, and increase their abilities to provide information to, youth at risk.*

*(12) We the jury recommend that the City of Toronto with the Province of Ontario fund the creation of a video, a web site and other educational materials that will realistically portray the risks of ecstasy and other party drugs – for use in schools and for the edification of parents and the community.*

*(13) We the jury recommend that this verdict including all recommendations be sent to the Minister of Education for the Province of Ontario. We the jury request that the minister forward the verdict to appropriate representatives in the school boards throughout his province so that they are aware of some of the drug related issues identified at this inquest. This may help with planning future curricula related to illicit drug use.*



*Rationale: Evidence has been heard at this inquest that currently there are no satisfactory mechanisms in place to allow public health departments to collect and centralize information regarding use of illicit drugs in the community. As an example, there is no mechanism in place for public health officials to learn about hospital emergency department visits where patients present themselves with the toxic effects of drug use.*

*As such:*

*(14) We the jury recommend that:*

- (a) illicit drug use, as diagnosed by a physician, become a reportable disease so that public health departments can detect changing patterns of drug use. This information should respect the confidentiality and privacy of the patients; and*
- (b) those working in hospitals and its emergency departments be informed of changes in pattern of drug use in the community.*

*(15) We the jury recommend that the Government of Canada re-establish and sufficiently fund Canada's Drug Awareness Strategy by providing training and materials to law enforcement agencies and education to all Canadians regarding the costs and effects of drugs in our society.*

*(16) We the jury recommend that Federal and/or Provincial funding be made available to police agencies in Ontario in order to train some police officers and DRE's (Drug Recognition Experts). These officers could then support frontline officers in establishing whether a person was under the influence of drugs, type of drug and the need for medical attention.*

*(17) We the jury recommend that judges involved in the administration of justice recognize the need for meaningful sentences to those who traffic to young people and are involved in the exploitation of the vulnerable most often at the profit of organized crime.*

*Rationale: Recognizing that certain illicit drugs are manufactured in clandestine laboratories in the province and that certain chemical precursors (substrates) would appear to have limited if any other purpose, i.e., (MDP2P)*

*(18) We the jury recommend that the Government of Canada through, Health Canada and the Minister of Justice, consult law enforcement agencies, public health departments, the Centre of Forensic Science and other stakeholders to consider amending the schedule of prohibited chemical precursors to include those substances which are a present and realistic concern in the illicit drug trade.*

*(19) We the jury recommend that the Chief Coroner for Ontario provide a progress report on the status of implementation of the recommendations approximately one year after the conclusion of this inquest.*

*It is the unanimous opinion of this jury that, as in our opening remarks expressing the need for safe rave venues, all of these recommendations are intended to foster safe, licensed raves.*

**Allen Ho**

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*Appendix 2**Toronto Dance Safety Committee  
Protocol for the Operation of Safe Dance Events**(1) Venue:*

*Organizers will provide to the Municipal Licensing and Standards Division (MLS), Urban Planning and Development Services Department, a list of commonly-used venues. The Department will co-ordinate checks of these locations to ensure that they are appropriately zoned. This will be communicated to the operators.*

*For new venues, organizers will be required to submit to MLS details of any proposed location. MLS will undertake to check zoning, and the organizers will be advised of the results within two days of the date of notification.*

*Upon confirmation of appropriate zoning, the organizer must submit a report from an architect or engineer that the venue complies with applicable Building Code requirements. No report will be required for venues already legally zoned and used for Assembly Occupancies.*

*Fire Services will verify compliance and confirm occupant load.*

*Organizers are cautioned that they must build sufficient lead time into their own process to recognize that some locations submitted for review will not be appropriate for various reasons.*

*There will be a fee for individual venue review, in the order of \$125.00.*

*(2) Density:*

*The safe occupant load, as determined by the above noted review, will establish the "cap" on ticket sales. Organizers agree not to sell tickets or admit participants over the number allowed by the occupancy permit.*

*(3) Water:*

*Organizers will make arrangements so that patrons will have unrestricted access to a supply of running water, at no charge.*

*(4) Toilets/Portolets:*

*Organizers agree to provide toilets as per existing legislation.*

*(5) Fresh Air:*

*Organizers agree to provide adequate ventilation as per existing legislation.*

*(6) Food:*

*If food is served, it will be served as per existing legislation.*

(7) *Smoking:*

*No smoking as per existing legislation.*

(8) *Security:*

*One bonded and OPP licensed security for every entrance location (secure the site) and one for every 100 patrons.*

(9) *Paid Duty Officers:*

*As a guideline, for raves in excess of 500 patrons, there will be a minimum of two Paid Duty Officers (PDO's), and a ration of one per 500 patrons. Based on a review of the location and availability of private security, the commander of the appropriate police division may amend this guideline.*

(10) *Ambulance Services:*

*For raves with more than 1,000 patrons, the promoter will contract with Ambulance Services for the provision of paramedical services during peak hours (minimum four hours).*

(11) *Drug/Health Education:*

*All organizers will provide space for community-based drug and health education projects. The specific project to provide services will be at the discretion of the organizer. Organizers agree to donate a portion of profits to non-profit drug/health education projects of their choice. This contribution is not intended to replace adequate city funding of drug/health education projects.*

(12) *Communications:*

*Organizers will communicate to appropriate City authorities the confirmed location and the estimated maximum number of patrons for an event at least one week in advance of the event. This will, in turn, be communicated by MLS to the offices of those Ward Councillors who have requested such notification.*

(13) *Definition of a Rave:*

*A rave is a public, all ages, commercial electronic music event held in a special event venue attended by ticket or pass holders generally extending into hours when entertainment venues are usually closed.*

(14) *Review of Requirements:*

*These standards will be reviewed periodically. Such a review will include organizers of various-sized events, patrons, and other key stakeholders such as security companies, venue owners, and health projects and will include options such as licensing of rave organizations.*

### Appendix 3

#### Toronto Public Health Best Practices in Drug Prevention and Harm Reduction

##### *Drug Prevention:*

*Parents:* Programs are offered to parents that focus on building good parent-child communication, positive role-modelling, assertive parenting skills and strategies on prevention of drug use among their children. Parents in the program can also provide support to other parents in the community around parenting and family issues.

*Ready or Not!* is a program for parents of children 8-12 years of age in the west, north, and south regions of the City. Developed and evaluated by Health Canada, the program is designed to promote parent-child communication and prevent substance abuse. The series of six weekly sessions help parents to develop and refine parenting and communication skills, with a special focus on helping parents apply these skills to prevent substance abuse.

*Parent to Parent* in the east region was developed in partnership with The Toronto District School Board and Toronto Public Health. This program aims to equip parents with the helping skills needed to provide support to other parents in the community around parenting and family life issues. Parents are trained in Peer Helping skills and volunteer their time talking with other parents and supporting them in the prevention of alcohol and other drug abuse by their children.

*Kids Have Stress Too!* is a three-part program designed to help parents better understand stress and to help them teach their children ways to manage it. This program was developed and evaluated in partnership with the Psychology Foundation of Canada for parents with children between the ages of four and nine years of age. Children without effective strategies to deal with stress can experience problems ranging from poor health to poor relationships with friends and family to difficulty in school. The series teaches parents to recognize signs and symptoms of too much stress, prevention strategies, as well as different stress-management strategies.

*Elementary and Junior Schools:* Toronto Public Health is currently harmonizing and restructuring its substance abuse prevention program as a result of amalgamation and the changes in the standards in the Mandatory Health Programs and Services Guidelines outlined by the Ministry of Health. School-based programs are provided to Toronto schools that support the Grade 1-8 curriculum on Substance Use and Abuse under the Healthy Living strand of the Health and Physical Education Curriculum.

*Substance Free Means a Responsible Tomorrow (SMART)* in the east region and Stations in the north provide students in grade 4-6 an opportunity to learn facts about drugs, consequences of drug use, media influences, peer refusal techniques and healthy alternatives through interactive and skills building stations. From January to May, 2000 over 2,000 students in 15 schools were reached through the SMART program. During Drug Awareness Week in November, Toronto Public Health encourages elementary schools to organize awareness events. In 1999, over 3,000 students participated city-wide.

*One-on-One Mentoring is an in-school prevention program that matches a caring and supportive adult (a mentor) with a child (aged 5-12 years). The goals are to improve the self-esteem of at-risk children and to support their problem-solving skills. In 2000, 61 mentors are matched with 61 children in ten junior schools throughout the City.*

*Secondary Schools: School-based programs are provided to Toronto schools that support the secondary school curriculum on Substance Use and Abuse under the Healthy Living strand of the Health and Physical Education Curriculum.*

*Safer Graduation - Party in the Right Spirit is a City-wide annual workshop for secondary school students and staff that focuses on liability, host responsibility and the prevention of alcohol and drug-related problems associated with graduation celebrations and parties by helping students raise awareness, develop decision-making skills and safety strategies. Partners include the Toronto District School Board (TDSB) and the Toronto Catholic District School Board (TCDSB). This year, 39 schools were reached.*

*Opening Doors is an in-school program for at-risk students in their first year of high school, developed by The Centre for Addiction and Mental Health (CAMH). CAMH delivers the program in partnership with Toronto Public Health and community agencies. Students participate in 17 one-to-two hour sessions over a ten-week period. Employing a variety of experiential activities and discussion, students develop personal, social and decision-making skills to enhance their school experience and relationships with peers, teachers and parents, as well as gaining knowledge of specific drugs and adverse consequences. Parents of the students are invited to join a concurrent 5-session program. The parent program fosters a home environment in which parents actively support and reinforce the positive experiences their children are having in the student program. In 1999-2000, the program operated in five schools in Toronto. In 2000-2001, Toronto Public Health will support one to two sites in each of its four regions by providing a staff person to co-facilitate the program.*

*Out-of-school: Youth who are not in the school system are at-risk of not receiving adequate social and health support to prevent drug use.*

*The Ambassador Program is a school re-entry program for street involved youth, established in 1990 as a partnership between Toronto Public Health, youth-serving agencies, and the Toronto District School Board. Each year, fifteen youth attend an alternative classroom in the morning and, in the afternoon, learn communication, presentation, and leadership skills. They are trained to deliver drug and violence prevention "Speaks" to students in grades 7 and 8. Over 150 Ambassadors have moved through the program, stabilizing their lives, gaining academic credits, and having a positive influence over their younger peers through the Speak program.*

*Community-based: Toronto Public Health supports the work of community groups, partnerships and coalitions in the areas of drug prevention through community development, community capacity building, advocacy, co-ordination and implementation of drug prevention activities. The Drug Abuse Prevention Program (DAPP) has been providing community grants since 1990 to create community capacity for local initiatives to build resilience among young people through a variety of activities. Since 1990 over \$5,000,000.00 has been committed to this process by City Council. Since 1997, Grants have also supported harm reduction projects. In 2000, 85 community groups will receive \$656,000.00 to carry out drug prevention and harm reduction projects. The programs reach over 50,000 young people in high-risk situations in every region of the City.*

*Population-based: One of the key factors in preventing drug use and reducing harm is to provide accurate, timely information about drug use in Toronto.*

*The Research Group on Drug Use (RGDU) was established by Toronto Public Health in 1990 as a partnership with the Centre for Addiction and Mental Health, Toronto Police Services, the Office of the Chief Coroner of Ontario, the University of Toronto, and other agencies. RGDU produces an annual report on Drug Use in Toronto, and monthly editions of Fax on Drugs. The group meets regularly to co-ordinate special projects and to share ideas concerning issues of local importance, related to drug use. This networking of local experts with a wide range of specialisation has served as a model for the development of parallel groups in other Canadian cities. The group also serves as the Toronto site for the Canadian Community Epidemiology Network on Drug Use (CCENDU), a project co-ordinating drug use monitoring in multiple Canadian sites.*

