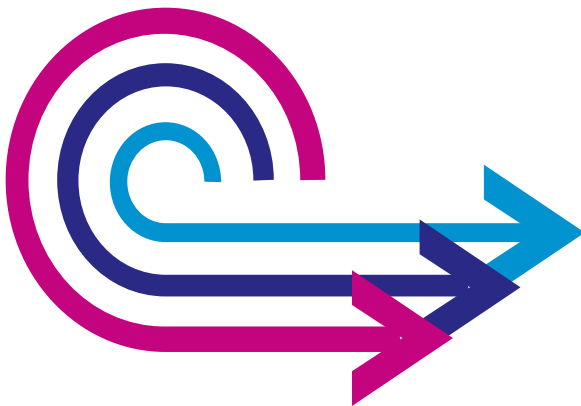


National Conference Addressing Issues Related to Celebratory Riots

November 20–21, 2003

The Ohio State University
Columbus, Ohio

Report of the Proceedings



Conference Sponsored by

**The Ohio State University
and
University of Minnesota
with
U.S. Department of Justice**



Report of the Proceedings prepared by the
U.S. Department of Education's
Higher Education Center for Alcohol and Other Drug Abuse and Violence Prevention
with funding from the
The Network: Addressing Collegiate Alcohol and Other Drug Issues

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This document was prepared by the staff of the U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Abuse and Violence Prevention. Writers included Melissa Aab, Laurie Rosenblum, and Linda Langford. We are grateful for the excellent editing skills of Deborah Fogel. Any questions about its content should be directed to:

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Conference Planning Committee

Numerous administrators and staff members from The Ohio State University and the University of Minnesota worked tirelessly to organize and staff this conference. The Center also thanks the committee members for their assistance with the preparation and review of this document, and for their commitment to disseminating the lessons learned during this important conference. The following individuals served on the planning committee:

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For More Information

This publication and numerous additional resources on this topic are available on the Web site of the Higher Education Center for Alcohol and Other Drug Abuse and Violence Prevention at www.higheredcenter.org.

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Introduction

The National Conference Addressing Issues Related to Celebratory Riots

This report is a summary of the presentations delivered during the National Conference Addressing Issues Related to Celebratory Riots, a two-day conference held at The Ohio State University in Columbus, Ohio, November 20–21, 2003. The meeting, co-sponsored by The Ohio State University, University of Minnesota, and the U.S. Department of Justice, brought together participants from around the nation, including university administrators, community members, students, city and state government officials, law enforcement personnel, and representatives from national organizations.

The purpose of the conference was to share research and experiences about the problem of campus riots and other disorderly behavior, and to discuss concrete strategies for preventing and addressing these disturbances. While riots frequently are associated with sporting events, the topic was purposely broadened to encompass all types of student disturbances in order to consider general solutions. In addition, participants noted that such disturbances are not limited to the college or university community but also have taken place in cities following professional sporting events.

Lessons Learned

The lessons shared at the conference reflect best practices from many fields, including law enforcement, city administration, community organizing, alcohol and other drug prevention, student development, and youth violence prevention. Speakers described the broad array of factors that contribute to campus riots and the need for developing multifaceted solutions to address these many causes. They emphasized the need for proactive planning involving multiple stakeholders, including students, community members, and city and state government representatives, as well as campus officials. They stressed the importance of conducting a thorough assessment of campus-

specific problems and needs, student culture, and current procedures to identify the most appropriate targets for intervention. They described the process of choosing strategies that are informed by current research and theory, but are adapted to local conditions and context. They discussed the importance of undertaking efforts designed to prevent or minimize disturbances in addition to planning responses to problems once they start.

Presenters acknowledged that there is no quick and easy solution for addressing these complex problems; instead campuses will need to undertake comprehensive, multifaceted, ongoing efforts aimed at changing the campus culture. Several speakers described specific initiatives undertaken on their campuses and in the community to prevent and address riots, including changing campus policies and community ordinances; increasing on- and off-campus enforcement efforts; increasing surveillance of events; offering alcohol-free celebrations; educating students about applicable policies and penalties for riotous behavior and alcohol abuse; encouraging responsible party hosting; informing students about their peers' disapproval of rioting behavior; educating and involving parents; facilitating connections between off-campus students and their neighbors; and other measures. Presenters emphasized the need for ongoing communication among stakeholders and careful coordination of multiple efforts.

This report represents a summary of participants' remarks rather than a verbatim transcription. Some conference sessions were not tape-recorded and therefore are not summarized in this report, including two plenary presentations, the roundtable discussions, and the Question and Answer sessions following each speaker. A copy of the full conference agenda can be found in appendix A. The remarks attributed to speakers do not necessarily reflect the opinions or official policies of the organizations they represent or of the sponsoring organizations.

What Goes Around Comes Around When You Want to Get Out of Hell

Dr. Kermit Hall, President, Utah State University

President Hall opened his address with a quote: Winston Churchill once said, “If you’re going through hell, keep going.” This seems like sage advice when dealing with riots on or near campuses, whether the perpetrators are students, alumni, fans, or in almost every case a combination of those and sometimes others. Of late, hell seems to grow not only hotter but also a good deal more troubling. The number of incidents is up, and even good news, such as “Our team won!” appears to bring on negative consequences.

In athletics, there appear to be clear consequences of winning and losing at some national boiling point. These consequences are egged on by a “decision by decimal point” mentality. Most have learned that behaving badly on national television does more for notoriety than enduring fame. Last week, a losing team’s fans did not riot, due in part to preventive measures put in place long before the game. These measures included the university’s weeklong effort to remind fans of what constituted good behavior, collapsible goalposts at the game, new no-reentry stadium rules, and law enforcement presence. Today, the best form of celebration seems to be to seize honor from the jaws of victory.

Hall pointed out how pictures from last year’s Ohio State University (OSU) riot illustrate the merging of the metaphors of violence and sports. One photograph shows a young, white, bare-chested man with his arms thrown up to signal a touchdown while a car burns behind him. A group of beer-drinking onlookers seems to legitimate this ironic signal of conquest. While the game had been over for hours, the drinking had

been going on for almost an entire day.

None of this should come as a surprise to those familiar with the history of higher education. When the position of provost was created during the Middle Ages, the chief duty of this campus officer at the University of Paris was to ensure that students were restrained from their usual rounds of rioting at the expense of city dwellers.

Adversity is always an opportunity, and OSU’s efforts certainly deserve high marks. Hall commended the university for its courage in tackling the problem and hopes this time the resolve will be sustained. As history shows, previous mayhem at OSU has produced uproars of academic and public anguish, followed by committees, reports, actions, and eventually another riot. In addition, Hall praised the task force report, noting that it demonstrates the qualities that distinguish the efforts of OSU and Columbus from other campuses and communities. It is analytical, pragmatic, and sensitive to the complex and multiple causes of these events. The recommendations are clear: control the alcohol, build communities, put both law and order together, and preach respect for one another and public institutions. The report shows both town and gown to good advantage.

Hall said he hopes that he brings a message that will be helpful in assessing the task force report and the pathologies that it addresses. First, he reminded participants of the consequences of bedlam for college campuses—for the police, businesses, neighbors, alumni, students, and ultimately the university. Second, the old phrase, “what goes around comes around” continues to have an annoying degree of vitality.¹

Consequences of Rioting on Different Populations

Hall then discussed the effects of rioting on different populations. Riots expose and fray town-gown relations. For police, spontaneous riots are difficult enough, but when they become a ritual, they draw spectators who anticipate bad behavior and who may revel in destruction. Police must address the troublemakers while protecting their own safety and taking care to avoid hurting bystanders. In addition, riots are expensive for already strapped municipalities. The theme that consistently emerges from police when discussing riots is that a sense of community and trust are essential to prevent and contain rioters.

For local businesses, riots force unwelcome changes. Business operators fear damage to their property and customer threats. They are forced to change the way they do business. Some operators add iron gates and grates, others close window service. While these changes cost money, they also disrupt the sense of security and stability essential to promoting a thriving business community.

