

# Internal Review *of the* 2011 Stanley Cup Riot

# Recommendations to Council

- 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” .
- 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.

# Review Process

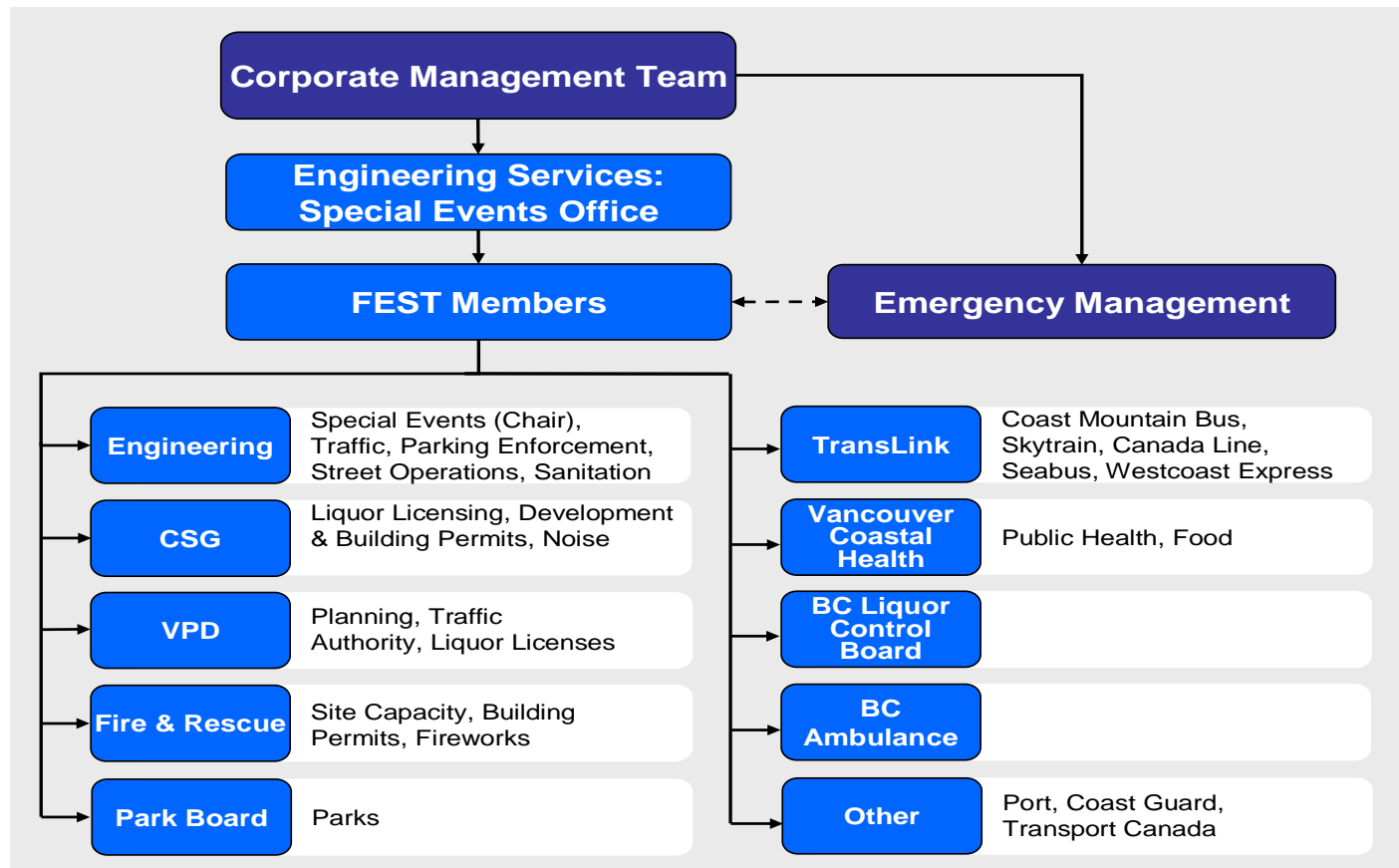
- Critical incident review process:
  - quality improvement approach
- Four phased approach
  - **Phase 1:** gather documentation & other info for accurate reconstruction of the events leading up to and through the riot and its aftermath
  - **Phase 2:** discuss reconstructed events with all service 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