#### *Harm Reduction:*

*The Toronto Harm Reduction Task Force is an alliance of individuals, community organizations and neighbourhood groups which has been working together since 1995 to reduce the harm associated with drug use and distribution of drugs and alcohol in Toronto. Toronto Public Health has been an active member and the group has received grants from DAPP. The youth sub-committee of this taskforce developed strategies for youth. In the past, they have hosted several information sessions on the rave scene for frontline workers to increase awareness of the TRIP project and its work.*

*The Toronto Drug Awareness Coalition is a partnership of agencies and groups which organizes the annual Drug Awareness Week. Through a DAPP grant, the coalition is sponsoring discussion forums to promote and educate parents, community, and professionals on drug related issues. Forums have included discussions on raves, marijuana, partying and substance use.*

*The Works is Toronto Public Health's needle exchange program, established in 1989. The program offers a comprehensive range of services such as the methadone access program, the needle exchange program and referral to drug treatment and other health and social services. Since 1989, over 150,000 client visits have been made to the program. Approximately 20,000 client visits are made annually. From 1989 to 1998, 1,494,539 used syringes have been returned. In 1999, 170 clients sought treatment assistance from staff.*

*The Drug Treatment Court (DTC), established in 1998, is the first initiative in this area in Canada. DTC is a court specifically designed to supervise cases of drug dependant offenders who have agreed to accept treatment for their substance abuse. The court forces the offender to deal with and accept responsibility for his or her addictions. DTC is premised on the belief that drug dependency is not simply a law enforcement/criminal justice problem, but an overriding public health and societal concern.*

*(Communication dated July 7, 2000 addressed to  
the Board of Health from the  
Committee Secretary, Substance Abuse Sub-Committee)*

**Recommendations:**

*The Substance Abuse Sub-Committee on July 7, 2000, recommended to the Board of Health the adoption of the report (June 29, 2000) from the Medical Officer of Health respecting drug prevention and harm reduction in regard to raves, subject to:*

- (1) amending Recommendation No. (1) by adding the words "and boards of education" after the words "a network of public health units" and by adding the words "including primary prevention and outreach to parents" after the words "drug use problems in the community", so that such recommendation shall now read as follows:*

*"(1) the Ministry of Health and Long Term Care organize a network of public health units and boards of education throughout Ontario to develop educational strategies targeted at the drug use problems in the community including primary prevention and outreach to parents;" and*

- (2) adding the following additional recommendations:*

*"(8) raves be permitted on City owned property if they comply with:*

- (a) the applicable recommendations contained in this report;*
- (b) the protocol for the safe operation of a rave as approved in 1999 by City Council; and*
- (c) any further requirements that may be approved by City Council after consultation with the Toronto Dance Safety Committee;*

*(9) City Council consider developing protocols for other similar kinds of events; and*

*(10) the Board of Health advocate to the Ministry of Education and Training to provide funding for the development of a substance use and abuse unit of study as part of the Grade 11 and 12 course profiles for the healthy living strand of the health and physical education curriculum."*

**Background:**

*The Substance Abuse Sub-Committee at its meeting on July 7, 2000, had before it a report (June 29, 2000) from the Medical Officer of Health outlining the drug prevention and harm reduction strategies in regard to raves, and responding to specific recommendations from the inquest pertaining to Toronto Public Health.*

*Mr. Michael Fay, Coordinator of the Drug Abuse Prevention Centre, Toronto Public Health, gave a presentation on the aforementioned matter.*

*(Communication dated July 4, 2000, addressed to the  
Community Services Committee from the Executive Assistant,  
Toronto and Region Conservation Authority)*

*The Toronto and Region Conservation Authority, at Board Meeting No. 5, 2000, on May 26, 2000, upon receipt of the City Council Resolution on Rave parties from the May 9, 10 and 11, 2000, Council meeting, approved the following resolution:*

*RES. #102/00*

*"That the City of Toronto be advised that the Authority has never and will not support rave parties on Toronto and Region Conservation land or at its facilities because natural environments do not lend themselves to this type of activity."*

*(Report dated July 27, 2000, addressed to the  
Community Services Committee from the  
Chair, Toronto Police Services Board)*

*Purpose:*

*The purpose of this report is to advise the Community Services Committee and Toronto City Council on the development of an entertainment gatherings protocol, in the form attached as Appendix "A" to this report, by the Toronto Police Service.*

*Financial Implications and Impact Statement:*

*There are no financial implications in regard to this report.*

*Recommendation:*

*It is recommended that the Community Services Committee recommend to Toronto City Council that it endorse the protocol, in the form attached as Appendix "A" to this report, developed by the Toronto Police Service.*

*Background:*

*At its meeting held on July 27, 2000, the Toronto Police Services Board was in receipt of a report dated July 14, 2000, from Chief of Police Julian Fantino regarding a proposed Toronto Police Service protocol for entertainment gatherings.*

*Comments:*

*The following persons were in attendance and made deputations to the Board:*

- Jacques Chamberland, The Party People Project;*
- Sandy Watters, The Toronto Dance Safety Committee; and*
- Will Chang, i-Dance.*



Chief of Police Julian Fantino also discussed the proposed Entertainment Gatherings Protocol with the Board.

The Board approved the following Motions:

- (1) THAT the Board endorse the attached Entertainment Gatherings Protocol as it relates to the participation of the Toronto Police Service;
- (2) THAT the Board forward this report to the Community Services Committee for its special meeting scheduled for July 28, 2000; and
- (3) THAT this report also be forwarded to Toronto City Council with a request that it endorse the protocol developed by the Toronto Police Service.

Conclusion:

It is recommended that the Community Services Committee recommend to Toronto City Council that it endorse the protocol, in the form attached as Appendix "A" to this report, developed by the Toronto Police Service.

A copy of Board Minute No. 318/00 regarding this matter is appended to this report for information.

Contact:

Chief of Police Julian Fantino  
Toronto Police Service  
Tel: (416) 808-8000/Fax. No. (416) 808-8002.

List of Attachment:

Board Minute No. 318/00

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(This is an Extract of the Minutes of the Meeting of The Toronto Police Services Board  
Held on July 27, 2000)

#318. Entertainment Gatherings Protocol:

The Board was in receipt of the following report June 14, 2000, from Julian Fantino, Chief of Police:

Subject: Entertainment Gatherings Protocol:

Recommendations:

*It is recommended that:*

- (1) *the attached Entertainment Gatherings Protocol be adopted by the Toronto Police Services Board;*
- (2) *the Toronto Police Service, Entertainment Gatherings Protocol be forwarded to the Toronto City Council for their consideration at the Council meetings scheduled for August 1, 2 and 3, 2000; and*
- (3) *City Council adopt the protocol, thereby ensuring optimum public safety with respect to these events.*

Background:

*In response to concerns for public safety associated to the ecstasy-related deaths and criminal activities occurring at Raves and other after-hour parties, the Toronto Police Service established "Operation Strike Force". Partnerships have been developed with all levels of City authority and private interests to address drug use and other rave related issues. To further enhance public and officer safety, as well as drug interdiction at these events, the Toronto Police Service has developed a paid duty protocol, which allows for the discretionary use of uniform and plainclothes paid duty officers. The presence of police officers at these events will act as a deterrent to criminal activity, in any form. Police enforcement activity will not be limited to these paid duty functions alone. The Toronto Police Service will provide a tiered investigative support for these paid duty officers, which includes dedicated street, mid-level, and major drug enforcement.*

*The attached protocol (See Appendix "A") is intended to put in place a balanced and reasonable response to the holding of entertainment functions. It is intended to ensure an optimum level of safety for the patrons of such events, whether they are held on or off City owned property.*

*For the purpose of the protocol an "Entertainment Gathering" can be defined as the following:*

*"A public event held in a venue attended by ticket or pass holders, generally extending into hours when entertainment venues are usually closed."*

*At its meetings of May 9, 10 and 11, 2000, City Council adopted the following motion:*

*"...AND BE IT FURTHER RESOLVED THAT the Chief of Police report to the August 1, 2 and 3, 2000 meeting of City Council, through the Toronto Police Services Board and the Policy and Finance Committee, on:*

*A recommended policy and course of action for the control and eradication of illegal drugs at Rave parties and other related parties that occur at all facilities, including non-City owned properties, which may include restricting the hours of operation; and*

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*The policy of paid duty officers at Rave parties and other related parties at all facilities, including non-city owned properties."*

*After consultation with members of the Toronto Fire Service and Toronto Ambulance Service, the Toronto Police Service has established the following recommended protocol relating to late night entertainment gatherings, including Raves, and the use of paid duty officers at these events.*

*The Toronto Police Service will support efforts by the City to encourage the Provincial Government to enact enabling legislation to create a "large assembly by-law", and provide appropriate City officials with authorization to take any necessary action."*

*The following persons were in attendance and made deputations to the Board:*

- *Jacques Chamberland, The Party People Project \*;*
- *Sandy Watters, The Toronto Dance Safety Committee \*; and*
- *Will Chang, i-Dance.*

*\* Written submission also provided, copies filed in the Board office.*

*Chief of Police Julian Fantino also discussed the proposed Entertainment Gatherings Protocol with the Board.*

*The Board approved the following Motions:*

- (1) *THAT the Board endorse the attached Entertainment Gatherings Protocol as it relates to the participation of the Toronto Police Service;*
- (2) *THAT the Board forward this report to the Community Services Committee for its special meeting scheduled for July 28, 2000; and*
- (3) *THAT this report also be forwarded to Toronto City Council with a request that it endorse the protocol developed by the Toronto Police Service.*

#### *Appendix "A"*

#### *Proposed Entertainment Gatherings Protocol*

##### *Overview:*

*There have been 10 ecstasy-related deaths in the past two years in the Southern Ontario region. Three of these deaths have occurred in relation to rave events. These numbers are a sobering reality of the effects drugs have on our youth. These deaths, coupled with the recent violence in and around numerous entertainment premises, sparked concerns from City officials and police. As a result on March 13, 2000, Operation Strike Force was established by the Toronto Police Service.*

Operation Strike Force was mandated to deal with the various problems, including drug use, that are occurring at raves and after-hour parties in licensed and unlicensed premises. A variety of enforcement options are utilized to target problem areas within the City of Toronto. The Toronto Police Service supports the efforts of the outreach program; Toronto Raver Information Project (TRIP), and the Anti-drug literature available at these events. Operation Strike Force has developed ongoing partnerships with City and private agencies to tackle the issue from various viewpoints.

The primary concern for Toronto Police Service at these events is for the safety of the public. Raves are known to promote the use of several "designer drugs"; mainly ecstasy (MDMA), Gamma Hydroxybutrate (GHB), and Ketamine (Special K) as well as organic traditional narcotics. This openness, and complacent approach to the availability and use of drugs to young people, has given police and others cause for concern.

Drugs are not the only risk factor attached to these events. They can, however, form a part of the risk equation, along with insufficient medical staff on standby, structural issues with regard to fire hazards, the availability of water, and security, to list a few.