Riots also have negative consequences for university alumni. Those who riot—a group of students, alumni, and fans—end up defining the institution in a highly negative way and forecasting a troublesome trend for others. A minority of alumni voice their opinion that the university administration's overreaction to riots is the real problem. While most alumni associations work hard to convince others that things are under control at the university, offering explanations costs money that might be spent on other programs. Finally, riots leave alumni worried that the institution has lost its sense of community.

For residents, the threat to property is very real. Riots are often part of a larger pattern of trash and damage indicating a preexisting breakdown in civility. Riots also have costs for residents—paying for cleanup, protection, and in some cases medical bills. Often, residents end up leaving the area to let someone else rebuild the community.

Riots often have unforeseen consequences for students, even for bystanders who by design or destiny find themselves caught up in the event. The vast majority of students do not riot. These students often feel cheated as the reputation of the institution and character of their community are called into question. In addition, riots cost students money. After riots, students often see an increase in tuition and fees. Finally, riots disrupt a student's sense of community and connectedness, essential pieces of the vitality of the student's experience.

The Utah Experience

A sense of community, or the lack thereof, appears to be a recurring theme. Certain values help to sustain a sense of community on and around campuses. These values are seen in many communities in Utah, where culture shapes behavior.

When it comes to limiting access to and consumption of alcohol, Utah wins. There is no malt liquor, and numerous laws limiting access are enforced. Utah has the lowest DUI rate in the nation and the lowest rates of alcohol use at a university. Alcohol is universally recognized as a fuel propelling bad student behavior on and near campuses. It is the single biggest drug problem on campuses. Hall states that the relationship between alcohol and rioting should not be downplayed.

Hall emphasized that this is not a prohibitionist lecture. But it is impossible to ignore the fact that booze is a kindling that sparks riots. Utah State University has good sports teams, so why no riots? The town of Logan, Utah, has a large number of members of the Church of Jesus Christ of Latter-day Saints (LDS), which means strong values against alcohol. While many students do drink, there is no alcohol on campus. In Logan there is only one bar for 100,000 people. Simply stated, there is just not enough fuel. Alcohol can bring different types of fans and create a different environment.

Other differences that distinguish the community in Logan due to religious values include obedience to authority, deference to elders, cultural values that extend to people who are not LDS members, responsibility for individual behavior, and social responsibility. In Logan, students have to explain bad behavior to the church and the community. As OSU's task force points out, anonymity allows riots to triumph.

At Utah State, more than 60 percent of students are married when they graduate, and 78 percent of all students work because they have families. These students have a stake in the community. They live and work there. They are hard pressed to find a reason to destroy something they have worked so hard to achieve. In a community with a social context that values and stresses ethical behavior, bad behavior is unacceptable. However, this is not a model that can be moved to other areas. And there are drawbacks to such an overwhelming religious prescription.

Hall offers lessons from Utah that others can use. First, culture and values do count. Second, informal structures and values are as important as formal ones. The force of law is on the whole highly overrated, although the concept of the rule of law is to be cherished. It is important to carry a big stick visibly and use it with courage and skill when the appropriate situation arises. Finally, there is good reason to emphasize community, sobriety, and connectedness.

Note

¹*These comments refer only to the boorish and vulgar events that mostly but not always surround sporting events. Today's discussion is about rioting and is not meant to contradict the rights of free speech or assembly.*

Panel Presentation

The University Perspective on Celebratory Riots

Moderator

Dr. Richard N. McKaig, Dean of Students, Indiana University

Panelists

Mr. Bill Hall, Vice President for Student Affairs, The Ohio State University

Ms. Catherine Clark, Student Body Vice President, University of New Hampshire

Ms. Tracy Smith, Director of Student Judicial Affairs, University of Minnesota

Dr. Janet Lillie, Assistant Dean for Undergraduate Education,

College of Communication Arts and Sciences, Michigan State University

As the moderator, Richard McKaig initiated the panel presentation by providing the context for the discussion.

Celebratory rioting is a complex issue for all parties involved, including university administrators and students. The complexities and contradictions concerning riot prevention include the following:

- Attendance at sporting events is desirable, but bigger crowds lead to anonymity.
- Everyone wants events to be fun, but today's culture often equates fun with the consumption of alcohol.
- The alcohol industry is a legitimate business, yet alcohol abuse is a significant problem on college campuses.
- We want fans, and they can contribute in a positive way, but rabid fans can also create more problems.
- We want to promote good sportsmanship, but we also know the hometown crowd is encouraged to cheer in ways that make it difficult for the opposing team.
- Game management and security are important for crowd safety, yet a single focus on policing and enforcement is itself sometimes seen as provocative.

- Public service messages about crowd behavior and the existence of rules and expectations are part of controlling the scene, yet some students say that these regulations are often meaningless, insulting, or unenforceable.
- Students are important to the local economy, which thrives on student business, yet the lifestyle of students can disrupt traditional community life.

The Student Affairs Perspective

Bill Hall, vice president for student affairs at OSU, provided the participants with insights into rioting based on OSU's experience with the riot that followed the OSU-Michigan football game at OSU in November 2002.

Prior to this riot, several riot prevention initiatives were already under way. Measures included extending the student code of conduct off campus, instituting city and university joint planning and policing, working with students to try to establish community through meetings with property owners and efforts to improve housing conditions, and developing a community ambassador program so that students could advocate for better off-campus student housing and focus

on creating dynamic and engaging communities in the University District.

In addition to these long-term initiatives, OSU implemented numerous measures on game day to reduce celebratory rioting, such as increased on- and off-campus patrolling, parking bans, greasing the goalposts, meetings with the media, and campus programming. However, despite those extensive plans, one of the worst riots in OSU history followed the game that evening.

Hall then provided some of his own observations about the underlying causes and factors contributing to this riot. Although based on the OSU riot, this list of observations is not unique to the OSU campus and is consistent with observations following riots at other institutions. In general, witnesses noticed that most of the participants were white males in their early twenties. In addition, the mob mentality took over quickly. When confronted after the riot, participants did not think they had done anything wrong or caused much harm. Generally, parents agreed with this view and accepted the riotous behavior by considering it part of the college experience. They blamed the university or community police rather than the students. Cell phones also contributed to the rioting by allowing students to communicate instantly with each other and to congregate quickly. In addition, the presence of a dense student population in substandard off-campus housing did not promote a sense of community. Lastly, alcohol played a major role in the events by reducing participants' inhibitions.

While OSU has not solved the problem of celebratory riots, it is moving in the right direction. The changes are demonstrated in a video that starts by showing pre-game footage and post-game riot footage and finishes by showing improved conditions a year after implementation of new initiatives. Examples include strict enforcement of alcohol and open-container laws, much less trash, privately controlled parties (not out in the street) where beverages are legal and permitted, bag searches, and tailgating bans. A cleaner

campus is just one of the positive results, and parents say that the atmosphere is now better for their children.

A Student's Perspective

Catherine Clark, student body vice president at the University of New Hampshire (UNH), provided the audience with a history of riots at UNH since her freshman year, followed by a student perspective regarding these events.

A number of celebratory riots occurred at UNH from February 2002 to October 2003.

1. New England Patriots Super Bowl victory (February 3, 2002): A police presence was deployed quickly and resulted in no major confrontation between the police and students.
2. Halloween 2002: Students protested when the bars and late-night pizza place closed for the evening. This was the first disturbance that resulted in multiple arrests.
3. The UNH men's hockey team championship game loss (April 14, 2003): The first large-scale riot occurred, with over 1,000 students participating.
4. Boston Red Sox vs. Oakland A's series (October 6, 2003): Undergraduate students gathered expecting something to happen because of prior incidents. Luckily, not much occurred, and violence was minimal.
5. Boston Red Sox vs. New York Yankees Championship series (October 16, 2003): This was the largest riot yet, with over 2,500 students participating.

Several factors contributed to the riot following the 2003 UNH men's hockey team loss. All-day parties at off-campus complexes and fraternity houses provided students with a place to drink. In addition, this event occurred on one of the first nice spring days after a long cold winter. Although this was a large riot involving more than 1,000 students, most were spectators who came "to see what would happen." The majority

of students who disregarded police instructions or participated in criminal activity were arrested.