# Events Permitted and Coordinated by City - 2010

Attendance	Total number events	Held annually	2010 one-time
Less than 5,000	600	No breakdown	No breakdown
5,000-10,000	33	30	3
10,000-50,000	26	22	4
50,000-100,000	12	12	0
100,000+	14	13	1
Total	685	77	8

- Examples include Canada Day, Celebration of Light, Pride celebrations and parades
- Take place in public realm
- FEST coordinates City approvals for event owners holding events with greater than 1,000 people

# Current Organizing Framework: Events in the City of Vancouver



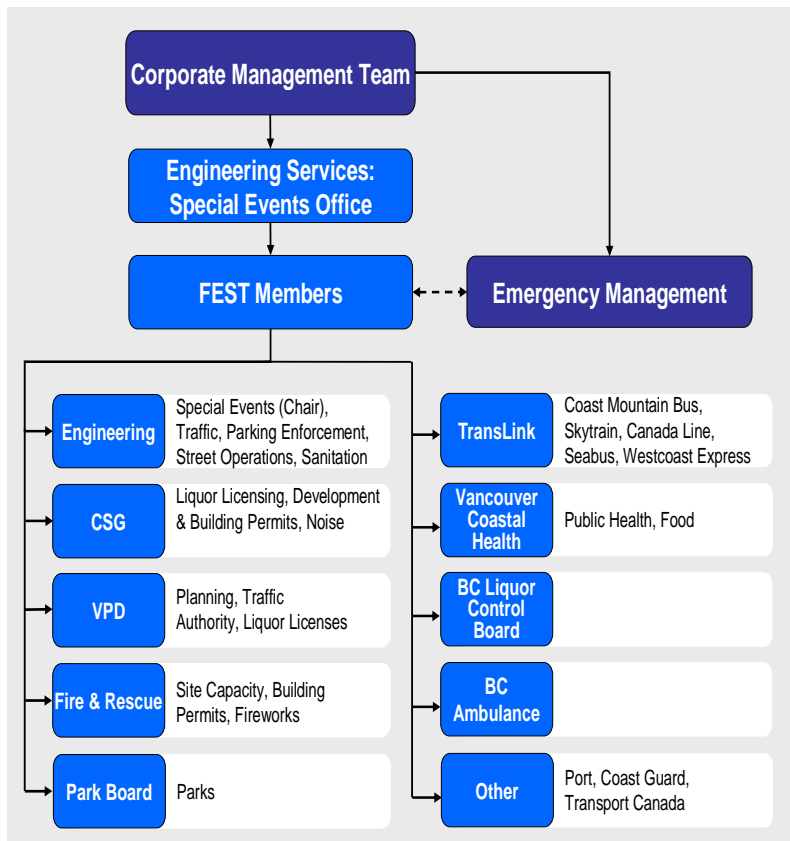
# Office of Emergency Management (OEM)

- Reports to Deputy City Manager
  - Establishing an emergency program for the City of Vancouver;
  - Coordinating and/or preparing local emergency plans;
  - Coordinating regional emergency planning activities;
  - Instituting training of City staff to respond to an emergency or disaster; and
  - Maintaining public information programs
- Contingency Planning Group of OEM - group chaired by senior OEM staff - role of mitigating risk
- Membership similar to FEST
  - Key City departments, VFRS, VPD, 311, Communications
  - External partners - E-Comm, BC Ambulance, VCH Emergency Management, TransLink partners, Providence Health Authority, Emergency Management of BC, BC Hydro, etc.

# Context and Key Considerations for Stanley Cup

- Context:
  - First playoffs in 17 years involving Canucks
  - Huge public interest - local fan base ~300,000
  - No local organizing platform
  - Experience of 1994
- Considerations:
  - Site Capacity and Logistics
  - Policing and Enforcement
  - Transit and Traffic Management
  - Planning for Alcohol
  - Emergency Operations Centre