The recent inquest held into the death of Mr. Allen Ho concluded on Wednesday, May 31, 2000. The inquest resulted in 19 recommendations. Mr. Ho died of an ecstasy overdose at an illegal rave event held in an underground parking garage. During the inquest many of the issues surrounding rave events were explored. Concerns about drug use and the lack of emergency medical assistance at these events, and other safety-related concerns were identified by police and other witnesses. The Toronto Police Service, for example, fully supports Recommendation No. (3) which indicates that no person under the age of 16 should be permitted admission to Raves. (See Appendix "B")

On May 11, 2000, City Council declared there would be a ban on Raves held on City-owned property. Mayor Mel Lastman asked that the Toronto Police Service report back to City Council in August relating to this issue. The Toronto Police Service is not opposed to having these events on City-owned property, if the City establishes an appropriate process. In an effort to ensure the concerns of the emergency response services are addressed, the Toronto Police Service met with Toronto Fire Services and the Toronto Ambulance Services to discuss this matter in detail. These submissions represent the collaborative effort and wisdom of senior management of the three emergency services, whose primary mandate is public safety.

The Toronto Police Service, Toronto Fire Service and Toronto Ambulance Service are not opposed to these events. Through a series of meetings, it was determined that multi-agency input is required in the planning and implementation stages, if any rules and regulations are to be established by the City. The emergency services have developed a protocol for these events as they pertain to each service, and feel the stated guidelines are necessary for the groundwork, if a protocol is developed. The City should be responsible for establishing and implementing a process and authority to ensure these events have some form of regulatory requirements.

It should be stated that any type of protocol developed would not guarantee absolutely that a mishap would not occur in the future, or eradicate the use of drugs at these events. However, a protocol and any regulations resulting from this will ensure the necessary primary safety features are available to ravers who attend these events. Moreover, the continued use of drugs at these events will always add concerns regarding public safety.

Recommended Protocol Criteria:

*The Toronto Police Service, in conjunction with the Toronto Fire Service and Toronto Ambulance Service, have established the following protocol for entertainment gatherings. Prior to any consideration being given by either of the said Services, the applicant/organizer must provide proof from Municipal authorities that the proposed site for the event is deemed "suitable", and in compliance with all related Municipal and Provincial regulations. The promoter and the City will enter into a contractual agreement, which will demonstrate that all safety, zoning and other requirements are met, and proof of liability insurance is tendered, as a condition of a permit being granted.*

*The safety of the public and emergency services personnel will at all times be paramount. It should be recognised that events that attract large numbers of people create a unique dynamic. Each event is to be evaluated on an individual basis.*

*For the purpose of this protocol, an "Entertainment Gathering" has been defined as the following:*

*"A public event, held in a venue attended by ticket or pass holders generally extending into hours when entertainment venues are usually closed."*

*In order for a scheduled event to take place, all agencies involved must approve the site, and the organizer/applicant should be required to obtain a permit from the City authorizing the event, conditional on compliance with all established requirements.*

*It is recommended that the following criteria be established as standards to be used when authorizing or overseeing an event:*

The Toronto Police Service will:

*Where it is established that an event will take place, the division in which the event is scheduled to take place will ensure the following: (See Appendix "C")*

- (1) Complete a risk assessment of the venue and all related issues. (The risk assessment will include a physical inspection of the site done in conjunction with Toronto Fire Service and the Toronto Ambulance Service.)*
- (2) Ensure the event has licensed security for the event.*
- (3) Conduct background checks as required.*
- (4) Ensure onsite emergency services are arranged where required.*
- (5) Secure all monies for required paid duty police services.*

*Where it is determined that paid duty police officers will be provided, the following will apply:  
(See Appendix "D")*

- (1) All requests for paid duty officers will be made in person by the promoter or a designated employee. The employee must establish their relationship to the employer.*
- (2) The applicant must fill out a TPS784 Paid Duty Request including method of payment.*
- (3) Information recorded on the TPS784 will be used to conduct appropriate security checks on the promoter, private security, hired entertainers or any persons connected with the organisation of the event.*
- (4) A physical inspection of the site will be done by the designated Unit Paid Duty Co-ordinator, in conjunction with the Toronto Fire Service and Toronto Ambulance Service. Based on the inspection, the Paid Duty Co-ordinator will initiate an Event Plan.*
- (5) The Event Plan will clearly outline the intended location of officers and their required duties. The number of Plainclothes officers, and their duties, will also be identified at this time if they are required.*
- (6) The unit commander will review the Event Plan for comment and final approval.*
- (7) The Staff/Detective Sergeant will be responsible for completing the appropriate reports at the end of the paid duty, summarizing the night's events and any actions taken. This will be attached to the Event Plan.*

*The Toronto Fire Department will:*

*When information is received prior to an upcoming event the fire prevention staff will take the following actions:*

- (1) Contact the property owner to arrange an inspection.*
- (2) Provide a copy of the advertisement of the event to the owner, if available.*
- (3) Conduct inspection to determine fire code status- is it safe for assembly use, exits etc.*
- (4) If premises are not designed for assembly use, owner and operator, if available, are to be issued with a Notice of Violation advising that the planned assembly use is not to take place.*
- (5) Fire Prevention District Chief will notify Division Commander and Police of all information to date with a request to follow up on the planned event date.*
- (6) If the District Chief finds that the event has not taken place no further action is required.*

*If the District Chief finds that the event is in progress or has responded to the event as a result of notification by another agency, the following actions will be taken:*

**Allen Ho**

- (1) *If not already present, request the Toronto Police Service, through the switchboard and await their arrival prior to any further action.*
- (2) *Entry is to be made only in conjunction with the Toronto Police Service in attendance and only if it is deemed safe to do so.*
- (3) *Contact the operator or person in charge and explain reason for the response.*
- (4) *Determine if an immediate threat to life exists (see Occupant Safety Checklist)*
- (5) *If threat exists, take the appropriate action- remove the threat or evacuate premises.*
- (6) *If no immediate threat exists, determine appropriate safe occupant load based on available egress doors, and presence of a working fire alarm system (see Occupant Safety Checklist)*
- (7) *While this is being done, Toronto Police Service will calculate an estimate occupant load.*
- (8) *If the number of persons in the building exceeds that which is considered safe based on available exits, police are to be advised and they will decide on further actions with recommendations from the Toronto Fire Department.*
- (9) *If it is planned to charge the operator for overloading the building, the Toronto Police Service and the District Chief will forward their calculations to the Fire Prevention Division for processing of the charges under the Fire Protection Act.*
- (10) *Where a proactive approach is not effective, steps should be taken at the time of the event to address the fire safety hazards. If there is an immediate threat to life, measures under Section 15 (1) of the Fire Protection and Prevention Act should be implemented to mitigate the risk to occupants.*

*Immediate Threat to Life 15(1):*

*If the Fire Marshal, an assistant to the Fire Marshal or a Fire Chief has reasonable grounds to believe that a risk of fire poses an immediate threat to life, he or she may, without a warrant, enter on any land or premises and for the purpose of removing or reducing the threat may,*

- *remove persons on the land or premises;*
- *post a fire watch;*
- *remove combustible or explosive material or anything that may constitute a fire menace;*
- *eliminate ignition sources;*
- *install temporary safeguards, including fire extinguishers and smoke alarms;*
- *make minor repairs to existing fire safety systems;*
- *do any other thing that the Fire Marshal, an assistant to the Fire Marshal or a Fire Chief has reasonable grounds to believe is urgently required to remove or reduce the threat to life.*

The Department Of Ambulance Services will:

- (1) *This protocol applies to all raves and related events held in facilities with a crowd capacity of 1,500 persons or more, regardless of anticipated ticket sales. Were the capacity of a site is unclear or in dispute, the judgement of Toronto Police Services shall be accepted as a final determination of capacity for the purposes of this protocol.*
- (2) *This protocol applies wherever the City of Toronto determines it has applicable jurisdiction and in all cases where any City permit, licence or permission, or City service such as paid-duty policing are required or requested.*
- (3) *Toronto Ambulance's concurrence and acceptance of its requirements are considered a pre-condition for City of Toronto approval of an event. Toronto Ambulance may refuse to provide services to an event where public safety or Toronto Ambulance staff appear endangered by circumstances or setting. In such cases, Toronto Ambulance will recommend to Toronto Police Services that overall permission for the event be withheld by the City of Toronto.*
- (4) *Applications for Toronto Emergency Medical Services risk assessment are to be made not less than fourteen days prior to the event. Applications shall be made in writing to the General Manager, Toronto Ambulance, and shall include such information as may be required by the City of Toronto as part of this protocol.*
- (5) *Toronto Emergency Medical Services shall determine in its sole judgement the level, nature, timing and deployment of the emergency medical services which the event appears to require. This assessment may include the need for additional offsite resources where spillover effects may be anticipated in areas surrounding the event. In addition, Toronto Ambulance may direct that necessary vehicular access routes be provided, maintained and kept clear at all times during the event.*
- (6) *Toronto Ambulance is designated as the sole medical authority at such events and no other person or entity shall be retained by the event organisers or used to provide emergency medical services at such an event.*
- (7) *Toronto Ambulance staff shall have complete unrestricted access to all areas of any protected events at all times, including unrestricted access at any time across all access control points for vehicles and staff. Toronto Ambulance crews and staff will operate solely under the normal command structure of Toronto Ambulance and in co-operation with Toronto Police Services and other municipal agencies. As a pre-condition to Toronto Ambulance on-site services, the event organiser agrees to waive all authority it may hold as organiser, property owner, tenant or agent to the extent required for Toronto ambulance to provide event services.*
- (8) *Failure to comply with the provisions of this protocol during the conduct of the event may result in Toronto Ambulance advising Toronto Police Services that it is terminating its protection of the public's safety at the event. In such circumstances, Toronto Ambulance command staff will confer with Toronto Police Services as to the appropriate course of action at that point.*

Allen Ho



- (9) *Toronto Ambulance may determine that its services are not required, or cannot be provided in whole or in part due to other operational demands, in which case, the event organizer may obtain medical services by other means.*
- (10) *Toronto Ambulance will provide the event organizer with a written estimate of the cost of its services upon completion of the risk assessment process. Upon acceptance of Toronto Ambulance's estimate, the event organizer shall pre-pay Toronto Ambulance the full estimated service cost in a form acceptable to Toronto Ambulance not less than five days prior to the event. In addition, the event organizer shall pre-pay a refundable deposit of \$2,500.00 to permit the recovery of any unanticipated Toronto Ambulance costs arising from unforeseen circumstances at the event.*
- (11) *Toronto Ambulance will provide the event organizer with a final statement of costs within 14 days following the event. Any costs beyond the estimate shall be paid by the event organizer within seven days of receipt of this final statement.*
- (12) *Failure to pay for prior services will be grounds for refusal by Toronto Ambulance to provide future services. In such cases, section (I) shall not apply, and Toronto Ambulance will recommend to the City of Toronto that overall permission for the event be withheld.)*

*(A copy of the Appendix B, headed "Jury Recommendations Concerning the Death of Allen Ho", is attached to the report dated July 4, 2000, from the Medical Officer of Health, and a copy of each of Appendices C and D was forwarded to all Members of Council and a copy thereof is on file in the office of the City Clerk.)*

*(City Council also had before it, during consideration of the foregoing Clause, the following report (July 31, 2000) from the Commissioner of Urban Development Services:*

*Purpose:*

*To respond to the request for the Friday July 29, 2000 meeting of Community and Neighbourhood Services that the Commissioner of Urban Development Services bring forth directly to Council's August 1, 2, 3 meeting, a protocol that brings together all submissions from Toronto Fire Services, Emergency Medical Services, Public Health and Police Services.*

