CITY OF VANCOUVER | 125 YEARS

ADMINISTRATIVE REPORT

Report Date: September 1, 2011
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Meeting Date: September 6, 2011

TO: Vancouver City Council

FROM: City Manager

SUBJECT: 2011 Stanley Cup Riot - Internal Review Report

RECOMMENDATION

A. THAT Council approve the recommendations contained in the report attached as Appendix A, entitled "City of Vancouver, Internal Review of the 2011 Stanley Cup Riot".

B. THAT Council approve up to $1,000,000 from the Contingency Reserve Fund to cover those expenses that cannot be absorbed by City departments related to the 2011 Stanley Cup Playoff Live Site activation, policing of the public realm, and the incremental costs associated with the riot that took place on June 15, 2011.

CITY MANAGER'S COMMENTS

The City Manager puts forward the above recommendations for Council's consideration.

COUNCIL POLICY

Use of the Contingency Reserve Fund requires the approval of Council.

PURPOSE

To obtain Council approval of a) the recommendations put forward by staff in the report entitled, "City of Vancouver, Internal Review of the 2011 Stanley Cup Riot" and b) the use of up to $1,000,000 from the Contingency Reserve Fund to cover expenses that cannot be absorbed by City departments related to the 2011 Stanley Cup playoffs.

BACKGROUND

Each year hundreds of thousands of Lower Mainland residents celebrate on Vancouver streets. To plan and implement these events, City of Vancouver staff work with event organizers, City departments and Boards, and key external partners. In May and June 2011, the CBC and the City of Vancouver co-sponsored public gatherings to watch the Stanley Cup playoff finals in downtown Vancouver. Fourteen game viewings were organized, and thousands of people enjoyed the public realm, celebrating.

On June 15, 2011, violence erupted in Downtown Vancouver following Game 7 of the Stanley Cup finals. It was a dramatic and disturbing display of destruction and damage.

The riot was brought under control by the VPD within approximately three hours, with no serious injuries to the public. Property damage was substantial, with windows in the downtown core smashed, and stores and restaurants vandalized and looted. A number of staff from businesses were terrified as looting of their premises took place. A huge effort by City staff, the business community and thousands of volunteers returned the city to near normal within 24 hours of the event.

It was a riot seen around the world. It was a distressing time for Vancouver and its reputation as a beautiful, tranquil and livable city.

The City Manager and the City's Corporate Management Team committed to the Mayor and Council to conduct a thorough internal review of the City's activities through the playoff games, the Fan Zones that supported outdoor big-screen viewing of the Vancouver Canuck playoff run and the lessons learned from the activities that led up to and were followed by the violence.

DISCUSSION

A. Internal Review - the Process

As part of its commitment to Council to review the events of June 15, staff established a review process, aligned with best practices in conducting reviews of critical incidents. The literature related to this activity places it in the quality improvement arena. The review process had four phases:

- Phase 1: gather documentation and other information to achieve the most accurate reconstruction of the events leading up to and through the riot and its aftermath
- Phase 2: discuss the reconstructed events with all service providers, key external partners and stakeholders, and identify weaknesses or gaps in the process
- Phase 3: review available best practices and, in this case, previous recommendations related to the 1994 riot; discuss with stakeholders
- Phase 4: develop recommendations

The City and key partners who had worked together in planning for the playoffs activation met to discuss the events leading up to and during the riot. These partners included Vancouver Coastal Health (including Providence Health Care), TransLink, Transit Police, BC Ambulance Service, E-Comm, and Emergency Management of BC.

Various key stakeholders in the community were also asked to meet with the City, or gathered spontaneously, to discuss the impact of the riot and the playoffs in general and build consensus on what could be done as a community going forward. In some cases, the Independent Review participated, to listen in and ask questions. Key stakeholder groups included:

- The Vancouver District Students' Council – the Council hosted a youth forum to discuss the behaviours of the crowd on the night of the incident. Youth from across Greater Vancouver attended the forum, along with representatives from Vancouver School Board, Vancouver Public Library and the City of Vancouver.
- A group of professional and amateur sports organizations (unofficially called the Vancouver Sports Group) – Rick Antonsen from Tourism Vancouver, and Charmaine Crooks, Olympic athlete and consultant to Pavco chaired a meeting that included representatives from BC Place, Pacific National Exhibition, Sport BC, Canucks Sports & Entertainment, BC Lions Football Club, Nat Bailey Stadium (the Vancouver Canadians), the Richmond Oval, the Vancouver Convention Centre, and the Vancouver Giants Hockey Club.
- The downtown business improvement associations (BIAs) - representatives from the Downtown Vancouver, Gastown, Hastings Crossing, Yaletown and Robson Street BIAs met with the City and Independent Review.
- The liquor industry and the health sector – met to discuss the relationship of alcohol to the playoffs and the riot. The meeting was attended by a diverse group that included representatives from Canada National Brewers, Barwatch, Alliance of Beverage Licensees, Vancouver Hospitality Association and Vancouver Coastal Health.