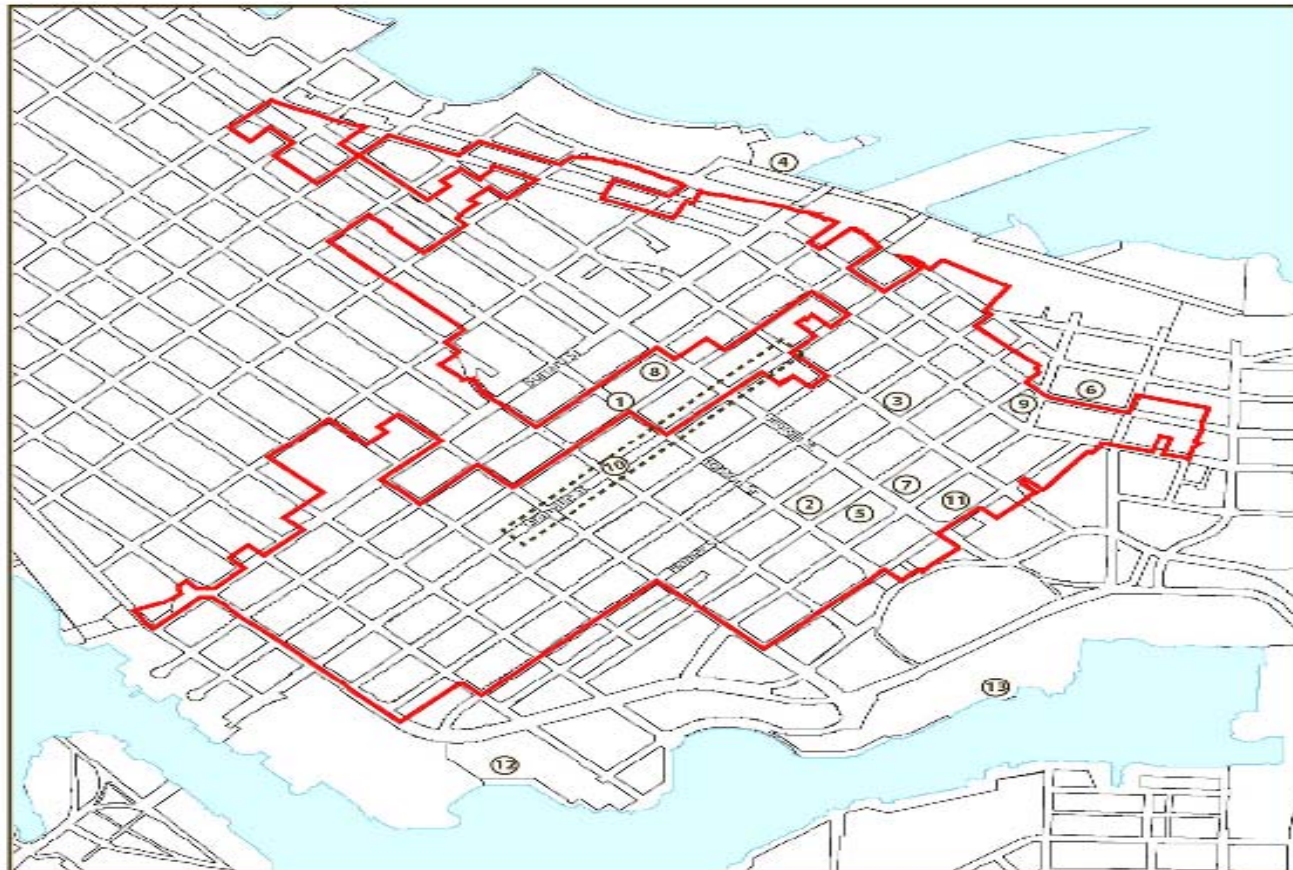
# Planning During Conference Finals



- Integrated planning - April - June 2011
- Responsive to changing demands and experience game by game
- CMT and Sub-group of CMT involved:
  - CM, DCM, Fire Chief/Deputy, Chief Constable/Deputy, City Engineer, Director/AD of Communications
- BrandLive contracted as professional event organizers



# Key Public Spaces Downtown



— Downtown (DD) Zoning Boundary

#### Downtown Plazas

1. Robson Square
2. Library Square
3. Cathedral Park
4. Jack Poole Plaza
5. CBC Radio Canada Plaza
6. Woodward's Plaza
7. Queen Elizabeth Theatre Plaza
8. Vancouver Art Gallery
9. Victory Square