*Financial Implications and Impact Statement:*

*None.*

*Recommendations:*

*It is recommended that, if Council lifts the prohibition for use of the property of the City or any of its Agencies, Boards or Commissions for Late Night Entertainment events then:*

- (1) *The process for approval be as described in Appendix A.*
- (2) *The appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.*

Background:

*This report responds to the resolution of the Community and Neighbourhood Services Committee that the Commissioner of Urban Development Services bring forth directly to Council's 1, 2, 3 meeting, a protocol that brings together all submissions from Toronto Fire Services, Emergency Medical Services, Public Health and Police Services.*

Comments:

*The Community and Neighbourhood Services Committee has recommended approval of the Protocol for Entertainment Events. The process by which the protocol is applied could be as follows:*

*Promoter makes application for rental of a facility under the control of the City, or one of its Agencies, Boards or Commissions.*

*The application form would be provided to all Managers of such facilities and would be substantially in the form shown as Appendix "B".*

*Upon completion of the application, copies would be sent concurrently by the manager to: Toronto Police Services (local division); Toronto Emergency Medical Services; Toronto Fire Services (local division); Municipal Licensing and Standards, office of the Director.*

*Within 14 days, each agency will review the application, itemize their requirements on the form, and send it to the office of the Director, Municipal Licensing and Standards.*

*When a venue is checked and found to be appropriate for the event, Municipal Licensing and Standards will enter the requirements of all agencies into the Protocol (Appendix C) and, within seven days of receipt of all agency responses, return this to the Manager of the facility. The completed protocol form, and the clause provided by our Legal Department (Appendix D), would then be incorporated into the rental contract for the facility.*

Conclusions:

*The process for application of a protocol for late night entertainment events can be completed within three weeks of receipt of the application for rental of a facility.*

Contact:

*Harold Bratten, Director, Municipal Licensing and Standards  
Tel.: (416) 392-8768; Fax: (416) 392-8802*

*APPENDIX 'A'*  
*PROCESS FOR APPLICATION OF ENTERTAINMENT EVENT PROTOCOL*

*Application for rental of facility is made to Facility Manager.*

*Applicant completes form, and Facility Manager copies concurrently to: Toronto Police Services, Local Division; Toronto Fire Services, Local Division; Toronto Emergency Medical Services; Municipal Licensing and Standards, Director's office.*

*Each agency reviews the information provided and, within 14 days of receipt, carries out the necessary checks, and specifies their requirements on the form.*

*The completed forms are then sent to Municipal Licensing and Standards, Director's office.*

*Where it has been determined that the facility is appropriately zoned, in compliance with Codes, and could be used for the specific event, then the requirements of each agency are entered into the Protocol document which then forms part of the rental contract.*

*The Protocol document is then, within seven (7) days of receipt by Municipal Licensing and Standards of responses from Police, Fire and Emergency Medical Services, returned to the Facility Manager for inclusion in the rental contract.*

*Upon confirmation of rental, copies of the contract are sent by the Facility Manager to: (Toronto Police Services, Local Division; Toronto Fire Services, Local Division; Toronto Emergency Medical Services; Municipal Licensing and Standards, Director's Office.)*

## APPENDIX B

## APPLICATION FOR VENUES:

Venue Requested:	Date Requested:
Hours Requested:	Detailed description of event, including artists appearing:
Anticipated attendance:	Venue capacity (if known):
Name of Applicant:	Address:
Telephone Number:	Name of Company:
Address:	Telephone Number:
Company Officers with telephone numbers:	
Name of Security Company to be engaged:	Contact name at Security Company:
Address:	Telephone Number:
Number of Security Personnel to be engaged:	Licence information for Security Company:
Contact name/address/telephone number of the venue:	
Food/Drink to be provided by:	Contact name/address/telephone number:

This form is to be completed by the applicant. One copy is to be forwarded to the Commander of the Police Services Division within which the Venue is located (see attached map). One copy is to be forwarded to the Toronto Fire Services in which the venue is located. One copy is sent to the office of the Toronto Emergency Medical Services. One copy is sent to the office of the Director, Municipal Licensing and Standards.

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*APPENDIX C**CLEARANCES**POLICE**Event requires engaging of \_\_\_\_\_ Paid Duty Officers**Contact name/telephone number with Police:**Signed by: \_\_\_\_\_ (Division)**FIRE SERVICES DIVISION**Event venue checked and complies with Fire Code \_\_\_\_\_**Event requires engaging of \_\_\_\_\_ Fire Inspectors**Contact name/telephone number at Fire Services Division:**Signed by: \_\_\_\_\_**EMERGENCY MEDICAL SERVICES**Event requires engaging of \_\_\_\_\_ Staffed Ambulance units**Contact name/telephone number:**Signed by: \_\_\_\_\_**MUNICIPAL LICENSING AND STANDARDS**Venue complies with Zoning**Records indicate venue constructed in accordance with Building Code**Contact name/telephone number:**Signed by : \_\_\_\_\_*

## APPENDIX D

*Entertainment Event Protocol for City Property – Comprehensive Version (July 28, 2000)**Definition*

*An entertainment event is an event where the primary purpose is listening or dancing to music and which extends into any part of the evening when entertainment facilities are normally closed.*

*Advertising*

*Advertising for these events must not specifically or tacitly endorse or promote drug use. The relevant city agency, board, or commission reserves the right to screen advertising. Public Health will provide advice as requested.*

*Density*

*The safe occupant load, as determined by Fire Services verification, will establish the "cap" on ticket sales. Organizers agree not to sell tickets or admit participants over the number allowed by the occupancy permit.*

*Drug/Health Education*

*All organizers will provide space for community-based drug and health education projects. Organizers agree to donate a portion of profits to the city fund for distribution to community non-profit drug/health education projects (including harm reduction). This contribution is not intended to replace adequate city funding of drug/health education projects.*

*Fire Services Requirement*

*\_\_\_\_\_ Paid Duty Fire Inspectors will be engaged for \_\_\_\_\_ hours.*

*Food*

*If food is served, it will be served as per existing legislation.*

*Fresh Air*

*Organizers agree to provide adequate ventilation as per existing legislation.*

*Paid Duty Officers*

*\_\_\_\_\_ Paid Duty Police Officers will be engaged for \_\_\_\_\_ hours.*

*Security*

*\_\_\_\_\_ Security Officers from the firm \_\_\_\_\_ will be engaged for <sup>100</sup> ~~Allen Ho~~ hours.*

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*Emergency Medical Services Requirements*

\_\_\_\_\_ staffed Ambulance units will be engaged for \_\_\_\_ hours, between \_\_\_\_\_ p.m. and \_\_\_\_\_ a.m.

A deposit of \$ \_\_\_\_\_ will be paid to Emergency Medical Services.

*Smoking*

No smoking as per existing legislation.

*Toilets/Portolets*

Organizers agree to provide toilets as per existing legislation.

*Water*

Organizers will make arrangements so that patrons will have unrestricted access to a supply of running water, at no charge.)

(Councillor Augimeri, at the meeting of Council held on August 1, 2, 3 and 4, 2000, declared an interest in the foregoing Clause, in that she has a fourteen year old child.)

(Councillor Johnston, at the meeting of Council held on August 1, 2, 3 and 4, 2000, declared an interest in the foregoing Clause, in that she has grandchildren.)

## **Section 5**

### **Responses to Recommendations: Toronto Police Services**





# Toronto Police Services Board

40 College Street, Toronto, Ontario, Canada. M5G 2J3

(416) 808-8080 FAX (416) 808-8082

[www.torontopoliceboard.on.ca](http://www.torontopoliceboard.on.ca)



NORMAN GARDNER  
Chairman

February 14, 2001

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests  
Office of the Chief Coroner for Ontario  
26 Grenville St.  
Toronto, Ontario  
M7A 2G9

Dear Dr. Porter:

**Re: Response to the Jury Recommendations - Inquest into the death of: Allen Ho**  
**Deceased: October 10, 1999 - file ref. no. Q2000-34.**

This is in response to correspondence dated September 8, 2000 from Dr. James G. Young, Chief Coroner for Ontario, with regard to the jury recommendations of the above noted inquest.

At its meeting on January 25, 2001 the Toronto Police Services Board was in receipt of a report from the Chief of Police including responses to each of the jury recommendations. The Board approved all the responses with the exception of the response to recommendation no. 6(b) which was amended by the Board.

A copy of Board Minute no. P5/01, in the form attached as Appendix "A" to this correspondence, regarding this matter is provided for information. The amendment by the Board is noted in bold ink on page four at the end of the document.

Yours truly,

Deirdre Williams  
Board Administrator

attach: Min. No. P5/01  
cc: Chief of Police Julian Fantino

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Allen Ho

**THIS IS AN EXTRACT FROM THE MINUTES OF THE MEETING  
OF THE TORONTO POLICE SERVICES BOARD HELD ON JANUARY 25, 2001**

**#P6            RESPONSE TO THE JURY RECOMMENDATIONS FROM THE  
INQUEST INTO THE DEATH OF ALLEN HO**

The Board was in receipt of the following report DECEMBER 20, 2000 from Julian Fantino, Chief of Police:

**Subject:        RESPONSE TO THE JURY RECOMMENDATIONS FROM THE  
INQUEST INTO THE DEATH OF ALLEN HO**

Recommendations:

It is recommended that:

1.        The Board approve the following response to the jury recommendations resulting from the inquest into the death of Allen Ho.
2.        The Board Administrator forward the approved response to the Office of the Chief Coroner.

Background:

On Saturday, October 9<sup>th</sup>, 1999 a "Rave" dance party, which continued into Sunday October 10<sup>th</sup>, was held in an underground parking garage in the City of Toronto and Mr. Ho attended this party.

At approximately 3:35 a.m. on Sunday, October 10<sup>th</sup>, a friend found Mr. Ho lying unresponsive on the dance floor of this garage. He was assessed by on scene paramedics and later transferred by ambulance to the Humber River Regional Hospital. He died later that same day in the Critical Care Unit of the hospital.

Investigation into this death revealed that Mr. Ho had ingested methylenedioxymethamphetamine (also known as "Ecstasy" or MDMA) prior to his death.

The jury made a total of 19 recommendations. Two recommendations pertain to the Toronto Police Service. A response to each recommendation directed to the Service follows each quoted recommendation.

**Recommendation No. 6**

We the jury recommend the following policy on 'searches'.

- (a)        Search areas should be clearly indicated by either a sign or a poster which includes a warning that anyone found in possession of an illicit drug will not be admitted, will be removed from the premises and

possibly arrested. Without exception, those found in possession of an illicit drug will be removed or refused admittance.

- (b) Security guards working at raves should be specifically directed to refuse to admit and remove from the site any person found to be in possession of an alleged illicit drug.
- (c) A pay duty uniform police officer should be stationed at the entry to any event holding a rave for the purpose of supervising the search procedure. This will ensure that any person who is alleged to have committed an indictable offence will be arrested and charged accordingly.

#### **Rationale for recommendation:**

The jury heard evidence that pay duty security guards perform the searches at the entrance to Rave parties. If drugs are found during a search the drugs are frequently confiscated, but the incident is rarely reported to the police and these same persons are frequently still permitted entry to the dance event. Evidence was heard that this should not be occurring and concerns were expressed about the lack of police supervision of the search process.