The largest riot during this period occurred after the Boston Red Sox lost the American League Championship series in game seven. Because this event was expected to cause disturbances throughout New England, student leaders, administrators, and community leaders met in advance to develop alternatives for students. An on-campus area was secured for students to gather to watch the game with food, nonalcoholic refreshments, and a DJ. Even with this alternative in place, 2,500 students gathered off campus on Main Street, giving rise to the largest civil disturbance in the town to date. The level of violence was higher than at the previous riot, and six students were arrested. After this event, students wrote editorials in the school newspaper questioning why rioting was happening at UNH. The message that rioting is not acceptable spread through student groups and organizations.

In response to the first three events, UNH hosted a Student Summit on Promoting Responsible Celebrations in September 2003. Students from nine campuses attended to voice their opinions. Law enforcement, administrators, student leaders, athletes, and Greek student leaders expressed their thoughts and concerns about celebratory riots in an open forum. Those present were able to see how all parties are affected by these events.

Clark pointed out that riots affect many subpopulations on campuses. Student leaders acknowledge that one of the most difficult issues they face is how to handle an issue that they know is wrong, yet not alienate the people they represent. Student athletes at UNH are discouraged and disappointed that riots generate more public attention than a team's hard work. Greek student organizations often feel as if they are treated as scapegoats instead of being viewed as another group negatively affected by riots and a potential ally in solving the problem. The general consensus among students at UNH and across the country is that the problem of riots cannot be solved

overnight and that "baby steps" are needed. They recognize that, just like administrators, community members, and law enforcement officers, most students also share a common goal: to curb this ongoing problem.

The Student Judicial Affairs Perspective

Tracy Smith, director of student judicial affairs at the University of Minnesota, provided the audience with her office's perspective.

In the past two years the University of Minnesota has had two riots, each following hockey championship games in April. A number of students were disciplined after these events: 14 students in 2002 and 12 in 2003. Sanctions varied and included probation, restitution, and community service in 2002; two students were expelled for arson and car flipping in 2003.

Riots create a large amount of work in the wake of one weekend. Each case takes a lot of time to resolve, especially as there are only a few judicial officers. A range of information must be collected for each sanction. The judicial officers play a significant role in working through the judicial process at the University of Minnesota. They hold hearing panels, gather evidence from police, perform background checks on students, implement and monitor sanctions, meet with students and often also with their attorneys, and constantly coordinate with the city prosecutor's office.

After having the recent opportunity to watch a video of the previous year's riots, in which large numbers of students gathered to start fires, flip cars, and rip down signs, Smith wondered if a student disciplinary process that sanctioned only a dozen people was an adequate deterrent. Given other obvious deterrents, including police and media presence, does the student disciplinary process even enter into students' thoughts? The disciplinary process does seem to play an important role, especially that of trying to encourage a

change in culture. Since the event, for example, the University of Minnesota expanded its conduct policies to prohibit specific riot-related behaviors in the hopes of establishing and enforcing a more acceptable norm.

Each disciplinary case is important, as it represents an intervention with a student who violated community standards. Student judicial affairs (SJA) officers also play an important role in protecting the due process of the student and ensuring fairness during an often heated and difficult time. For example, sometimes interim suspensions are not warranted. Smith also stated that SJA officers need to be vigilant in determining the appropriate form of discipline by looking at each case individually rather than just giving in to public pressure.

Smith observed that the student disciplinary cases at many universities are limited to the criminal ones. Although hundreds of students are involved in riots, the actual number of judicial cases is usually around 10. How can this process be expanded to reach more students?

Smith also raised a variety of questions regarding possible standards in discipline for riotous behavior:

- Who should be out there during riots?
- How do we identify the perpetrators?
- Who will examine tapes and charge students?
- Will increased enforcement be counterproductive?
- What additional types of sanctions would be beneficial and begin to address the group dynamics of a riot?

The Faculty Perspective

Janet Lillie, assistant dean for undergraduate education, College of Communication Arts and Sciences at MSU, provided the audience with her perspective as a university faculty member.

A few weeks ago, Lillie met with some faculty members to discuss the issue of rioting at MSU. She was surprised when one of them asked, "What is the problem?" This faculty member, who lives in the community and works at the university, had not even heard of the incidents.

This encounter reinforced the notion that a number of faculty members think that their sole job is to teach their subject. Others feel that their role is also to promote a healthy and safe learning environment and that, while teaching a subject is one aspect of creating such an environment, being involved in all aspects of student life is equally important. Not everyone has to be active in working to reduce riotous behavior, but it is vital to involve faculty who understand the issue and will deliver the message well.

What can faculty members do about rioting at their university? They can create a seamless learning environment with continuity between students' experiences inside and outside the classroom. They can hold conversations about rioting during their classes, for example by discussing current events or weaving the topic into the class material. Lillie regularly incorporates current issues at MSU, including riots, into class discussions. She asks students to engage in conversations about their perceptions of MSU and rioting. Recently, when asked to discuss the question, "When you think of MSU, what do you think of?" the students placed rioting above academics on their list. There are students who feel that they are entitled to riot.

Lillie noted that, as a result of MSU's competitive admissions process, incoming students are smart and capable of being leaders; however, this does not always translate into good decision-

making by students. Even the best students may drink excessively or become involved in other activities that lead to riots.

Students are not the only group participating in riots. Indeed, often a large percentage of those involved are not students at the university. There is much discussion of the role of bystanders at riots, which raises the question of whether students should try to minimize the effect of nonstudents' riotous behavior. The role of the bystander is another potential area of discussion between faculty and students. Many factors or beliefs that may contribute to riots can be part of the discussion, including alcohol, adrenalin, lack of a sense of responsibility, and too much free time.

The conversations about lack of responsibility and too much free time have led faculty to examine the academic demands made by universities. As faculty members raise the bar for academic performance, they thereby increase the students' sense of responsibility. As a result of increased responsibility and rigor in the classroom, students have less time to spend in bars and on riotous behavior. The idea of raising academic standards is not unique to MSU. Many other universities are also discussing the implications of these actions. However, Lillie says she will continue to raise the bar for her students, because each time she does, they meet her expectations.

Luncheon Address

Sharee Freeman, Director, Community Relations Service, U.S. Department of Justice²

Good Afternoon. What a tremendous privilege it is to be here today. Thank you for allowing me to join you for this important conference on celebratory riots, and to discuss the larger issues of violence at sporting events and the challenges of crowd control.

As the director of the Community Relations Service (CRS) of the U.S. Department of Justice, I speak on behalf of Attorney General Ashcroft when I tell you that I have the utmost respect for the efforts you are making to reduce and resolve the problem of celebratory riots. While event safety faces its share of traditional challenges, these challenges have increased exponentially in scope and significance in our post-9/11 world. This anxiety, combined with changing student demographics, leads me to believe that today, more than ever, your efforts are critical. This conference was designed to serve as a source of information and provide networking opportunities, as well as a time to learn about the latest developments, policies, and trends related to riot control. I am confident that you will leave this conference better informed, reenergized, and well prepared to meet the challenges that your campuses and communities face.

A cursory glance at the sports pages reveals that something is drastically wrong on ball fields and in stadiums around the country. An irate father threatens his son's Little League coach. A mother takes matters into her own hands when her daughter does not make the cheerleading team. Players vent their anger at umpires and are applauded. Victory celebrations meant to honor individual talent and the spirit of teamwork lead to mayhem and destruction. From community teams to college and professional sports, anger, rage, and violence have become part of the game.

Listen to these headlines from just the last four months of international soccer news:

August 6: Fan killed in Turkish soccer violence

September 2: Dozens hurt as crowd violence halts Argentine match

September 20: Argentine team penalized for fan violence; game suspended as fans fight in the stands, rip out metal railings, and toss debris at rivals

September 23: Italian minister warns soccer chiefs about violence

September 25: Italian team punished for stadium violence; fan falls to his death, 40 treated for injuries, and police officer hospitalized for stroke

October 8: Soccer fan dies in violence at Spanish Cup game

October 15: Argentine soccer hit by more crowd violence

While we may not be experiencing the degree or frequency of such incidents in the United States, there is a sense that violence at sporting events is on the rise here at home.

In April of this year, the University of Minnesota men's hockey team won the national championship. Fans gathered near campus, setting fires, destroying cars, breaking windows, and looting a liquor store. The riot caused an estimated \$150,000 in damage to the campus and thousands more dollars of damage in surrounding neighborhoods. Sadly, it was the same thing all over again. Last year, similar rioting occurred after the team won the 2002 championship.