#### Temporary Street Closures

- 10. Granville Street

#### 2010 Olympic Live Sites

11. Larwill Park
12. David Lam Park

#### Future Public Space Discussions

13. Northeast False Creek Civic Plaza

# Key Milestones

- CBC/COV partnership:
  - CBC Plaza
  - Semi-finals (Round 3)
- Opening of second Fan Zone: CBC Plaza & Hamilton;  
Granville Street
  - 2 large screens
  - Round 4 Final games 1 & 2
- Move to Georgia Street:
  - 3 large screens
  - Final games 3,4,5,6,7

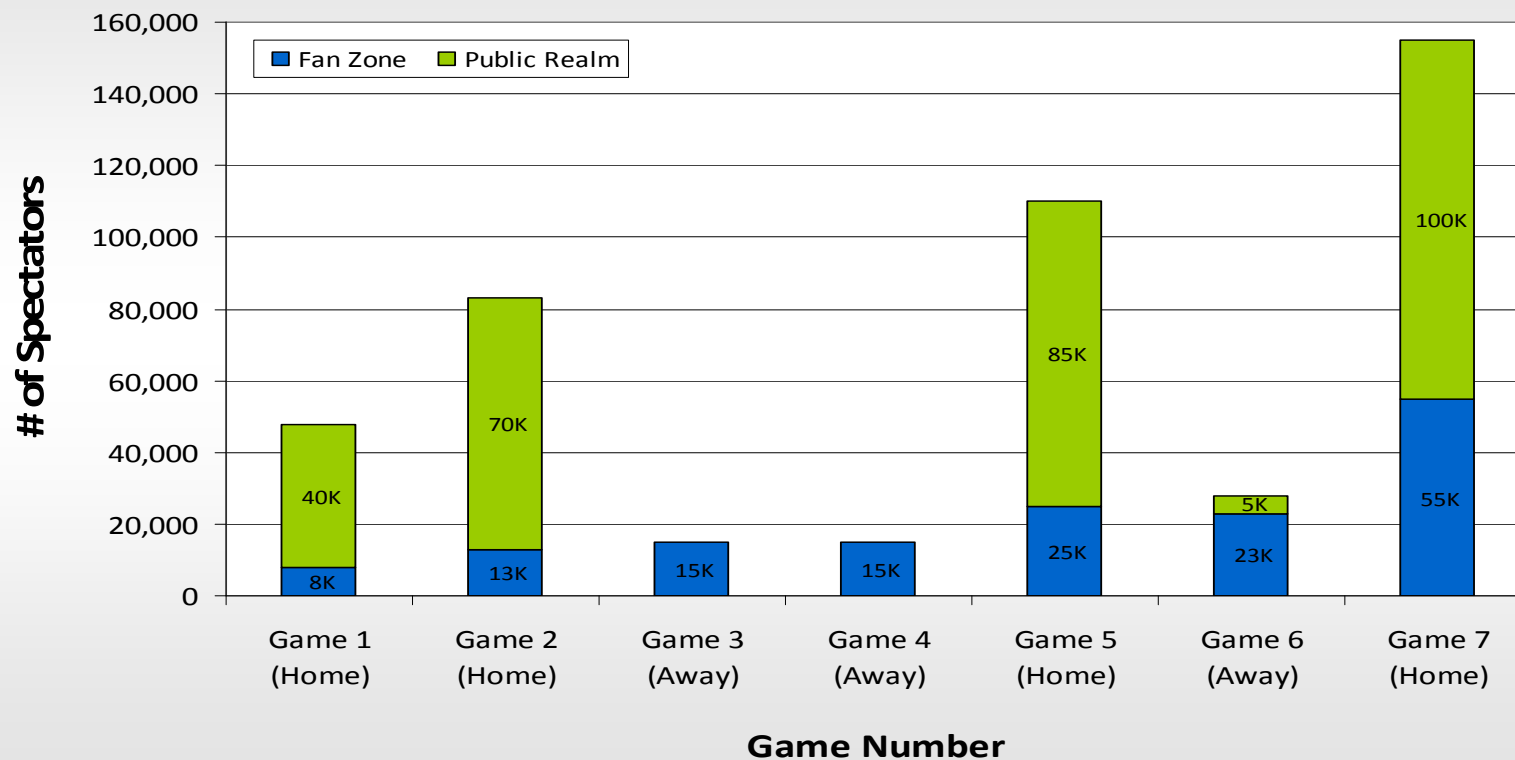


# Other Lower Mainland Activations: A Change From 1994



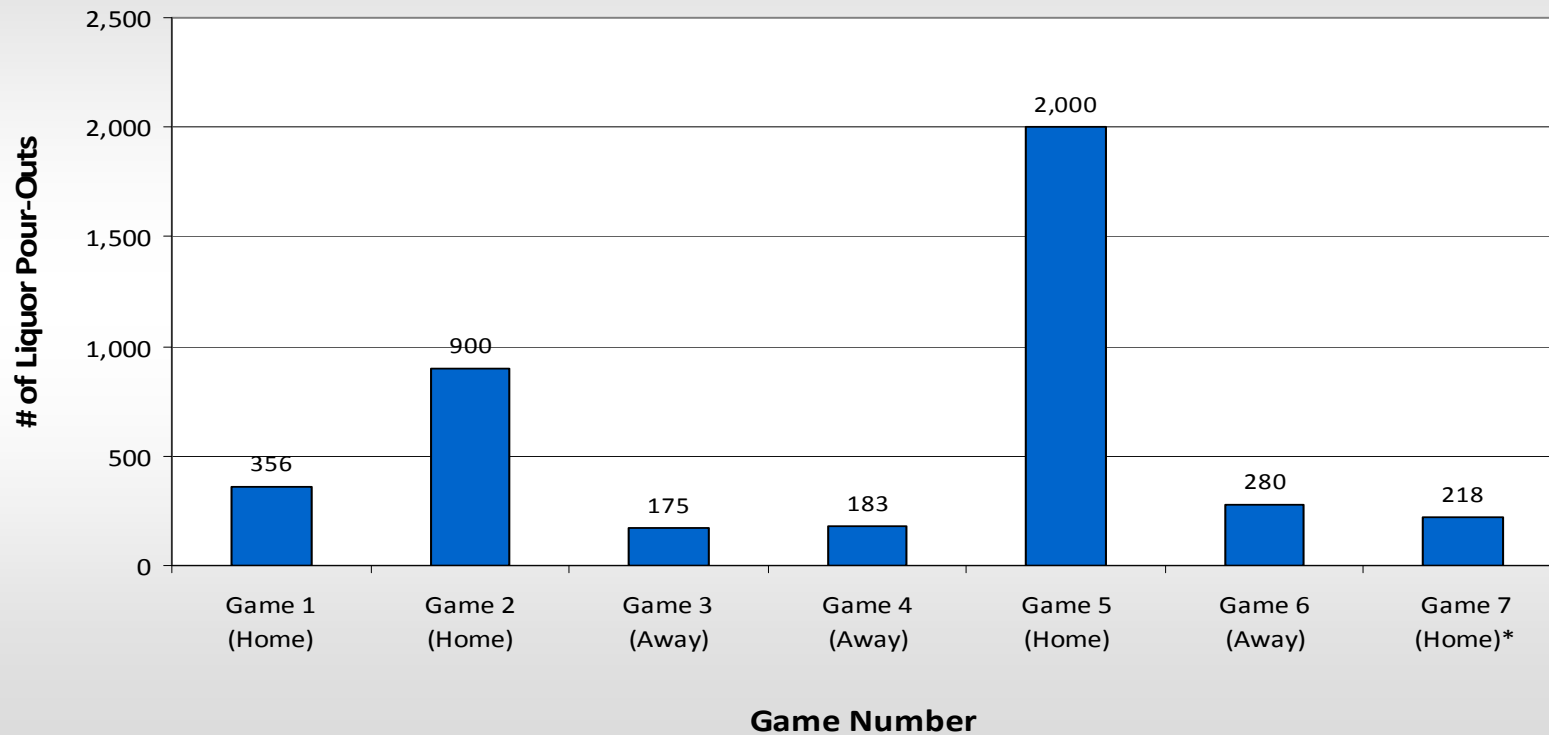
# Attendance at City of Vancouver FanZones and Public Realm

## Stanley Cup Finals - Spectator Attendance (Estimated)



# Alcohol Metrics throughout Playoffs

**Stanley Cup Finals - Liquor Pour-Outs for Games 1 to 7 (Estimated)**  
(data provided by VPD)



\*Note: Game 7 liquor pour-out data may not be complete.