#### **Response to Recommendation 6 (a):**

Although this recommendation is not directed at the Toronto Police Service, we agree with the intent and will endeavour to stress its importance when dealing with the promoters.

#### **Response to Recommendation 6 (b) & (c):**

The Toronto Police Service does not agree with these two recommendations. The Toronto Police Service's Legal Services expressed concerns regarding these recommendations at the inquest.

In a memo filed by Arthur Maloney, Q.C. and R. Roy McMurty, concerning the discretionary power of police to the Board of Commissioners of Police of Metropolitan Toronto July, 1985, it was stated:

*It is respectfully submitted that there is no principle more fundamental than the one that holds that a police officer in the proper exercise of his duties possesses a discretion with the honest exercise of which the law will not interfere. The discretion of a police officer is manifested either by the commission of positive acts or, as is often the case, in the non-invocation of the criminal process. This latter exercise of discretion is proper in certain cases even where sufficient evidence available to obtain a conviction.*

Specifically, inquest recommendation 6(c) removes this crucial discretionary power of an officer by stating that "...any person who is alleged to have committed an indictable offence will be arrested and charged accordingly."

In addition, the presence of police performing pay duties at these large venues is primarily for crowd control and protection of the public peace. It is important that police officers remain impartial at these events and not appear to be quasi-bouncers or a part of the group hosting the event.

As contained in Service procedure entitled 'Special Pay Duties' (20-01), after meetings with an event organizer and upon visiting the proposed site, the intended location of officers and the number of officers required must be determined by the Unit Commander who is in entrusted with this responsibility.

#### **Recommendation No. 7**

We the jury recommend that the ratio of pay duty officers per patron at raves should be the subject of general regulatory guidelines. These guidelines should be flexible and allow for both an increase and decrease in the number of both uniform and undercover pay duty officers as warranted. As much as possible, the issue should be resolved by the local police service responsible for the area where a rave is to be held

#### **Rationale for recommendation:**

The jury heard evidence that police have important roles at Rave parties (as provided by both uniformed and undercover officers), in order to make these events as safe as possible. Conflicting evidence was heard as to the appropriate ratio of pay duty police officers to patrons at these events. The jury has recognized the important roles of police at these events and is recommending that the exact ratio of police/patrons, if possible, be resolved locally by the involved parties.

#### **Response:**

The Service recognizes and agrees that the police play an important role at these events. In fact, in March 2000, the Service established "Operation Strike Force" with the objective of developing operational standards to make these events as safe as possible.

In collaboration with Toronto Fire Services and the Toronto Ambulance Services, whose primary mandate is also public safety, a protocol was established and adopted by the Services Board. (Board Minute 318/2000 refers.)

As discussed and approved in that Board Report, events of this nature, which attract large numbers of people, are unique and must be considered individually to optimize public safety and officer safety. It is not in the best interest of this Service, its officers or the public in establishing ratios of pay duty officer to patron.

officers for such events. Upon meeting with the event promoter and visiting the proposed site, the Pay Duty Co-ordinator will develop an "event plan" outlining the proposed number of officers required (uniform and plainclothes), the intended location of officers and their required duties for approval of the respective unit commander.

It is recommended that the Board approve the following response to the jury recommendations resulting from the inquest into the death of Allen Ho and that the Board Administrator forward the approved response to the Office of the Chief Coroner.

Mr. Frank Chen, CAO - Policing will be in attendance at the Board meeting to answer any questions.

Chief Fantino responded to questions by the Board with regard to the Service's response to jury recommendation no. 6 (b).

The Board indicated that it did not agree with the Service's response to 6 (b) and approved the following Motion:

**THAT the Board approve the foregoing report with the exception of the Service's response to jury recommendation 6(b) and agree that the response to 6(b) should indicate that it does not apply to the Toronto Police Service.**

## **Section 6**

### **Responses to Recommendations:**

#### **Ministry of Municipal Affairs and Housing**

Ministry of  
Municipal Affairs  
and Housing

Office of the Deputy Minister

777 Bay Street  
Toronto ON M5G 2E5  
(416) 585-7100

Ministère des  
Affaires municipales  
et du Logement

Bureau du Sous-ministre

777 rue Bay  
Toronto ON M5G 2E5  
(416) 585-7100



September 28, 2001

Dr. Bonita Porter  
Deputy Chief Coroner of  
Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto ON M7A 2G9

**Subject: Inquest into the death of Allen Ho**

Dear Dr. Porter:

I am writing in response to your letter of September 8, 2000, concerning the inquest into the death of Allen Ho.

Staff of the Ministry of Municipal Affairs and Housing (MMAH) have reviewed the Coroner's Jury recommendations and I wish to offer the following comments regarding Recommendation #8: *The power to inspect and close a rave should be part of any legislation passed by the provincial government and any municipal government. The provisions set out in sections 6 and 7 of the Raves Act 2000 should be used as a model.*

MMAH believes the current legislation meets the spirit of Recommendation #8. Municipalities have significant powers under the Municipal Act and the Planning Act to control establishments that pose health and safety risks or create significant nuisances.

Under current provisions, municipalities have substantial licensing powers, which include imposing conditions as a requirement of obtaining, continuing to hold or renewing a licence; revoking a licence if the person does not comply with the conditions of the licence; preventing a person from carrying on a business without a licence; and prescribing licensing fees. Municipalities can also regulate the location of businesses through the planning process, which includes the opportunity for public input.

/2

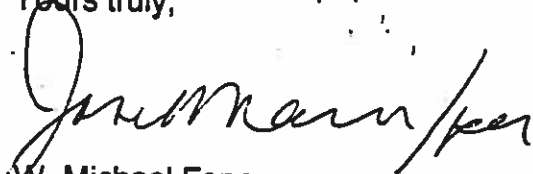
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Allen Ho

Dr. Bonita Porter

Existing municipal powers make changes contained in Recommendation #8 unnecessary. As part of Municipal Act reform, Ministry staff are reviewing other tools to better help make raves safer.

Thank you for the opportunity to review these important recommendations. I trust that this information is of assistance to you at this time.

Yours truly,

A handwritten signature in dark ink, appearing to read "W. Michael Fenn". The signature is fluid and cursive, with a large initial "W" and a stylized "F".

W. Michael Fenn  
Deputy Minister



## **Section 7**

### **Responses to Recommendations: Association of Municipalities of Ontario**



Association of Municipalities of Ontario

**OFFICE OF THE PRESIDENT**

October 3, 2001

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto, ON M7A 2G9

Dear Dr. Porter:

I would like to thank you for giving our Association the opportunity to comment on the findings of the Coroner's Jury from the inquest into the death of Allen Ho (File Q2000-34). This was an unnecessary and tragic death, and I hope that your inquest will help ensure that this type of incident never happens again in Ontario. Our members have been very concerned with the issue of raves, and the illegal activity (especially drug use) that is associated with some of these events.

You have asked us to comment on the eighth recommendation, which deals with Bill 73, *an Act to promote public peace and safety by regulating late-night dance events*. It was felt by the Jury that AMO and/or its members might be in a position to implement it. Unfortunately, we are not (Inquest Response Code 5). It is a provincial Bill that must be passed by the Ontario Legislature. Our understanding is that it fell off of the Order Paper when the House was prorogued.

At the time of its introduction, we were supportive of the Bill, in principle. I have attached our correspondence with the Minister of Consumer and Commercial Relations, the Honourable Robert Runciman, and the sponsor of the legislation, Sandra Pupatello, MPP, for your interest. We felt that a few issues in the draft legislation needed to be clarified, but agreed with your Jury that a government consultation on the legislation was needed.

We hope that a similar Bill will be introduced, go through a consultation process, and be passed by the Ontario Legislature soon, so the problems associated with raves can be resolved.

Yours very sincerely,

Ann Mulvale  
President

Attachments



Association of  
Municipalities  
of Ontario

**OFFICE OF THE PRESIDENT**

December 22, 2000

Sandra Pupatello, MPP  
Opposition Deputy Leader  
Room 357, Legislative Building  
Queen's Park  
Toronto, ON M7A 1A4

Dear Ms Pupatello:

I would like to thank you for bringing forward the issue of illegal raves which are becoming, not only a criminal concern, but a health and safety problem in a number of Ontario's municipalities.

At the AMO conference in August of this year, the delegates asked that the AMO Board review Bill 73, *An Act to Promote Public Peace and Safety by Regulating Late-night Dance Events* which you introduced in the Provincial Legislature. At its last meeting, the Board supported your Bill in principle, noting there are few provisions in the legislation that the Association feels need to be clarified. These issues can hopefully be resolved through government consultation as suggested by the Allen Ho Coroner's Jury, or in Standing Committee if the Bill proceeds.

Once again, we thank you for your efforts in raising this issue through legislation, and we look forward to working with you to find solutions to resolve the problems associated with raves.

Yours very sincerely,

A handwritten signature in black ink, appearing to read 'Ann Mulvale'.

Ann Mulvale  
President

cc. The Honourable David Tsubouchi, Solicitor General  
The Honourable Bob Runciman, Minister of Consumer & Commercial Relations  
John Elvidge, Corporate Services, City of Toronto

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Allen Ho



Association of  
Municipalities  
of Ontario

**OFFICE OF THE PRESIDENT**

December 22, 2000

The Honourable Robert Runciman  
Minister of Consumer and Commercial Relations  
35<sup>th</sup> Floor, 250 Yonge Street  
Toronto, ON M5B 2N5

Dear Minister:

The Association of Municipalities of Ontario would like to congratulate you on your Ministry's efforts to promote interdisciplinary law enforcement to "... strengthen the ability of municipalities and the province to crack down on establishments where it can be shown that illegal acts ... habitually occur." The attached resolution was approved by our Board.

As you know, several municipalities are experiencing problems with some bars, raves, clubs, nightclubs, all-age bars, and other establishments and businesses. Most of these enterprises are legitimate and law-abiding ventures, but some are harboring or promoting illegal activities and generating health/safety concerns and complaints from our residents.

Your conference in May presented some real solutions on how to resolve these problems through interdisciplinary enforcement where all aspects of law enforcement from each order of government are utilized. The successes with "Project Almonzo" in Toronto, the closing down of the biker club house in Vaughan, and the work being done in the taxi cab and body shop industries demonstrate the effectiveness of this strategy.

We support many of the findings in your October 19<sup>th</sup> *Building Safer Communities* report. We do feel that the recommendation to establish a provincial centralized unit to deal with these issues needs to be clarified. Municipalities have different law enforcement priorities, from motorcycle clubs, to illegal raves/bush parties and to all-age bars serving alcohol to minors. As with other issues, one size does not fit all, so this interdisciplinary initiative and any future centralized unit will be more effective if it is driven by local concerns and priorities whether in urban or non-urban areas. We must also discuss the funding implications of any such unit.

.../2

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Allen Ho

Your report notes that there are other opportunities to strengthen interdisciplinary law enforcement include, among other matters, strengthening the Liquor License Act (LLA), so that licensing is viewed as a privilege and not a right, taking better advantage of Proceeds of Crime legislation; increasing public education efforts; conducting seminars for judges, landlords, insurance companies and real estate brokers, so they are aware of the dangers associated with holding events, like raves, in structures that violate building/fire codes; holding landlords more accountable; increasing penalties beyond fines, to temporary license suspensions in emergency situations, and giving municipalities the same power the province has in the LLA to review, revoke or attach conditions to a license based on community impact statements.