Fans have come out of the stands on two separate occasions to attack a Chicago White Sox coach and umpire. Unbelievably, a 15-year-old boy and his father committed the first attack! In May, the Illinois State Senate passed legislation to increase penalties for spectators who run onto sports fields and attack players or game officials.

Two Los Angeles Dodgers fans have been charged with the murder of a San Francisco Giants fan in the Dodger Stadium parking lot. The

September shooting occurred during an argument after the game, which the Giants had won.

Last month, West Virginia University students celebrated an unexpected win over Virginia Tech by trying to tear down field goalposts. Police used pepper spray and force to clear the field. Within minutes the crowd had set more than 100 fires in the surrounding streets.

CRS recently worked on a case in which one team was white, the other team black; after the football game the losers spat in their hands before shaking hands. This caused an eruption. The event turned into a brawl. CRS provided conciliation services, set up a dialogue between the students and faculty of the two schools, and established a student exchange program to reinforce a healthy relationship and understanding among the students.

Welcome to sporting in the 21st century.

This new reality brings a host of issues to the fore. Athletic departments and university officials face challenges to institutional tradition and pride, student safety, and infrastructure protection. Law enforcement officers face security issues that have been drastically complicated since 9/11. For anyone hosting or staffing a large venue, contingency planning for disruptions has become an essential component of event scheduling.

Preplanning Is Paramount!

- Planning needs to be done in advance with stakeholders, college and university officials, students, police, security officials, business leaders, public works and sanitation workers, media representatives, and the chamber of commerce.
- The university should prepare student leaders to talk to their peers about the impact of celebratory riots and encourage them to party and celebrate responsibly.
- Letters should be sent to town merchants, urging them to remove potted plants and to empty dumpsters and potentially dangerous trash receptacles. Some schools have even provided this service for downtown merchants.

- Rules and consequences should be clearly communicated to the student body ahead of time.
- An authoritative figure in the university's administration should issue a letter to students outlining expectations regarding the event, and full-page ads should be placed in student news papers reiterating the administration's message to celebrate responsibly.
- Institute a goodwill ambassadors program staffed with students and community volunteers.
- Some universities have put in place a program called "adopt a cop" for fraternities, which fosters better police-student relationships.
- Advance discussions should be held regarding the following:
 - ▶ Deployment methods: the use of mounted police, motorcycles, tactical teams, plain-clothes cops in the crowd
 - ▶ Chain of command issues: often other law enforcement agencies are involved and need to be clear on the command order of when to hold them and when to fold them
 - ▶ Common tools of communication: radio frequency must be predetermined
- Unlike other rioters, college students want to debate the police about the arrest or their "right to do this." Prepare officers for this cultural phenomenon and how to deal with it.
- Think about and plan for arrests, transport wagons, bail commissioners, and bail conditions such as "DO NOT return to the site." Have enough judges, code blue arrest preparation, and name bands. It is best to use hospital-type bands with the name of the arresting officer to be placed on the wrists of the arrestee.
- Think about equipment that may be needed: helmets, shields, water, flexi cuffs, and bean bags. Plan to videotape the rioters with a forensics angle.
- After it is over: debrief, share, and reassess.

As the director of CRS, I spend much of my time challenging our fellow Americans to settle their differences in a peaceful and constructive

manner. CRS responds to requests from community leaders, clergy, governors, mayors, police chiefs, school superintendents, district attorneys, U.S. attorneys, and members of Congress who desire assistance in mediating disputes. CRS has 10 regional offices and 4 field offices and is represented in every major metropolitan area of the country. We have 52 employees, 35 of whom are in the field as trained professional mediators/conciliators. CRS is available 24/7, and our services are always neutral, free of charge, and completely confidential. Through our hard work, we have earned the nickname “Department of Justice Peacemakers.”

The secret of our success—the reason that we, as an agency, can lay claim to helping communities like Cincinnati, Ohio; Wounded Knee; Benton Harbor, Michigan; and Inglewood, California—is our exceptional staff of federal mediators. I would like to recognize those who are here with me today: Patricia Glenn from our Chicago office, Eddie Harris and Mike Veski (the youngest CRS staffer on board) from our Miami office, and Ernie Jones and Sherika Massey from our Atlanta office.

Although the bulk of our cases involve racial and ethnic tension, the principles we have developed to deal with conflict may be used in any volatile situation. Of particular relevance to this forum is CRS’s extensive experience with contingency planning for large crowds and events that include the potential for unrest or disruption.

For more than 30 years, CRS has been helping individuals and groups prepare for special events. When requested, CRS works closely with event organizers, city officials, local police departments, and community groups—first to identify flash-points and potential triggers and then to design a clear response strategy. CRS also works to ensure that everyone involved in providing event security is fully aware of these points and equipped to deal with whatever occurs. In addition, CRS provides on-site conciliation services on the day of the event to ensure that if tensions do erupt, an experienced professional is on hand to limit their impact.

In cities across the nation, CRS plays this role hidden from public view. We do not hold press conferences, and when events proceed peacefully, local organizers—not CRS—get the credit. That is why some also refer to us jokingly as the Navy Seals of the U.S. Department of Justice—we come in quietly, resolve the conflict, turn all media over to the locals, and leave.

Finally, CRS has produced two publications that might be helpful to you. The first, *Managing Major Public Events*, is a planning guide for municipal officials, law enforcement, community leaders, and event organizers and promoters. It was developed in conjunction with representatives from eight cities who faced significant issues related to hosting large gatherings of youths. The second, *Planning for Safe Marches and Demonstrations*, provides an overview of issues that need to be addressed in advance of marches and demonstrations, including a section on the training and use of volunteer self-marshals. Both reports are available on our Web site: www.usdoj.gov/crs.

I came to CRS because I believe strongly that people can overcome their prejudices, insecurities, and destructive habits. Every day I see individuals and groups who have never been able to speak civilly to one another come together, share their concerns, and begin a journey toward reconciliation. Although we cannot have a trained professional mediator at every sporting event, we can begin to create an atmosphere in which people learn to deal with their emotions in a healthy and constructive way. There will always be rivalries and strong emotions in sports, and there is nothing wrong with these sentiments when expressed in appropriate ways. Our challenge is to find a way to help team owners, coaches, players, umpires, and fans live in a world of mutual respect.

Legendary football coach Vince Lombardi transformed the Green Bay Packers from perpetual losers to one of the most successful football franchises. The Packers dominated professional football under his direction, collecting six division

titles, five NFL championships, and two Super Bowl wins. With an overall record of 98 wins, 30 losses, and 4 ties, the team became the standard of football excellence. When asked about his success, Lombardi replied, "People who work together will win, whether it's against complex football defenses, or the problems of modern society." He also maintained, "It is essential to understand that battles are primarily won in the hearts of men."

As we continue our dialogue today, let us remember that we too must win this battle by working together to change the hearts of our fellow sports fans. Through our steadfast and vigorous commitment to safe and fair sporting, we can begin to restore civility to athletic competitions.

Thank you again for allowing me to be a part of this great effort.

Note

²This text was provided by Ms. Freeman and therefore is in the first person, unlike the other portions of this report, which were summarized from notes and tapes.

Panel Presentation

The City Government Perspective on Celebratory Riots

Moderator

Mr. Richard C. Pfeiffer, Jr., City Attorney, Columbus, Ohio

Panelists

Ms. Kay Bea Jones, Associate Professor, Knowlton School of Architecture,
The Ohio State University; member of the Indianola Forest Neighborhood Association
Mr. Louis Muhn, Chief of Police, East Lansing, Michigan
Dr. Jane Kirtley, Professor of Mass Communication, School of Journalism,
University of Minnesota

The Community Resident Perspective

Kay Bea Jones wears two hats at OSU: that of a faculty member and that of a community resident. Jones provided participants with a community resident's perspective on riots.

Jones's colleagues often ask her why she chooses to live near the OSU campus. As a member of the Indianola Forest Neighborhood Association, Jones, like her fellow association members, feels that the university has provided great assets to the community. She described several advantages of living close to the campus, including proximity to university-sponsored activities, beautiful historic architecture, landscaping, and the feeling that the importance of higher education does not change.