## Key Steps as Playoffs Advanced

- EOC activated throughout finals
- VPD Gold command activated for game 2, and deciding games (6 and 7)
- FanZone security personnel increased
- VFRS positioning enhanced
- Fencing strategy
  - Ingress control, removal of fencing last period
- Alcohol strategy: early closures in downtown core Games 6 and 7
- Adjustments to porta potties and food vendors

# Game 7 Issues

- Preparation:
  - Early opening of FanZone
  - Increased security at FanZone
  - Projectiles cleared
  - EOC activation and DCM on site; senior officials also downtown
  - Increased CCTV cameras
  - Retail alcohol closures
  - VPD and regional police activation
- Key Issues:
  - Early arrival of public at FanZone (before screening put in place) - many inebriated
  - Crowd size - standing room only
  - Access to alcohol
  - Crowd tension throughout game
  - Presence of instigators



# CCTV Context

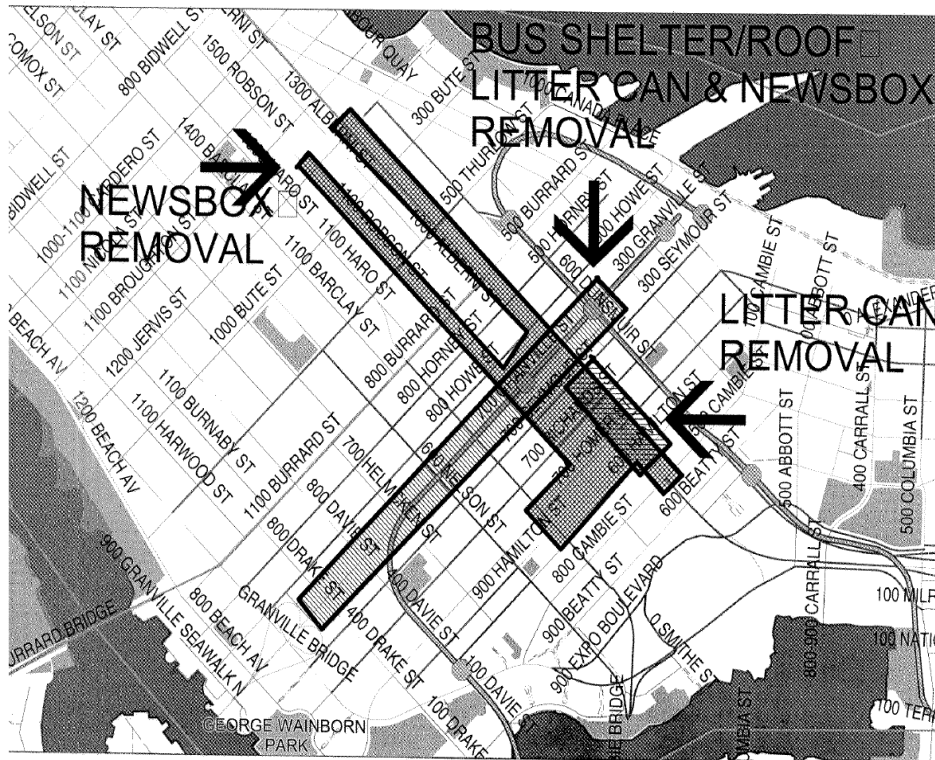
- Temporary Event Management and Public Safety System (TEMPS) created prior to Olympics
- Network infrastructure, cameras and control room
- Allows for temporary deployment of cameras during planned or major events (e.g. Canada Day, Celebration of Lights, Stanley Cup playoffs)
- Cameras are controlled by EOC staff and video is retained for a minimum of 30 days
- Provides “situational awareness” and direct public safety resources to areas of need (police, fire and ambulance).
- City also maintains a traffic camera program



# Stanley Cup Playoffs

- TEMPS use - downtown area (14 cameras)
  - 7 rooftop cameras (Robson, Hamilton areas) - early games
  - 3 cameras added (Granville) - game 6
  - 4 cameras added - game 7
- Traffic cameras - downtown area (11)
  - Cameras can be controlled
  - Monitoring only, no ability to record video
  - 9 intersections (11 cameras) monitored during playoffs - in place today