I also want to share with you that the AMO Board supported, in principle, Bill 73, *An Act to Promote Public Peace and Safety by Regulating Late-night Dance Events* introduced by Sandra Pupatello, MPP. We do feel that some provisions in the Act need to be clarified, and note that a Coroner's Jury investigating the death of a university student at a rave recommended the provincial government undergo a consultation regarding the Bill.

As previously mentioned, there are issues that we need to discuss further, however the Association looks forward to working with your Ministry on developing this type of interdisciplinary enforcement.

Yours very sincerely,



Ann Mulvale  
President

cc. The Honourable David Tsubouchi, Solicitor General  
Lisa Elliot, MCCR Communications Branch  
John Elvidge, Corporate Services, City of Toronto  
Sandra Pupatello M.P.P., Liberal Party of Ontario  
Edward P. Lustig, CAO Niagara Falls

## **Section 8**

### **Responses to Recommendations:**

**Ministry of Health and Long Term Care  
Chief Medical Officer of Health**

Corporate Coordination Office  
80 Grosvenor Street  
9<sup>th</sup> Floor, Hepburn Block  
Toronto ON M7A 1R3  
Telephone: (416) 327-3090  
Facsimile: (416) 327-2714

October 16, 2001

Dr. Bonita Porter  
Deputy Chief Coroner for Ontario  
Ministry of the Solicitor General  
26 Grenville Street  
Toronto ON M7A 2G9

Dear Dr. Porter:

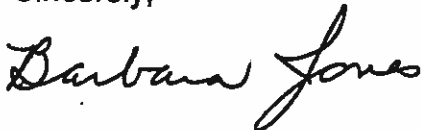
**Re: Inquest into death of Alan Ho - Your file number Q2000-34**

Thank you for the opportunity to review and update our response dated November 20, 2000 on the above inquest.

Ministry of Health and Long-Term Care staff have reviewed the response and updated comments have been sent to you directly by Dr. Colin D'Cunha on September 24, 2001. A copy of his letter is attached. Dr. D'Cunha's response represents the Ministry of Health and Long-Term Care's updated comments on this inquest and should be interpreted as the updated response from the Ministry as a whole.

If I can be of further assistance, please do not hesitate to contact me.

Sincerely,



Barbara Jones  
Manager  
Corporate Coordination Office

Ministry of Health  
and Long-Term Care

Ministère de la Santé  
et des Soins de longue durée



Public Health Branch  
8<sup>th</sup> Floor, 5700 Yonge Street  
Toronto ON M2M 4K5

Direction de la santé publique  
5700, rue Yonge, 8<sup>e</sup> étage  
Toronto ON M2M 4K5

Telephone/Téléphone: (416) 327-7392  
Facsimile/Télocopieur: (416) 327-7438

SEP 24 2001

B.M.B. Porter  
BSc, Phm, MSc, MD, CCFP  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto ON M7A 2G9

Dear Dr. Porter:

Re: Inquest into the death of Allen Ho, deceased October 10, 1999, your file Q2000-34

Thank you for the opportunity to again review the verdict and recommendations of the coroner's jury and to review and update the Ministry of Health and Long-Term Care response. My staff has completed the review and offers the following comments:

**Recommendation 10 (a):**

Public health departments throughout this province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problems present in the community.

**Comments:**

A good deal of educational activity directed at youth is already taking place in the community. Within the Ministry of Health and Long-Term Care two branches are involved in health promotion including education for the prevention of substance abuse, the Public Health Branch and the Community and Health Promotion Branch.

The Public Health Branch is involved in establishing and monitoring the Mandatory Programs for Ontario's 37 local boards of health including the Injury Prevention and Substance Abuse Prevention Program. This Mandatory Program includes a number of requirements to address the prevention of substance abuse including activities directed to Ontario schools, communities, work places and health professionals. Moreover, this Mandatory Program is currently under review and revision by a Technical Review Committee. Draft proposed strategies include: supporting the provision of information to youth, parents or caregivers, and youth serving agencies; consultation, development and review of learning materials in schools and other learning environments; support for the provision of harm-reduction information to risk groups; collaborative planning and implementation of community strategies to promote harm reduction and drug-free lifestyles; and advocacy for education and harm reduction policies applicable to youth. Toronto Public Health, the largest of the 37 health



units in Ontario, has been very involved in addressing the issues related to raves and developed two reports providing a broad range of recommendations.

As Ontario municipalities fund 50% of the Mandatory Programs for local boards of health, the recommendations in the new draft Mandatory Program are being costed to allow the discussion of resource implications with the municipalities. Moreover, the Ministry approval process is yet to be undertaken.

The Community and Health Promotion Branch funds six programs aimed at preventing alcohol and drug abuse in Ontario.

This Ministry's Ontario Substance Abuse Bureau funds addiction treatment services. The Ontario Youth Managers Coordinating Group, a network of representatives from agencies providing specific addiction services for youth, has been discussing raves and rave drugs to better address the issues facing clients. These providers work with youth at risk and would be invaluable resources in the development of educational strategies targeted at the drug use problem(s) in the community.

Overall, however, increases in substance abuse among Ontario youth and reports from staff in Ontario health units, confirm a need for increased educational activities for and involving youth. In particular, there is a need to increase perception and knowledge of the risks involved in experimenting with and continued use of illicit and harmful drugs as well as the risks inherent in attendance at raves. Hard-to-reach youths are a particular target.

#### **Recommendation 10 (b):**

Educational strategies in addition to "Just Say No" should include and support "Harm Reduction" as promoted by the Toronto Harm Reduction Task Force and the Toronto Rave Info Project (TRIP); the latter provides harm reduction information at raves by volunteers at booths approved and/or requested by the promoters.

#### **Comments:**

See above regarding the inclusion of a harm reduction approach into the draft revised Injury and Substance Abuse Prevention Mandatory Program for local boards of health. Harm reduction focuses on decreasing the negative health and social consequences of substance use rather than concentrating solely on eliminating the use of drugs. Harm reduction activities are part of the continuum of interventions ranging from safer drug use strategies to abstinence. Addressing the harm associated with substance use reduces health risks to individuals, their families and communities; improves the social and economic status of individuals; and subsequently reduces the health, social, justice and enforcement costs. Use of harm-reduction strategies reduces the likelihood that people who use drugs will contract or spread HIV, hepatitis C and other infections, overdose on drugs, or otherwise harm themselves or other members of society.

#### **Recommendation 10 (d):**

Educational strategies for "ravers" take into account the unique situation of a rave party. They consist of long overnight hours, prolonged and energetic dancing, propensity for

**Allen Ho**

dehydration, high temperatures inside the venues and that some attendees will be exposed to and may take MDMA (ecstasy) or other party drugs.

**Comments:**

Educational resources and strategies regarding raves address the risks inherent in attendance including the types of drugs that may be available and risks of dehydration. Strategies also focus on the development of skills to prepare youths to cope effectively with the situations they are likely to encounter. New educational resources on the "club drugs", including MDMA, have recently been developed by the Centre for Addiction and Mental Health (CAMH). In partnership with Toronto Public Health, a public service announcement will also be launched by CAMH in the next few weeks. The focus is primarily one of harm reduction and the provision of information on access to resources and services. Moreover, CAMH is involved in new research on MDMA in relation to its effects on brain chemicals.

Steve Meredith of CAMH also reports that fewer of the very large raves have been held in Toronto in recent months. Those that are held on city property do follow the protocols established by the city. However, the planners tend to avoid the large city-owned venues. The use of "club drugs" has also extended well beyond the rave scene and tends to be used in after-hours dance clubs for persons age 19 and over, or in private homes. MDMA is a big issue. Moreover, the mixing of types of drugs is reported.

**Recommendation 14 (a):**

That illicit drug use, as diagnosed by a physician, become a reportable disease so that public health departments can detect changing patterns of drug use. This information should respect the confidentiality and privacy of the patients.

**Comments:**

Reportable diseases present a particular risk to the community because of their communicability to other individuals and the risk of spread unless appropriate treatment and other precautions are taken. It is not appropriate that illicit drug use, which is not a disease but a behaviour, become reportable. However, there is a need for the collection and dissemination of data on the incidence and treatment of substance abuse.

**Recommendation 14 (b):**

That those working in hospitals and their emergency departments be informed of changes in pattern of drug use in the community.

**Comments:**

As of July 1<sup>st</sup>, 2000 emergency departments in Ontario hospitals are required to document and report data on services provided. Staff in the Public Health Branch have established liaison with the Canadian Institute for Health Information's (CIHI's) National Ambulatory Care Reporting System (NACRS) responsible for processing this data and have informed the health units. On the NACRS system is well established, the secondary analysis of emergency room data for health surveillance

purposes is a future possibility. Ideally data on drug use in communities should be disseminated to all key stakeholders including public health departments/units, emergency departments, and other relevant services of the health care system. The Centre for Addiction and Mental Health (CAMH) also produces the results of regular surveys on the use of alcohol and other drugs by youth and adults. These reports are available through CAMH.

I trust this information will be of assistance. Please note that it will be many months before the new draft Mandatory Program for local boards of health will receive final approval.

Yours truly,



for Colin O. D'Cunha, MBBs, MHSc, FRCPC  
Director, Public Health Branch and  
Chief Medical Officer of Health

## **Section 9**

### **Responses to Recommendations:**

#### **Ministry of Education**

Ministry of Education

Ministère de l'Éducation

Deputy Minister

Sous-ministre

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October 2, 2001

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto, ON M7A 2G9

Dear Dr. Porter,

**Re: Inquest into the death of Allen Ho - File No. O2000-34**

I am writing further to your letter of August 28<sup>th</sup>, 2001 regarding an update to the Ministry of Education's response to the recommendations from the Coroner's jury inquest into the death of Allen Ho.

Attached please find an update to the Ministry of Education's response sent to you on May 24<sup>th</sup>, 2001. The update reflects that we have shared a copy of the Coroner's jury report and recommendations with all school boards and school authorities across Ontario encouraging them to continue to work with public health departments to help address drug use problems in their communities. A copy of the memorandum that I sent to boards and school authorities is also attached for your information.

Thank you once again for this opportunity to update our earlier response. We hope that efforts such as these will help to reduce the occurrence of these tragic incidents in the future.

Sincerely,

A handwritten signature in black ink, appearing to read "Suzanne Herbert", written over a horizontal line.