However, one big disadvantage of living close to campus is the trash that covers the neighborhood after games and riots. Jones raised questions about the faculty's role in relation to this issue and where they can direct their efforts. Faculty members do need to, and seem willing to, talk with students about the issue of rioting.

Jones feels that her neighborhood group has done a lot of work to increase the feeling of

community in their neighborhoods. And while the university is trying to increase incentives and change policies, residents feel that administrators are still ambivalent. A number of faculty members who had chosen to live near the campus in order to make a difference and be available to students are leaving. Many feel that unless the administration moves to these neighborhoods, little will change.

The Indianola Forest Neighborhood Association is one group working to improve the neighborhoods that surround the campus. The association has several major goals:

- Thirty percent owner occupancy (currently only 11 percent)
- Lower housing density, along with increased enforcement of the existing restriction on the number of unrelated residents who live in a house
- Increased penalties for noise, parking, and trash (current ordinances do not allow for ticketing or towing of cars parked on lawns)
- Greater landlord cooperation in maintenance of properties
- Ensure that children of faculty members have access to quality local schools (currently, they must compete via a lottery for slots in the best schools)

The Law Enforcement Perspective

Louis Muhn is the chief of police for East Lansing, Michigan, the community where MSU is located. Chief Muhn provided the participants with a law enforcement officer's perspective on celebratory riots, including a brief overview of some of the problems relating to riots and what has been done.

Celebratory riots are not a new phenomenon. The first documented riot, with approximately 7,800 participants, occurred at a baseball game in 1929. Riots continued to occur throughout the 20th century. From the late 1970s to early 1980s there were a large number of off-campus disturbances. Students would congregate to party, and assaults would often occur. At that time chemicals were not used to disperse crowds, and law enforcement was used as a reactionary force. Until recently, few measures were taken to prevent riots.

In the mid-1980s residential area parties were common. They occurred at numerous houses within neighborhoods, and attendees would congregate together outside. During this period the number of arrests began to rise. In 1998, rioting at MSU escalated when the university banned alcohol at a popular tailgating spot. Students went to protest at the field, but the university would not let them congregate there. As students traveled into East Lansing, the peaceful protest turned into a violent riot.

Then in 1999, MSU played Duke University in the Final Four Men's Championship. Because of the incident in 1998, the university and city anticipated problems at the event. In preparation, additional officers were on duty and geared up. Even with additional officers, students gathered in town. Incidents included a total of 61 fires, some three stories high; broken windows; injured officers; and 15 injured citizens. Police from other towns were brought in to assist, and chemical agents were used to disperse the crowd. The riot led to the arrest of 132 individuals, 71 of them university students. Of those arrested, 113 individuals were

convicted and served an average of 30 days in jail. However, these were not the only costs of the riot that followed this basketball game. Monetary costs are estimated at \$359,000 in damage, \$400,000 in legal fees, and \$300,000 in law enforcement costs. After this riot, Michigan passed a state law allowing judges to ban students convicted of a misdemeanor or felony committed within 2,500 feet of a university campus from attending a public school for one or two years, respectively.

After 1999 police presence was increased, and there were no major incidents until spring 2003. Then two minor events occurred, again during the Men's Basketball National Championship series. The first incident took place when MSU made it to the elite eight. Because it was so early in the tournament, the police were caught off guard when several thousand students gathered. However, by acting quickly, they were able to disperse the crowd. After the next game in the tournament, students gathered again. On this occasion, between 1,000 and 2,000 students charged the police. The crowd eventually dispersed after officers charged back and used chemical agents.

As a result of these incidents, the East Lansing police are changing their tactics. Hitherto always a reactive force, they are now working to be more proactive in crowd control. While the police must always be aware of people's civil rights and not act until the law has been broken, they are now making every effort to disperse crowds while they are smaller and more manageable. Muhn and his force have learned through experience that the situation can quickly get out of hand once a crowd of 100 gathers.

Part of the problem is that some students come to MSU to party, feel that it is their "right" to do so, and regard rioting as a natural result of the partying. Although only a small percentage of students feel this way, at a school of 44,000 that is still a large number.

Law enforcement must continue to work proactively to prevent riots, but this approach is

expensive. With budget cuts looming, everyone must be creative and look for new, effective ways to make sure the community remains safe.

The Media Perspective

Jane Kirtley, a professor at the University of Minnesota's School of Journalism and Mass Communication, provided the audience with the news media's perspective on celebratory riots.

Kirtley worked backwards in discussing the media's role in dealing with riots, starting with the aftermath. After a riot, prosecutors often want the news media to provide them with tapes and information to help them make convictions, but she disagrees with the assertion that everyone has a responsibility to help the police solve crimes. An independent press is an important part of our society. If the press is perceived to be an investigatory arm of the government, it cannot be considered independent. For this reason, many states have laws that shield reporters from demands to share unpublished footage. Where these laws are in place, the state must show that the videotape or photograph is material, relevant, and not obtainable anywhere else.

Because the media cover events and are often part of the community, they should not be discouraged from covering a riot once it occurs. However, members of the media should be involved in riot prevention meetings to discuss how everyone's interests can be met. In addition, a system should be set up to ensure that everyone knows his or her role during a riot. Setting guidelines in advance helps ensure everyone's safety and reduces the number of problems.

Prior to an event, university and city officials need to sit down with both the campus and community news media. Any potential issues should be discussed during these meetings. Procedures and systems should be put in place to help every

party involved understand its role. Here are some of the areas that should be covered during these discussions:

- Can the media cross police lines?
- Where should the media park?
- Will there be sharing of video, audio, images, or other information?

With increased collaboration, it is possible to include and enlist the media to help educate the community about appropriate ways to celebrate.

Understanding Fan Misbehavior and Rioting at Sporting Events

Dr. Daniel Wann, Professor of Psychology, Murray State University;
Member, Board of Directors, National Alliance for Youth Sports

Daniel Wann's presentation focused on sports-related violence and rioting. However, most of the factors addressed also apply to nonsporting situations.

It is important to note that most spectators behave well, but because one riot is too many, this problem must be dealt with. This presentation covers the general causes of spectator sport violence and offers suggestions for lowering its occurrence. However, because not all fan violence is the same, each situation must be addressed based on the specifics of that situation. No single script or recipe is a perfect solution.

Spectator Aggression

There are several main types of aggressive behavior at sporting events, including overt (physical and verbal) acts, throwing objects, disrupting play, and vandalism. Students need to be educated about the inappropriateness of such behavior. For example, some students consider tearing down goalposts when their team wins to be normal behavior, not an act of aggression.

There are four distinct levels of spectator aggression. Level I occurs when an individual or small group of people react spontaneously to something that happens on the court or field. In level II, premeditated aggression, a large group of people decide together before the event what they will do. In level III, hundreds or thousands of fans rush onto the court or field, often destroying property. Level IV behavior also involves a very large number of people, but the aggression extends outside the

arena and involves other people besides fans.

There are three main forms of aggression. Hostile aggression is mostly an expression of anger. Instrumental aggression has a specific purpose, such as saying mean things to players to distract them. Rioting aggression is larger scale than the other two forms. Both hostile and instrumental aggression can "set the stage" for rioting.

The commonalities across the types, levels, and forms are team identification (psychological connection to the team) and alcohol. The initial response of alcohol may be calming, but once an aggressive trigger is present, people who have been drinking are quicker to respond in violent ways.

Understanding Hostile Spectator Aggression

According to Anderson's General Affect Aggression Model (1997), there are two types of input variables, situational variables and individual variables. Situational input variables include frustration, provocation, modeling, heat, crowding, seating opposing fans near each other, and so on. Aggressive behaviors are more likely to occur after aggressive games. Witnessing violent fan behavior on television provides models. Many celebratory riots occur hours after a game and are not directly related to the game.

Individual input variables include alcohol use, identification, and dysfunctional fans. Identification concerns the level of anonymity in a given situation. When people were asked whether they would do something aggressive such as tripping

the best player on the other team if they could remain anonymous, 40 percent said yes. Kurt Baylor's term *dysfunctional fans* describes fans who look for confrontation. Alcohol is an important part of their spectator sport experience. These fans tend to be young, male, and unmarried.