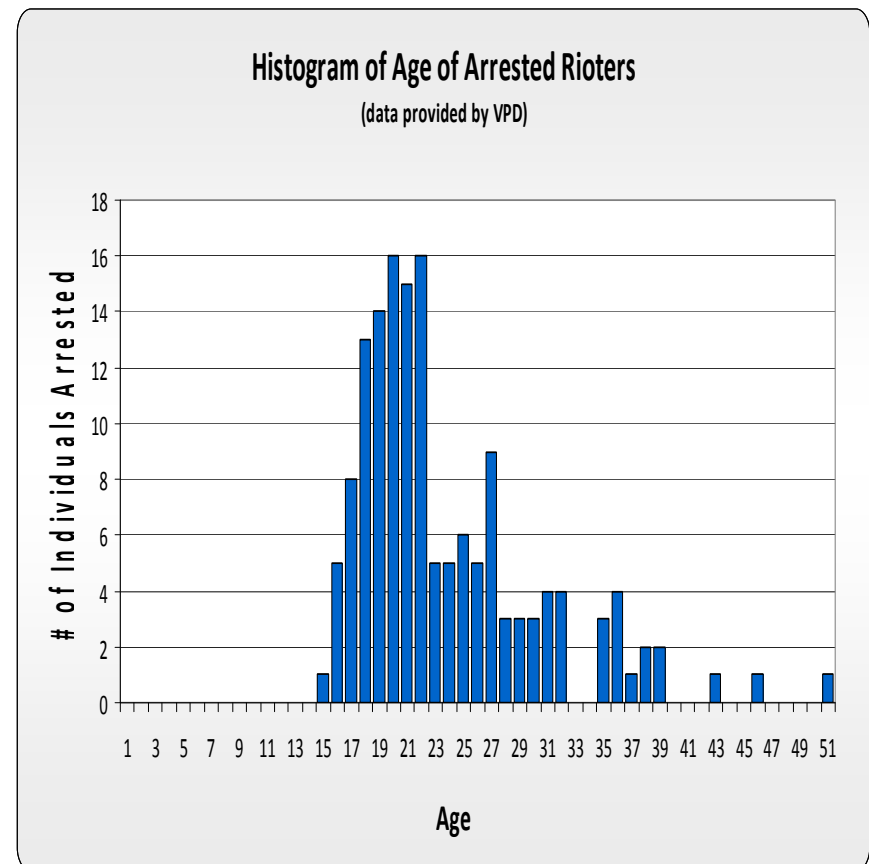
# Projectiles and Combustibles



- VPD provided direction to Engineering throughout playoffs
- Finals Game 1 onwards, key street furniture removed
  - Plans adjusted with experience during games
  - Game 2 - removed fencing before game end
- Parking restrictions on key streets
- Removal required ongoing adjustment

# Demographics, Mood, and Instigators

- Games 1 - 4: crowds included families, celebratory mood,
- Game 5: crowd demographic shifted - males 18-35, mood began shifting
- Game 7:
  - Large numbers; standing room only; predominance of young men; instigators present
  - Alcohol much increased
  - Tense and increased anti-Boston
  - 70% of those arrested, reside outside of Vancouver
  - Youth group input: alcohol and drugs, "glamour" of being a rioter, atmosphere downtown, anger at root societal problems and cheap thrills; lack of awareness of legal consequences