Suzanne Herbert  
Deputy Minister

Attachment

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Allen Ho

# The Ministry of Education's Response to the Coroner's Jury Inquest Recommendations Concerning the Death of Allen Ho

Recommendations Affecting EDU	
Recommendation	EDU Response to the Recommendations
10 (a)  Public health departments throughout this Province that work locally and regionally with all health care practitioners (especially those working in emergency departments), police, school boards and representatives of the youth at risk, develop educational strategies targeted at the drug use problem(s) present in the community.	<p>The Ministry of Education in concert with MOHLTC would be pleased to encourage school boards to work with public health departments to help address the drug use problem.</p> <p>The province-wide Ontario Curriculum for Health and Physical Education responds to the need for clear and consistent expectations related to human growth and development, and substance use and abuse.</p> <p>The knowledge that students will acquire through the Substance Use and Abuse component of the new curriculum is critical to ensure that they understand the harmful effects of drug abuse.</p> <ul style="list-style-type: none"><li>• The Healthy Living section of the elementary curriculum focuses on providing students with an understanding of the consequences of drug use, and the effects of drugs, including prescription drugs, non-prescription drugs, tobacco, alcohol, and illicit drugs.<ul style="list-style-type: none"><li>- As early as Grade 2, students will learn the difference between prescription and non-prescription medicines</li><li>- In Grade 5, students will learn decision-making skills to make and maintain healthy choices related to tobacco use</li><li>- In Grade 8, students will be taught about the negative consequences of substance use and abuse, and address situations related to personal well-being in which substance use or abuse is one of the factors.</li></ul></li><li>• The Healthy Living section of the secondary curriculum focuses on providing students with an understanding of the issues and coping strategies related to substance use and abuse.<ul style="list-style-type: none"><li>- In Grades 9 &amp; 10 students will describe the factors that lead to substance dependence; describe the physiological and sociological effects of substance abuse; demonstrate knowledge of the legal aspects of substance use and abuse.</li></ul></li></ul>

Recommendations Affecting EDU		
Recommendation	EDU Response to the Recommendations	
10(a)-continued	<ul style="list-style-type: none"> <li>- In Grades 11 and 12, students will:               <ul style="list-style-type: none"> <li>- demonstrate an understanding of the components of the Vitality concept (i.e. healthful eating, an active lifestyle, a positive self-concept);</li> <li>- demonstrate a commitment to the promotion of personal health and a healthy lifestyle within the school community;</li> <li>- demonstrate an ability to influence and support others in making positive health choices;</li> <li>- identify sources of information on and services related to mental health (e.g., the Internet, libraries, community agencies, media) in the community and beyond.</li> </ul> </li> </ul> <p><u>Update - September 2001</u></p> <p>The Deputy Minister of Education has written to school boards and school authorities across Ontario sharing a copy of the Coroner's jury report and recommendations and encouraging them to continue to work with the public health departments in their communities to help address the drug use problem.</p>	

Recommendations Affecting EDU	
Recommendation	EDU Response to the Recommendations
<p>12</p> <p>The City of Toronto with the Province of Ontario should fund the creation of a video, a web site and other educational materials that will realistically portray the risks of Ecstasy and other party drugs - for use in schools and for the edification of parents and the community.</p>	<p>EDU would be pleased to work with MOHLTC in the development of educational materials, such as a web site and video portraying the risks of Ecstasy and other party drugs.</p> <p>The province-wide Ontario Curriculum for Health and Physical Education responds to the need for clear and consistent expectations related to human growth and development, and substance use and abuse.</p> <p>The knowledge that students will acquire through the Substance Use and Abuse component of the new curriculum is critical to ensure that they understand the harmful effects of drug abuse.</p> <ul style="list-style-type: none"> <li>• The Healthy Living section of the elementary curriculum focuses on providing students with an understanding of the consequences of drug use, and the effects of drugs, including prescription drugs, non-prescription drugs, tobacco, alcohol, and illicit drugs. <ul style="list-style-type: none"> <li>- As early as Grade 2, students will learn the difference between prescription and non-prescription medicines</li> <li>- In Grade 5, students will learn decision-making skills to make and maintain healthy choices related to tobacco use</li> <li>- In Grade 8, students will be taught about the negative consequences of substance use and abuse, and address situations related to personal well-being in which substance use or abuse is one of the factors.</li> </ul> </li> <li>• The Healthy Living section of the secondary curriculum focuses on providing students with an understanding of the issues and coping strategies related to substance use and abuse. <ul style="list-style-type: none"> <li>- In Grades 9 &amp; 10 students will describe the factors that lead to substance dependence; describe the physiological and sociological effects of substance abuse; demonstrate knowledge of the legal aspects of substance use and abuse.</li> </ul> </li> </ul>



Recommendations Affecting EDU		
Recommendation	EDU Response to the Recommendations	
12 - continued	<ul style="list-style-type: none"> <li>- In Grades 11 and 12, students will:               <ul style="list-style-type: none"> <li>- demonstrate an understanding of the components of the Vitality concept (i.e. healthful eating, an active lifestyle, a positive self-concept);</li> <li>- demonstrate a commitment to the promotion of personal health and a healthy lifestyle within the school community;</li> <li>- demonstrate an ability to influence and support others in making positive health choices;</li> <li>- identify sources of information on and services related to mental health (e.g., the Internet, libraries, community agencies, media) in the community and beyond.</li> </ul> </li> </ul>	
13	<p>All recommendations should be sent to the Minister of Education for the Province of Ontario. The Minister should forward the verdict to appropriate representatives in the school boards throughout the province, so that they are aware of some of the drug related issues identified at the inquest. This may help with planning future curricula related to illicit drug use.</p>	<p><u>Update - September 2001</u></p> <p><b>The Ministry of Education has forwarded a copy of the Coroner's jury report and recommendations to all school boards and school authorities across Ontario.</b></p> <p>The province-wide Ontario Curriculum for Health and Physical Education responds to the need for clear and consistent expectations related to human growth and development, and substance use and abuse (see 10 (a) &amp; 12 above).</p>

Ministry of Education

Ministère de l'Éducation

Deputy Minister

Sous-ministre

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**MEMORANDUM TO:** Directors of Education  
Secretaries of School Authorities

**FROM:** Suzanne Herbert  
Deputy Minister of Education

**DATE:** May 24, 2001

**RE:** Coroner's Inquest Concerning the Death of Allen Ho

On June 1, 2000 the Coroner's Jury released its verdict and recommendations following the inquest touching the death of Allen Ho. Allen Ho was a 21 years old at the time of his death and was enrolled as a student at Ryerson Polytechnic University in Toronto. On the night of Saturday, October 9, 1999, Mr. Ho attended a "Rave" party which was held in an underground parking garage in the City of Toronto. Mr. Ho was later found by a friend lying unresponsive on the dance floor of this garage. On Sunday, October 10<sup>th</sup>, he was taken to the hospital, where he later died. Investigation into this death revealed that Mr. Ho had ingested methylenedioxymethamphetamine (also known as "Ecstasy" or MDMA) prior to his death.

The coroner's inquest was called in order to examine the events surrounding the death, as well as, broader issues surrounding rave parties; including, the promotion, organization, and operation of these all night dance parties, public health issues, and relevant existing legislation.

The Jury made a total of 19 recommendations. Recommendations 10(a), 12 and 13 were directed to the Ministry of Education.

I would like to draw your attention to recommendation 10(a), which directs public health departments throughout Ontario to develop educational strategies targeted at the drug use problem present in communities. I encourage you to continue to work with the public health departments in your community to help address this problem.

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Allen Ho

In addition, recommendation 13 of the report recommended that all the Coroner's report recommendations be forwarded to representatives in school boards throughout the province, so that they are aware of some of the drug related issues identified at the inquest, and that this may help with planning future curricula related to illicit drug use. Attached, for your information is a copy of the Coroner's report.

Thank you for your time and attention to this matter. We hope that these efforts will help to reduce the occurrence of these tragic incidents in the future.



Suzanne Herbert

**Attachment**

cc: Dr. James G. Young  
Chief Coroner, Office of the Chief Coroner, Solicitor General

Daniel Burns  
Deputy Minister, Health

Maurice Proulx  
ADM, French-Language Education and Educational Operations, Education

Brian Fleming  
Director, Field Services Branch, Education

Ministry of Education

Ministère de l'Éducation

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**NOTE DE SERVICE**

**DESTINATAIRES :** Directrices et directeurs de l'éducation  
Secrétaires des administrations scolaires

**EXPÉDITRICE :** Suzanne Herbert  
Sous-ministre de l'Éducation

**DATE :** Le 24 mai 2001

**OBJET :** Enquête du coroner concernant la mort d'Allen Ho

Le 1<sup>er</sup> juin 2000, le jury du coroner a rendu son verdict et formulé des recommandations à la suite de l'enquête sur la mort d'Allen Ho, étudiant de 21 ans qui fréquentait l'Université polytechnique Ryerson de Toronto. Le soir du samedi 9 octobre 1999, M. Ho a participé à une soirée « rave » dans un stationnement souterrain de Toronto. Plus tard, un ami l'a découvert inconscient sur la piste de danse. Le dimanche 10 octobre, il a été conduit à l'hôpital où il est décédé. L'enquête a révélé que M. Ho avait pris de la méthylènedioxyméthamphétamine (également connue sous le nom d'« ecstasy » ou MDMA).

Le coroner a mené une enquête en vue d'examiner les événements qui avaient entouré la mort de M. Ho de même que des questions plus générales touchant les soirées « rave », notamment la promotion, l'organisation et le déroulement de ces soirées de danse qui durent toute la nuit, des questions de santé publique et les textes de loi pertinents.

Le jury a formulé 19 recommandations. Les recommandations 10 a), 12 et 13 sont adressées au ministère de l'Éducation.

J'aimerais attirer votre attention sur la recommandation 10 a), qui propose aux services de santé publique de l'Ontario d'élaborer des stratégies éducatives sur l'usage de drogues dans la société. Je vous invite à poursuivre votre collaboration avec les services de santé publique locaux pour lutter contre ce problème.

En outre, la recommandation 13 propose que l'ensemble des recommandations contenues dans le rapport du coroner soit communiqué aux représentantes et représentants des conseils scolaires de toute la province, afin de les mettre au courant des questions relatives aux drogues qui ont été étudiées pendant l'enquête et de les aider à élaborer des programmes d'études concernant les drogues illicites. Veuillez trouver ci-joint un exemplaire de ce rapport. Étant donné qu'il s'agit d'un document technique et que les délibérations ont été en anglais, il n'existe pas de version française du verdict et des recommandations du jury du coroner.

Nous espérons que ces mesures permettront de réduire l'incidence de tels événements tragiques. Je vous remercie de l'attention que vous portez à ce problème.



Suzanne Herbert

p.j.

c.c. D<sup>r</sup> James G. Young  
Coroner en chef, Bureau du coroner en chef, ministère du Solliciteur général

M. Daniel Burns  
Sous-ministre de la Santé

M. Maurice Proulx  
Sous-ministre adjoint, Éducation en langue française et administration de l'éducation, ministère de l'Éducation

M. Brian Fleming  
Directeur des services dans les districts, ministère de l'Éducation

## **Section 10**

### **Responses to Recommendations: Solicitor General of Canada**

Solicitor General  
of Canada



Solliciteur général  
du Canada

Ottawa, Canada K1A 0P8

2 OCT 2001

Dr. B.M.B. Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto, Ontario  
M7A 2G9

Dear Doctor Porter:

Subject: Your File No. Q2000-34

Thank you for your subsequent letter of August 28, 2001, and enclosures, regarding the upcoming report on the responses received following the inquest into the death of Mr. Allen Ho.

Since my response to you on November 6, 2000 on substance abuse issues, I would add that representatives from Solicitor General Canada, the Royal Canadian Mounted Police, Health Canada, the Ottawa-Carleton Police Service and other municipal police services from across the country have met on a number of occasions to discuss the emerging issues of raves and club drugs. Participants agreed to engage in further discussions about the development of specialized training for law enforcement personnel and regional and national forums on rave and drug-related issues. Furthermore, this Department will be participating in a Health Canada-led initiative this fall, which will bring stakeholders together to develop a multi-partner prevention strategy to address club-drug related issues.

Thank you again for giving me the opportunity to provide additional information on this serious issue.

Sincerely,

Lawrence MacAulay, P.C., M.P.

133  
Allen Ho

Canada

Solicitor General  
of Canada



Solliciteur général  
du Canada

Ottawa, Canada K1A 0P8

06 NOV 2000

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto, Ontario  
M7A 2G9

Dear Doctor Porter:

Subject: Your File No. Q2000-34

Thank you for your letter of September 8, 2000, and enclosures, regarding the inquest into the death of Mr. Allen Ho.