These situational and individual variables operate through three major facilitating factors: arousal, affect, and cognition. The amount of influence exerted by these factors is affected by a person's level of physiological and psychological arousal. These variables also influence mood and emotion, for example, when people are angry, they respond more aggressively. In terms of cognition, thought processes change in a riotous environment. People are primed to interpret the world in a more aggressive fashion. While these three facilitators influence aggression, other factors may affect whether this aggression is expressed, for example, the presence of law enforcement.

The debate over the effectiveness of law enforcement rages. Whether police calm or incite people depends on the situation. It is better, however, to err on the side of protection and enforcement. The police can and should play a role, but they cannot be the sole solution. When kids police themselves, events run better. Police should be used to make sure the situation stays calm, and the attendees should police themselves as much as possible.

Understanding Instrumental Spectator Aggression

This type of aggression is used to assist the team, especially to counter the home field advantage. But even more often it is used for self-gain. The Self-Esteem Maintenance Model has three key strategies. Basking in reflected glory (BIRGing) is done to be associated with the winner and can involve people with both high and low team identification. Cutting off reflected failure (CORFing) is done if the team loses and people want to distance themselves. It involves high team identification. Blasting is done to make high-identification

fans feel okay when their team has lost. They do something against the victor, other fans, and even each other.

Understanding Spectator Sport Riots

Three aspects of spectator riots should be taken into account:

- Demographic and psychological profile of rioters
- Types of riots
- Sociological factors

It is important to remember that riots are not a new phenomenon. No one knows if such riots are increasing, because good data are lacking. What is new is that people are fed up and want to stop them.

Demographic and psychological profile of rioters.

European research on soccer riots shows that most participants are young, uneducated males. Russell's research in Canada, Finland, and the Netherlands on those who *would* participate shows males with high levels of anger (see the negative in a lot of things), sensation-seeking leanings (want new experiences), impulsivity (have a hard time stopping their behavior), and antisocial tendencies. Lanter's research in Maryland on those who *did* participate shows high levels of both team identification and alcohol consumption. The higher the team identification, the more actions the participants took at an event, and the more likely they were to act at future events. The more actions they took, the more alcohol they consumed. There was, however, no correlation between those behaviors and age or number of years at the university.

Types of spectator riots. The FORCE typology (Mann, 1989) includes five types of riots. Frustration riots occur when spectators are dissatisfied about events unrelated to the outcome of the game, for example, when students are not allowed access to a certain part of the stadium. Outlawry riots are delinquency with no seeming relation to the sporting event, which appears to be

just an excuse for spraying graffiti or destroying property, such as turning over cars four miles away from the stadium. Remonstrance riots, which use an event for political protest, are common at places like the Olympics but not at college sporting events.

Confrontational and expressive riots are the types seen more often on college campuses. Confrontational riots involve two groups that do not like each other, such as OSU and MSU. There is usually a long history of rivalry, including important games and many incidents that have occurred between the two. The older fans pass on the legacy of “who you are supposed to dislike.” Expressive riots are emotional responses to the outcome of the game. In “sore loser” expressive riots people are so upset by the bad outcome that they want to do something in response. “Victory” expressive riots, on the other hand, fall into two types. In opportunistic victory riots, people have no idea why they are rioting. It just looks like a way to have a good time. These people are not sports fans. They steal what is valuable and destroy what is not. In euphoric victory riots people are so happy their team has won that they cannot control themselves. The euphoria gives them a sense of power and makes them feel they can do no wrong and are not accountable for the consequences of what they do.

Sociological factors leading to spectator rioting. Issue-relevant rioting involves forces outside the stadium, that is, social issues that have to do with the culture at large. One example is incivility, that is, the increased level of violence in society in general, not just at sports events or on campuses. If society is violent, why would we expect anything different from sports fans? Another issue is the failure of negative sanctions. People say, “What are you going to do about it?” Past responses have not gotten their attention. Punishment works only when others are deterred by it. People have to see the sanctions as significant.

Issue-irrelevant rioting involves factors that occur within the event itself. The impact of the

crowd includes “deindividuation,” in which there is a mob mentality and people no longer act as individuals but rather as a group. People do things in this state that they would not otherwise do. Measures like video cameras may have some effect on deindividuation if spectators know they are there. “Contagion” is another aspect of crowd impact. Groups can rapidly develop norms, so that it does not take long for everyone to pick up how to behave. These days cell phone use makes this phenomenon happen even faster. The impact of the event is also important. Certain kinds of events are more likely to lead to riots due to modeling.

Suggestions for Lowering Spectator Sport Violence

Interventions must consider the type, level, and form of the aggression. They must also consider the possibility of its impact on a specific cause. Is the cause subject to influence, and will interventions matter? If the answer is no, then the effort will not have an impact.

Some causes have a low possibility of impact, for example, general civility, deindividuation (it only takes four people for this to occur), and demographic or personality traits like gender and impulsivity. Other causes, such as team identification, have a high possibility of impact. Team identification should not be reduced, but it should be refocused. The event itself should be emphasized, not just the outcome. Identification has real benefits, including psychological health and revenue.

Alcohol and culture also have a high possibility of impact. The more alcohol, the greater the problem. In terms of culture, it is important to try to change the mindset of the people involved. If people think it is their right and duty to riot, they will. It is thus the entire culture that needs to be changed, so everyone has to get on board. The process will be slow, and a lot of people will get angry when hard decisions are made. There is no quick fix. But by changing things, institutions can make a difference.

Understanding Violent and Destructive Fan and Student Behavior

Observations from the OSU Task Force on the Prevention of Celebratory Riots

Dr. David Andrews, Dean, College of Human Ecology, The Ohio State University

From the beginning, none of the efforts of the OSU Task Force on the Prevention of Celebratory Riots would have been possible without support and leadership from the highest levels of both the university and the city of Columbus. A commitment of resources was made from both the city and the university. One such commitment was that of the Office of Student Affairs to help develop some viable, feasible solutions.

Much needs to be done about the problem of celebratory riots. We need to focus on which action strategies are the most plausible. This is a complicated and time-consuming issue, and there are no easy answers. Multiple types of solutions have been proposed. This presentation focuses on the recommendations at OSU.

The problem can be called “celebratory riots,” “student disturbances,” or “out-of-control parties.” All of these terms mean the same thing. They are, for the most part, parties. The main distinction to make is between issue- or protest-driven disturbances and parties and celebratory disturbances. The latter are basically out-of-control parties, but the term “celebratory riots” is starting to emerge in the literature to describe these parties.

Some data suggest that such disturbances may be occurring more frequently. McCarthy and McPhail’s study of media accounts from 1985 to 2002 shows a shift during this period from politically driven disturbances to celebratory disturbances. And in the last five years there has been

an especially dramatic increase in media coverage of celebratory riots.

Process and Priorities of the OSU Task Force

The priorities when addressing celebratory riot prevention are evidence, evidence-based strategies, and data-driven solutions. It is also important to include all of the stakeholders. The OSU Task Force included people from the university, the city, and the surrounding neighborhoods as well as students. We used a holistic approach. We tried to think of all the stakeholders and to figure out how to organize them into groups that could deal with the multiplicity of issues.

Within the task force, groups were set up that addressed four main issues:

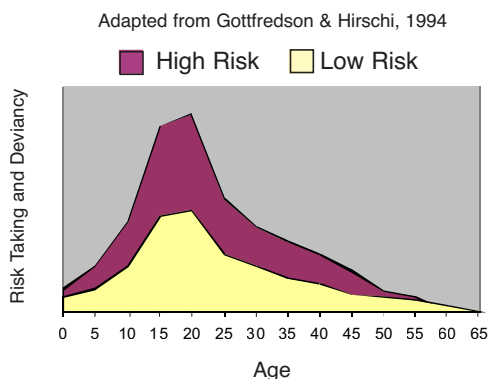
1. Alcohol and related problems—alcohol availability, high-risk drinking, alcohol-related laws and policies, local enforcement practices, and effective and developmentally congruent prevention strategies
2. Celebration management issues—crowd control, mass behavior, safety regulations, risk management, de-escalating procedures, and measured police response
3. Young adult behavior issues—risk taking and problem behavior
4. Community and communication issues—the direct and indirect messages given regarding celebration and group behavior

The groups worked independently. When one group found issues that overlapped with other groups, they shuffled them back and forth between groups. Then individual groups came together again, and the whole task force developed a final set of recommendations and a report, as requested by OSU President Karen Holbrook.