Since June 15, the City continued to facilitate a number of large (some annual) events, all of which included public gatherings of 100,000—350,000 people. These events included the Canada Day celebrations, Vancouver 125, the Celebration of Light, and the Pride Parade. As work on the review started and opportunities for improvement were identified, some of the recommendations were immediately implemented as part of the planning and management of those events.

B. Internal Review – the Report

Attached to this Council report as Appendix A is the document entitled "City of Vancouver: Internal Review of the 2011 Stanley Cup Riot. This document represents the culmination of the review and research conducted by City staff and the input provided by the City's external partners and key stakeholder groups.

The report consists of nine sections.

In Sections 3 through 6 of the report, the review examines the long history of event planning and enabling in the city, some of the unique features of this particular event, and it documents the results of extensive discussions and the root cause analysis of this critical incident in the city's history. These discussions involved both external partners and a variety of stakeholders.

Section 7 outlines activities at key downtown City facilities (theatres and library) during the riot, Section 8 outlines the business continuity and recovery efforts following the violence and the expenditures for the Fan Zones and policing.

Section 9 details the consultations with partners and key stakeholders and key statistical findings related to outdoor spectator numbers, arrest demographics, alcohol consumption and liquor sales.

Finally, in Section 10, the report outlines key lessons learned and recommendations resulting from the review. Three key areas for improvements have been identified:

- Clarification of the City's role in event hosting and coordinating with specific attention to the Stanley Cup;
- Enhancement of City event planning processes and risk assessment methodology; and
- Initiatives with external partners to reduce factors which contribute to the risk of a riot at public events.

FINANCIAL IMPLICATIONS

In planning for the possibility of the Canucks advancing to the playoffs, the VPD submitted a report to Council on April 19 (RTS 9146) which outlined estimated costs of policing the public realm for the four rounds of the playoffs. These costs, estimated at $648,271, included overtime costs based on a 5-hour shift per game, recognizing that shift length would vary if games took place on a Friday or Saturday, and that the number of deployed officers could rise based on the size of the crowds. This estimate did not include costs for VPD members assigned to Rogers Arena for the home games, as these costs are recoverable.

Two Fan Zones were created, in partnership with CBC, as a public venue for viewing the games. The initial Fan Zone was activated for Round 3, with a second site activated for Round 4. The cost of these sites was estimated at $680,000, and included costs across departments such as Engineering Services (e.g., sanitation, streets, parking, traffic, electrical operations), and fire and policing costs specific to the site, as well as external contracts relating to site logistics. Where city resources were reprioritized to service the Fan Zone activations (for example, the sanitation night shift normally providing services in other parts of the city being deployed downtown instead), only the associated incremental overtime costs are included.

The table below provides the most recent summary of the actual costs associated with the Fan Zones and policing of the public realm. These costs are based on submitted overtime for VPD and costs for external vendors. Overall costs for the Fan Zones were below estimates by $72,000, while the costs of policing the public realm exceeded estimates by $245,000, primarily due to higher levels of policing for increased crowds during the Stanley Cup finals (Round 4).

Table 1 — Fan Zone and Public Realm Costs

Area	Nature of Expenditure	Round 1 & 2 ($)		Round 3 ($)		Round 4 ($)		Total ($)	
		Actual	Estimate	Actual	Estimate	Actual	Estimate	Actual	Estimate
Fan Zone	Street, Sanitation, Parking, Traffic and Electrical, Other (e.g. screens, fences, etc.), VPD and VFRS Support	-	-	22,458	-	585,552	680,000	**608,009**	**680,000**
Public Realm	Vancouver Police Department - overtime and other costs	90,430	75,138	61,841	145,202	741,529	427,931	**893,800**	**648,271**
Total Fanzone and Public Realm Costs		90,430	75,138	84,299	145,202	1,327,081	1,107,931	**1,501,809**	**1,328,271**

These expenditures were funded from a number of sources. Where possible, existing resources were redeployed to support the Stanley Cup events, or other activities were reprioritized to enable existing operating budgets to fund a portion of the costs. In the 2011 Operating Budget and Capital Budget First Quarter Review report to Council (June 28, 2011, RTS 09050), it was anticipated that a draw from contingency of $650,000 might be required to complete funding for the Stanley Cup Fan Zone activations and policing of the public realm. As noted above, the actual costs of $1,501,809 exceeded the original estimate by $173,538.