As Solicitor General of Canada, I am deeply concerned about drug abuse and how it affects Canadians. I have read with considerable interest the recommendations of the Coroner's Jury, particularly recommendations 15 and 16. I commend you and your office for your efforts in exploring measures for educating both law enforcement agencies and the Canadian public on the costs and effects of drugs in our society. It is important that law enforcement officials have the tools to recognize the influences of various drugs and those in need of medical attention due to drug abuse.

As you may already be aware, the federal government continues to provide leadership in substance abuse issues. The Ministry of the Solicitor General is responsible primarily for the enforcement aspect of Canada's Drug Strategy; however, it also plays an important role in addressing drug abuse among youth. Phase II of the Strategy has allocated roughly 65 percent of all monies to the education, prevention and treatment of drug addictions.

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Allen Ho

Canada

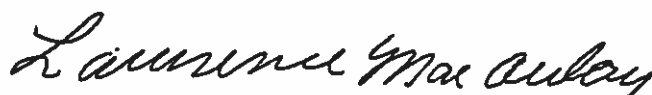


The Department of the Solicitor General and the Royal Canadian Mounted Police (RCMP) participate in the Health and Enforcement in Partnership Steering Committee which is chaired by the Canadian Centre on Substance Abuse and the Canadian Association of Chiefs of Police. A key ongoing aim of the Committee is to educate young people in order to reduce the use of illicit substances by school-aged youth. The RCMP has a well-developed drug awareness program with drug prevention coordinators in each division and works with Health Canada and other key partners to develop programs and partnerships to address issues of common concern. Through its community policing work, the RCMP is committed to working with local police services, community leaders and members to educate them about the ill effects of illegal drug use on youth, their families and their community at large.

I recognize that the ability to detect levels of impairment due to drugs is a skill that needs to be enhanced among police officers. This Department supports the objective of the Drug Recognition Expert (DRE) program. Consequently, Department officials have entered into discussions with the Canadian Association of Chiefs of Police regarding financial support for this training program.

Thank you, once again, for sharing these recommendations with me.

Sincerely,

A handwritten signature in cursive script that reads "Lawrence MacAulay".

Lawrence MacAulay, P.C., M.P.

## **Section 11**

### **Responses to Recommendations:**

### **Ministry of the Solicitor General**

Ministry of the  
Solicitor General

Office of the  
Deputy Minister

25 Grosvenor St  
11th Floor  
Toronto ON M7A 1Y6  
Telephone: (416) 326-5060  
Facsimile: (416) 327-0469

Ministère du  
Solliciteur général

Bureau de la  
sous-ministre

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Toronto ON M7A 1Y6  
Téléphone: (416) 326-5060  
Télécopieur: (416) 327-0469



CM00-03426

**JUL 13 2001**

Dr. Bonita M. B. Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto ON M7A 2G9

Dear Dr. Porter:

On September 8, 2000, the Office of the Chief Coroner shared with the ministry the Jury's recommendations from the Inquest into the death of Allen Ho (deceased October 10, 1999). I am pleased to respond and I apologize for the delay.

The Coroner's jury recommended that:

"...Federal and/or Provincial funding be made available to police agencies in Ontario in order to train some police officers as DRE's (Drug Recognition Experts). These officers could then support frontline officers in establishing whether or not a person was under the influence of drugs, the type of drug and the need for medical attention" (Recommendation #16).

The Ontario Police College's Basic Constable Training, which is mandatory for all police recruits in the province, provides basic training on controlled drugs and substances. This course unit covers the identification of scheduled drugs and signs of drug use.

In addition to the Basic Constable Training course, the Ontario Police College offers an advanced three-week course on Drug Investigation for investigators and/or drug units. The course includes components on drug identification and recognition and clandestine laboratories.

The Drug Investigation Course covers some of the most commonly encountered drugs of abuse including:

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Dr. Bonita M. B. Porter  
Page two

- The opiates and in particular opium, diacetylmorphine (heroin), morphine, hydromorphone (dilaudid), oxycodone (percodan/perocet), hydrocodone, codeine
- Coca including cocaine hydrochloride and crack cocaine
- Phencyclidine
- Cannabis resin and marihuana
- Amphetamines and in particular methamphetamine
- Lysergic acid diethylamide
- Psilocybin
- Ecstasy
- Mescaline (not peyote)
- Barbiturates
- Khat
- Tranquilizers

The course also enables the officer to:

- identify the most commonly encountered drugs of abuse;
- state the schedule that these drugs are found under;
- describe in general terms the effect these drugs have on the body;
- demonstrate packaging methods commonly encountered;
- demonstrate a knowledge of local drug terms and street prices for commonly encountered drugs.

*The Adequacy and Effectiveness of Police Services (Adequacy Standards) Regulation*, which took effect January 1, 2001, under the *Police Services Act*, required every police service in Ontario to have policies, procedures and processes in place with respect to drug investigations.

In order to support the implementation of the Adequacy Standards Regulation, in February 2000, the ministry released a new guideline in this area. The ministry's guideline on drug investigation states that officers investigating drug-related offences other than simple possession have the knowledge, skills and abilities required.

With respect to funding, municipalities are responsible under the *Police Services Act* for providing adequate and effective police services in the areas of crime prevention, law enforcement, victims' assistance, public order maintenance and emergency response services. In addition, municipalities must provide the infrastructure and administration necessary for providing adequate and effective police services. For your information, I have enclosed a copy of the ministry's guideline on drug investigations.

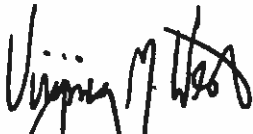
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Dr. Bonita M. B. Porter  
Page three

I trust that this information is of assistance to you at this time. Should you require any clarification regarding the ministry's response, please contact Ms. Noreen Alleyne, Director of our Police Support Services Branch, at (416) 314-3015.

Thank you for sharing the recommendations of the Coroner's jury with me.

Yours truly,



Virginia M. West  
Deputy Solicitor General

Enclosure

## Legislative/Regulatory Requirements

Section 29 of the Adequacy Standards Regulation requires a police services board to have a policy on the investigation of drug-related offences other than simple possession.

In addition, section 12(1)(e) requires the Chief of Police to develop and maintain procedures on and processes for undertaking and managing investigations into drug-related offences other than simple possession.

## Sample Board Policy

Board Policy # \_\_\_\_\_

It is the policy of the \_\_\_\_\_ Police Services Board with respect to undertaking and managing investigations into drug-related offences other than simple possession that the Chief of Police will:

- a) develop and maintain procedures that require that investigations be undertaken and managed in accordance with the police service's criminal investigation management plan; and
- b) ensure that officers investigating drug-related offences other than simple possession have the knowledge, skills and abilities required.

## Police Service Guidelines

### Procedures

1. Every police service's procedures should:
  - a) require that drug investigations other than simple possession be undertaken and managed in accordance with the police service's criminal investigation management plan;
  - b) address the accountability, control and planning required for drug surveillance, undercover and raid operations;
  - c) require that all officers conducting a planned drug raid be visually identifiable as police officers, except if wearing a visual identifier would put an undercover/plain clothes officer at risk;
  - d) where designated, set out the approval process for reverse undercover drug operations and controlled deliveries, including accountability and control for such operations;
  - e) set out the approval process for illicit drug purchases by officers for the purpose of obtaining evidence in a drug investigation, including the accountability and control over the use of "buy money" in drug investigations;

- f) require that consideration be given to undertaking a proceeds of crime investigation in accordance with the police service's procedures on proceeds of crime;
  - g) require compliance by officers with the police service's procedures on the collection, preservation and control of evidence and property;
  - h) require that the use of paid informants and agents in support of drug investigations is in accordance with the police service's procedures on paid informants and agents;
  - i) set out the circumstances and process for submitting drug exhibits for analysis in accordance with the requirements of Health and Welfare Canada;
  - j) set out the steps to be followed when it is necessary to contact an agency outside Canada for information in connection with a drug investigation;
  - k) set out the criteria and approvals process for participating in joint forces drug operations in accordance with the police service's procedures on joint forces operations; and
  - l) where designated, address the steps to be followed to conform to the provisions of the *Controlled Drugs and Substances Act* regarding the handling of state and street drugs.
2. Every Chief of Police should ensure that officers investigating drug-related offences other than simple possession have the knowledge, skills and abilities required.



## **Section 12**

### **Responses to Recommendations:**

### **Chief Justice for Ontario**



THE HONOURABLE J. DAVID WAKE  
ASSOCIATE CHIEF JUSTICE OF THE ONTARIO COURT OF JUSTICE

ONE QUEEN STREET EAST  
SUITE 2600, P.O. BOX 91  
TORONTO, ONTARIO M5C 2W5



L'HONORABLE J. DAVID WAKE  
JUGE EN CHEF ADJOINT DE LA COUR DE L'ONTARIO

1, RUE QUEEN EST  
PIÈCE 2600, C.P. 91  
TORONTO (ONTARIO) M5C 2W5  
TELEPHONE / TÉLÉPHONE (416) 327-6831  
FAX / TÉLÉCOPIEUR (416) 326-4787

March 5, 2001

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests for Ontario  
Office of the Chief Coroner  
26 Grenville Street  
Toronto, Ontario  
M7A 2G9

Dear Madam:

**Re: Inquest into the death of Allen Ho  
deceased October 10, 1999. Your file Q2000-34**

On behalf of Chief Justice Lennox I wish to acknowledge receipt of the letter of the Chief Coroner for Ontario containing a copy of the Coroner's Verdict Explanation, Verdict and Recommendation of the Coroner's Jury, from the inquest into the death of the above. Recommendation 17 has been highlighted since it recommended "that judges involved in the administration of justice recognize the need for meaningful sentences to those who traffic to young people and are involved in the exploitation of the vulnerable most often at the profit of organized crime". We do not propose to respond specifically to this recommendation.

Yours truly,

A handwritten signature in black ink, appearing to read "J. David Wake".

J. DAVID WAKE  
Associate Chief Justice

cc: The Honourable, Chief Justice Brian W. Lennox  
The Honourable, Associate Chief Justice Marietta L.D. Roberts

JDW:sp

## **Section 13**

### **Responses to Recommendations: Office of the Chief Coroner**

Office of the Chief Coroner

26 Grenville Street  
Toronto ON M7A 2G9

Tel (416) 314-4000  
Fax (416) 314-4030

Bureau du coroner en chef

26 rue Grenville  
Toronto ON M7A 2G9

Tél (416) 314-4000  
Télééc (416) 314-4030



September 27, 2000

MEMORANDUM TO:

Dr. J.G. Young  
Chief Coroner

FROM:

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests for Ontario

RE: Inquest into the death of Allen Ho  
deceased October 10, 1999. Our file Q2000-34.

Recommendation 19 from the above inquest states:

*We, the jury recommend that the Chief Coroner for Ontario provide a progress report on the status of implementation of the recommendations approximately one year after the conclusion of the inquest.*

In response to this recommendation, the Office of the Chief Coroner will prepare an analysis of the above inquest which will include details of the responses received. The analysis of responses received to the recommendations will be made public approximately one year from the time of the inquest. It is expected that this analysis will also be included in an Annual Report produced by the Office of the Chief Coroner.

A copy of the report on the status of implementation of recommendations will be forwarded to each jury member.

Dr. Bonita Porter  
Deputy Chief Coroner of Inquests