In developing the report, the task force members looked at explanations and theories. The final report and recommendations are not exact, because while some things about the correlates of problem behavior are known, there are no causal studies showing that if you do x, the problem will be fixed, or that if situation y occurs, you are likely to have a riot. Some of the parameters are known, but they are very inexact and specific to the context. There is no certainty that the recommendations will be foolproof, but they follow the best thinking of the task force and the information available from around the country.

The issue of risk taking in adolescents and young adults is illustrated in a chart of risk taking and deviancy as a function of age, adapted from Gottfredson and Hirschi (1994) (see figure 1.) The highest-risk group, those who are most delinquent and willing to take risks, are at the top. However, the lowest-risk kids follow the same trajectory, which spikes during the college years. These years thus represent a period of taking risks, whether it is in alcohol consumption or acting out antisocial behavior. Not that we have to tolerate it, especially the illegal aspects, but it is a part of the life

Figure 1: Risk Taking and Deviancy as a Function of Age



course. Fortunately, this behavior eventually drops off, and when it does, it changes at the same rate in both the high- and low-risk groups.

Commonalities among Celebratory Riots

These riots are not always associated with sporting events, but sporting events are an opportunity to gather. There are as many problems in the spring as in the fall. At OSU there are about 10 or 11 high-risk weekends, especially home football weekends in the fall and 4 or 5 transition weekends in early spring before students get caught up in finals. Halloween is also a high-risk time for some institutions.

Typically, the riots occur very late at night and extend into the early morning hours. They are almost always associated with high-volume alcohol consumption. Fire setting is an integral part of most of these events, as is the destruction of public and private property, such as overturning and burning cars. Fire is a signal and changes the dynamics of the situation dramatically. When fires start, many more students join as onlookers, and the management of the situation must change.

The active participants in celebratory riots are nearly all young white adult males. The onlookers are a little more diverse and include some females. In contrast, revelry right after a sporting event usually encompasses a much more heterogeneous group, including older alumni. But later in the evening the participants are mostly young white male students. This degree of homogeneity provides group support and anonymity, so part of the solution is breaking up that sameness.

These events involve eventual police intervention that is met with resistance and lack of respect for authority. Rioters push until there is a response. A number of students who participate do not consider the event a success until there is police intervention. For them police intervention is what defines a good party or riot.

When riot participants are asked why they attend riots, the largest number say they want to see what is going on. The next group consists of

those who want to party hard and consider the police actions provocation for their destructive behavior. They tend to live in the area, host large parties, and feel they have a “right” to hold their parties. The bigger the party, the bigger their reputation. The size of the party is measured by the number of kegs that are consumed. The largest OSU has seen in the last couple of years is 200 kegs. Participants try to top the current record. A third and smaller group of students and other young adults come to the riot scene just to create a disturbance and get the destruction started. Once the chaos starts, it is often very difficult to tell who started it.

The OSU task force did a small study. They looked at 15 institutions that had reported riots in recent years and compared them to 15 institutions with similar demographics that had not had any riots. The vice president of student affairs and the director of public safety at each institution were interviewed about the occurrence of celebratory riots; the nature of the riot(s); university and law enforcement responses; riot and high-risk drinking prevention efforts; demographic data on university student populations; characteristics of student housing and university district neighborhoods; university environmental factors; university and local policies relating to riots and alcohol; and the policing practices of university and local law enforcement. What they found was that the place where students drink was an important factor. There was much more drinking in off-campus residences at the schools that had experienced riots, versus more drinking in local bars at schools that had not. It seems that more of the disturbances had happened in residential areas close to campus characterized by relatively run-down housing, a dense student population, and a culture of high-volume alcohol consumption. In the past, when there were more large bars near the OSU campus, there were riots, but they occurred on High Street near the bars rather than in the neighborhoods where students lived.

On the other hand, the institutions with riots

had larger numbers of students living in residence halls than those institutions that did not have riots. There would be a mass movement in the evening from the residence halls into the neighborhood where the riot was.

OSU Task Force Recommendations

First, it is important to communicate clearly the consequences of illegal behaviors, and the punishments should be visible before and after the sanctions have been imposed. Second, laws banning underage drinking and open containers need to be enforced throughout the campus and the university neighborhoods.

Before this year, OSU had sent signals that the normal laws and rules of civility were going to be suspended on football game days, that they would be “anything goes” kinds of days. For example, it was okay on those days to stack cases of beer in the middle of the street and pull beers out from between your legs to drink. It was understood that “things will be different today.” This year OSU made a significant change by sending out consistent messages regarding responsible behavior on game days as well as other days. The messages dealt not only with alcohol consumption but also with how people treated and talked to each other.

The task force recommended the following additional strategies:

- Mail letters to parents spelling out the consequences of alcohol violations and riotous behavior.
- Use surveillance measures in riot areas to identify participants.
- Use videotapes of riot behavior to identify offenders.
- Consider establishing a municipal court so that offenders can be prosecuted at the site before they are kicked out.
- Expand the mutual aid agreement between the campus and the city. It is important for high-level administrators in both the community and the university to be willing to say that the

mutual aid agreement is worth the hassle. There needs to be good communication between law enforcement on both the city and campus sides and within the administration in both the city and the university.

- Establish community policing as an early, visible, and nonaggressive presence on bicycles and on foot in areas of concentrated student housing. Then, when parties get large and out of control, senior officers are right there to walk in and say that if the party gets larger, they will have to shut it down.
- Before riots occur, discuss with the local news media owners and managers that it is helpful for their reporting to be accurate and thorough without fostering a climate of expectation of riots. It is better not to show footage of past riots, because such images can create a self-fulfilling prophecy.
- Address the fact that if students live in neighborhoods only temporarily, they do not have much investment in them, especially when conditions are poor.
- Find trained community volunteers to walk the streets to dilute the crowd and decrease the homogeneity, which may help prevent riots.
- Incorporate students' needs into the development and enforcement of these and other strategies. Students do say that it is their responsibility to help deal with the problem, but there is currently no mechanism in place for them to do that well. We need to explore ways for students and administrators to get together with community members to address problems.
- Implement more late-night activities, including more places to socialize and gather that are open 24 hours. However, there are no data showing that this makes a difference in preventing riots. That is not to say we should not do it, but we need to figure out how we can do it in a way that will have a real effect.

OSU also has a long-term campaign to deal with celebratory riots, because it feels that the strategies so far have just treated the fever and not

the underlying causes. This is a 5- or 10-year campaign with three key components:

- Instill pride and enhance positive engagement. Unlike in the past, there are not enough students engaged in a positive way.
- Promote safety and health through innovative as well as traditional methods.
- Continue to prevent illegal and irresponsible behavior and have some longer-term campaigns. The current game-day campaigns are just the beginning.

Research Projects

There are a number of significant research projects on the topic of celebratory riots, including the following:

- Michigan State University is coordinating a 13-campus survey of issues related to off-campus parties.
- OSU is conducting a project funded by the National Institute on Alcohol Abuse and Alcoholism (NIAAA) to map behaviors on high-risk weekends. This study is tracking a sample group of students throughout the year on both high- and low-risk weekends.
- McCarthy (Illinois) and McPhail (Penn State) have proposed to continue to study student disturbances retrospectively.
- The Ohio State Pragmatic Project is a long-term implementation project designed to engage equal numbers of faculty and students in issues related to carrying out the task force's recommendations, for example, addressing the role of alcohol. The project supports them financially to implement strategies. It also helps them work together as a team to build consensus around the issue and explore how to go out into the community to test strategies to see if they make a difference. This is the initial part of OSU's long-term campaign to engage students in developing and implementing solutions and to change the culture.