Incremental Costs Associated with the Riot

The City incurred a number of additional costs related to the riot, including additional staffing costs and costs related to damage to vehicles and other equipment. These costs total $466,804, with $308,250 of this attributable to VPD policing costs related to additional officers being called in for crowd control following the game and for damage to VPD vehicles and equipment. The remaining costs are attributable to other City operations: staff costs, repairs to damaged equipment and windows at City buildings, and boarding up of broken windows at commercial properties. It should be noted that this total does not include VPD costs for ongoing investigation work to charge participants in the riot. On June 17, 2011, the Canadian Press reported an announcement by the Premier that the Province would pay for the cost of the investigation into the riot. Negotiations with the Province are ongoing.

Table 2 - Total Incremental Expenditures Related to the Riot Across City Agencies

Department	Nature of Expenditures	$
Engineering Services	Street Cleaning and Crew costs	22,320
	Traffic, Electrical and Fencing	11,483
	Porta-Potties	28,191
	Repair damage at Easy Park lots	5,000
	Repair damage to Television Screens	25,756
	Total	**92,750**
Fire and Rescue Services	Overtime and Acting Salary	4,483
	Damage/Loss Property/Misc	9,772
	Total	**14,255**
Parks and Recreation	Damanged Trees	1,800
	Security/Rangers	877
	Crew costs for repairs (i.e. boarding windows)	6,442
	Total	**9,119**
Community Services	Overtime costs	4,010
	Total	**4,010**
Vancouver Public Library	Cleaning and repairs (i.e. broken windows)	6,420
	Security	500
	Total	**6,920**
311	Overtime costs	2,500
	Total	**2,500**
Facilities	Queen Elizabeth Theatre, Orpheum and Gathering Place repairs (i.e. broken windows)	11,770
	Repairs for commerical buildings (i.e. boarding	17,230
	Total	**29,000**
Vancouver Police Department	Additional officers called in, riot review costs (*does not include ongoing investigation costs)	163,250
	Damage to police assets	145,000
	Total	**308,250**
Total Incremental Expenditures to City Agencies		**$466,804**

The overall impact of the Stanley Cup Fan Zones, policing of public realm and incremental costs incurred due to the riot will total $1,968,613 with approximately half being absorbed within the existing departmental operating budgets and an expected draw on the Contingency Reserve Fund of approximately $1,000,000.

PERSONNEL IMPLICATIONS

There are no personnel implications.

CONCLUSION

The riot that occurred on June 15, 2011 was unfortunate and unexpected. Fans from throughout the Lower Mainland and BC came together to share in the excitement of the Canucks as they pursued the Stanley Cup. Thirteen of the fourteen events held in the downtown public realm were successful and largely without incident. However, conditions

changed as the mood of the crowd shifted, and on the evening of Game 7 of the Stanley Cup finals, a riot broke out.

Despite the chaos, the riot was dealt with quickly and effectively, and without significant injuries or fatalities. This was, in part, due to the implementation of recommendations coming out of the 1994 Stanley Cup riot, and including in particular an investment in the E-Comm facility, its associated technology and the extensive work done since then by the VPD to prepare their members for such an event.

Immediately following the riot, the City and its partners worked together to provide a comprehensive review of the events. This included numerous discussions and debriefings with key external agencies and stakeholders. As a result, the review identified key action items to enhance the City's role as enabler and coordinator of large public events in public spaces. These key areas of improvement include clarification of the City's role in event hosting and coordination, enhancement of the City's event planning processes and risk assessment methodology, and initiatives with external partners to reduce factors contributing to the risk of a riot at public events. Studies and literature have identified certain risks with large crowds and crowd dynamics. Although it may not be possible to prevent future riots at events, it is hoped that implementing the recommendations outlined in this report will assist in decreasing the likelihood of a riot occurring.

There is a real readiness and willingness between the City and its partners to continue to work together in implementing the suggested improvements for future events. This includes collaboration with key agencies and stakeholders. During the time of this review, the City continued to facilitate a number of large events hosting public gatherings of 100,000—350,000 people. Some recommendations were immediately implemented by the City and its partners as part of the planning and coordination of these events. In addition to the work already completed, the City looks forward to Council's input to assist with continuing efforts to serve the citizens of Vancouver.

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