Panel Presentation

Reflections from New Hampshire Student Summit

Moderator

June Nobbe, Director of Leadership Programs, University of Minnesota

Panelists

Mr. Eric Dyer, President, Undergraduate Student Body, University of Minnesota

Ms. Molly McLaughlin, Student Athlete, The Ohio State University

Lindsey, Undergraduate Student

As moderator, June Nobbe prefaced her introduction of the panelists by emphasizing the importance of engaging students in the discussion of how to address celebratory riots on campus. Nobbe is actively engaged in this endeavor and believes that students have a key role to play in reducing the number of celebratory riots by helping to change the climate on campus.

Student Body President Perspective

Eric Dyer is the University of Minnesota's undergraduate student body president.

Dyer discussed how his university has moved forward since the last riot and the New Hampshire Student Summit. He stated that students are an important part of the process. When discussing riotous behavior, students should not be referred to as kids or juveniles. Instead, students should be thought of as adults and allies.

Prior to the Michigan football game, there was no talk about riots from the students. Even with little discussion from students about rioting, the student government sent an e-mail to all students to inform them of precautionary initiatives that would be in place during the game. The e-mail was written in a nonconfrontational, matter-of-fact tone and included information about the following:

- Increased police presence planned for the upcoming game
- Planned videotaping of specified areas by officers on rooftops for the upcoming game
- Repercussions for those convicted of rioting last time
- The tuition increase of 15 percent imposed after the last riot, obliging some students to take on an extra job

Some feared a backlash to this e-mail and the precautionary measures. However, there was no backlash.

As an aside, Dyer mentioned that although there was no talk about riots from students, in the week leading up the game he was interviewed 28 times by reporters asking about the chance of a riot after this game. The media do have a role, and like students, they need to be included in the discussions about riots.

On game day, groups of six to eight police occupied the busiest corners of town, 150 security guards with pepper spray surrounded the field, and a mobile command center was set up on campus. On that day there was only one arrest, a high school student from town.

What was the result of all these measures? Student morale went way down. It is important while trying to prevent riots to try to channel the students' and fans' enthusiasm and energy in a

positive way and maintain a positive feeling about the college. It will take work to create an environment in which students do not feel they are losing something to which they are entitled. As prevention and increased enforcement efforts continue, the student community needs to keep moving away from the idea that riots are better. This change could occur through positive reinforcement and/or event alternatives.

Student Athlete Perspective

Molly McLaughlin discussed celebratory riots from her perspective as a student athlete at OSU.

McLaughlin serves as a liaison for student athletes as both president of the student athlete advisory council and OSU representative to the Big 10 Conference student advisory council.

On the local level, athletes at OSU work with students from a local school district to promote character and citizenship in schools. McLaughlin realizes that student athletes are role models both in the community and on campus. Through this program, the university and athlete advisory council hope to promote a feeling of community in the city.

Rioting is an issue that is also being discussed at the national level. McLaughlin attended two sportsmanship summits, one in New Hampshire and another in Texas. Both examined sportsmanship and integrity in student athletes, as well as fan behavior. Currently, each sport has its own code of conduct, which applies only during specific times of the year. However, student athlete groups are discussing and supporting a universal code of conduct that will apply to all athletes during all seasons. The National Collegiate Athletic Association (NCAA) has such a code of conduct; it applies year round to anyone affiliated with the team.

Good sportsmanship should apply to all members of a team, including fans. Student athletes work hard to promote good sportsmanship and

serve as ambassadors of their university. It is disheartening when athletes represent a university well, only to return to riots. Rioting fans steal the spotlight and as a result decrease the value of the competition. When changes to the game are made as a result of riots, the athlete becomes the victim. Hopefully, student athletes will have a role in reducing the number of celebratory riots through a continued commitment to promote citizenship and civility in the community.

Student Experience of Rioting Consequences

Lindsey, an undergraduate student, concluded the student panel by sharing her experience (last name withheld to protect confidentiality).

On that particular day in late March, Lindsey sat in her friend's apartment watching the game and having a few drinks. When her team won, like many other students, she joined the gathering in the street. That night Lindsey was arrested for being a part of a riot.

At her arraignment, she pled not guilty. Lindsey was released on a bond condition of \$100, plus fines and attorney fees. She was placed under house arrest, and a tether was placed on her ankle. In addition, she was required to use a breathalyzer twice a day. Lindsey could not attend her last month of her junior year because of house arrest. Additionally, her name and charges were published in the local paper. If she was found guilty, she would have had to pay fines and could have been kicked out of school.

Instead of sitting at home and waiting for something to happen, Lindsey decided that she needed to do something to help others understand that rioting is wrong. Last summer she developed and delivered a speech to all incoming freshmen at her school discussing her experience. During her speech, she urged students to be responsible for their actions. A few laughed, but most listened with dropped jaws. In addition to her speech,

Lindsey joined two community coalitions to help administrators, community members, and students try to solve the problem of rioting and to provide these groups with a new perspective on the issue. Her parents are also involved in the efforts to prevent celebratory riots. They are writing a letter for the parents' Web site about the experience of having a daughter arrested.

Lindsey does not fit the typical stereotype of rioters. She is not an impulsive white male, has a 3.3 grade point average, volunteers in the community, is a sorority member, plays intramural sports, has a supportive family, and had never previously been in trouble with the law. She wants the participants to remember that who they think riots is not always who is out there. Because of this, it is important to bring into the discussion those students who were involved in order to shed new light and open new doors.

Appendix A

Conference Agenda

CONFERENCE AGENDA, DAY 1

Thursday, November 20th

10:00 a.m. Opening Remarks

Ms. Kathryn Brown, Vice President and Chief of Staff, University of Minnesota
Mr. Michael Coleman, Mayor, City of Columbus
Dr. Karen A. Holbrook, President, The Ohio State University

10:10 a.m. Opening Address

Dr. Kermit Hall, President, Utah State University
"What Goes Around Comes Around When You Want to Get Out of Hell"

11:00 a.m. Panel Presentation: The University Perspective on Celebratory Riots

Moderator: Dr. Richard N. McKaig, Dean of Students, Indiana University

- Ms. Cathrine Clark, Student Body Vice President, University of New Hampshire
- Mr. Bill Hall, Vice President for Student Affairs, The Ohio State University
- Dr. Janet Lillie, Assistant Dean for Undergraduate Education, College of Communication Art *and* Sciences, Michigan State University
- Ms. Tracy Smith, Director of Student Judicial Affairs, University of Minnesota

12:00 p.m. Lunch with brief review of morning session

Ms. Sharee Freeman, Director of Community Relations Service,
U.S. Department of Justice
Ms. Kathryn Brown, Vice President and Chief of Staff, University of Minnesota

1:00 p.m. Panel Presentation: The City Government Perspective on Celebratory Riots

Moderator: Mr. Richard C. Pfeiffer, Jr., City Attorney, Columbus, Ohio

- Ms. Kay Bea Jones, Associate Professor, Knowlton School of Architecture, The Ohio State University, member of the Indianola Forest Neighborhood Association
- Dr. Jane Kirtley, Professor of Mass Communication, School of Journalism, University of Minnesota
- Mr. Louis Muhn, Chief of Police, East Lansing, Michigan

2:15 p.m. An Expert's Opinion on Mob Behavior

Dr. Dan Wann, Professor of Psychology, Murray State University, Member of the Board of Directors for the National Alliance for Youth Sports
"Understanding Fan Misbehavior and Rioting at Sporting Events"

3:30 p.m. Roundtable Discussions

6:00 p.m. Dinner with Keynote Speaker

Dr. Myles Brand, President, National Collegiate Athletic Association

CONFERENCE AGENDA, DAY 2

Friday, November 21st

9:00 a.m. OSU/Columbus Task Force

Dr. David Andrews, Dean, College of Human Ecology, The Ohio State University
“Understanding Violent and Destructive Fan and Student Behavior”

10:00 a.m. Panel Presentation: Reflections from New Hampshire Student Summit

Moderator: June Nobbe, Director of Leadership Programs, University of Minnesota

- Mr. Eric Dyer, University of Minnesota, Undergraduate Student Body President
- Ms. Molly McLaughlin, The Ohio State University, Student Athlete
- Lindsey, Undergraduate Student

11:00 a.m. Roundtable Discussions

12:15 p.m. Lunch with reporting out from roundtable sessions

1:00 p.m. Adjournment