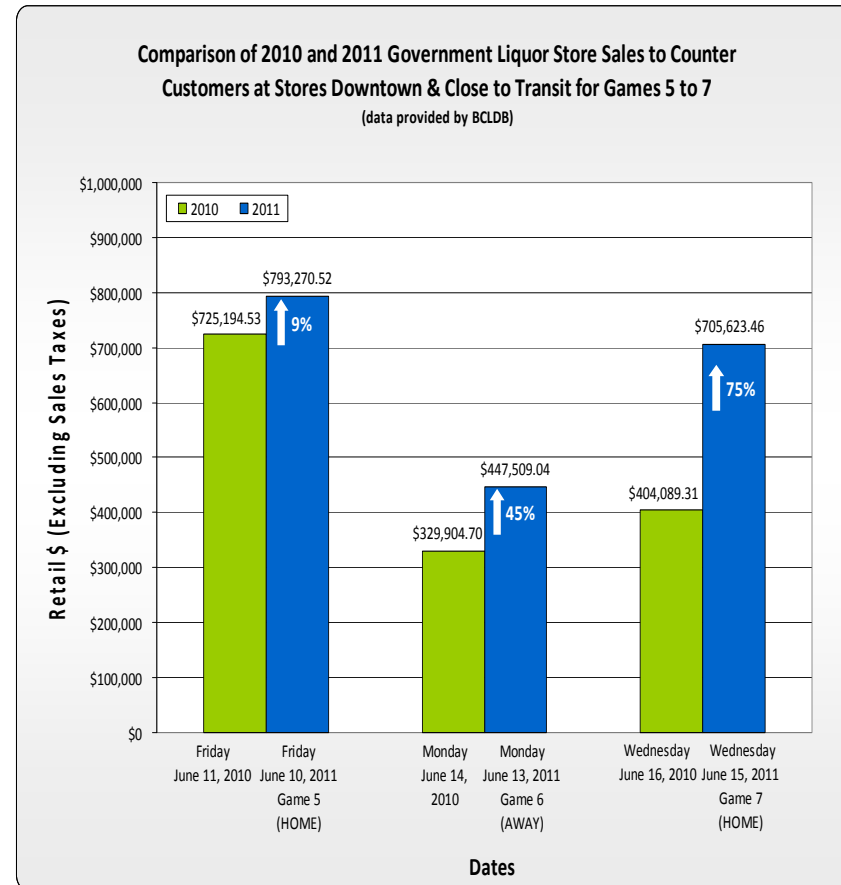
# Alcohol Consumption - Game 7

## Vancouver Coastal Health Data:

- Alcohol toxicity an issue throughout playoffs
- Between 8 pm and 7 am on June 15/16 - 80% of 144 patients seen at St. Paul's were result of riot
- Of the 114 riot related, 43 documented cases of toxicity and 37 suspected

# Alcohol Consumption - Liquor Sales

- Ministry data - government liquor sales across Metro Vancouver increased 68% over same day in 2010
- Outlets sales within two blocks of the SkyTrain/Canada Line system increased by 75%
- Liquor sales at the North Vancouver store near the SeaBus increased by 166% and by 121% at the Burnaby store near the Brentwood SkyTrain station.



# Post Riot - Response

- EOC Response
  - Activated at level 1 but operated as level 2
  - Deputy City Manager and key partners present
- Corporate Management Team Response
  - 2230H: City Manager convened CMT (Policy Group) at EOC
  - Mayor and Chief of Staff attended
  - CEO of E-Comm attended
  - Direction provided regarding business recovery actions:
    - 311, Facilities, Engineering Services, Finance, Law, Communications

# Protecting City Facilities

- Facilities Damage Control Centre set up to coordinate damage assessment and repair
  - Directed to mobilize City staff and private contractors to board up damaged storefronts - started at 2 am June 16
- Central Library - closed at 6 pm due to number of drunken patrons - window broken
- Civic Theatres - “Wicked” performing - 1,900 patrons held until safe to leave - EOC provided safe routes from theatre
- Non-market Housing - 4 residential buildings and 1 community centre impacted



# Public Response



- Thousands attended to clean up downtown
- Branding Vancouver Team:
  - Requested by Mayor to assess impact on Vancouver brand
  - Co-chaired by Rick Antonsen (CEO Tourism Vancouver) and Olga Ilich (former Minister of Tourism, BC)
  - *"This is our Vancouver"* theme
- Vancouver Restoration Fund
  - Donations from Telus and Vancity \$100,000
  - Nearly 60 businesses impacted - property damage
  - Managed by VEDC



# Overall Financial Impact

- Fan Zone - \$608,009
- Public Realm - \$ 893,800
- Riot Related - \$466,804
- Total: \$1,968,613
- Approximately half absorbed within existing budgets
- Recommendation: Cover remaining cost using \$1 million from Contingency

# Internal Review (June - August 2011): Consultation with External Partners and Key Stakeholders

- External Partners
  - Vancouver Coastal Health (including Providence Health Care), TransLink, Transit Police, BC Ambulance Service, E-Comm, Emergency Management of BC
- Key Stakeholders
  - Vancouver District Students' Council held youth forum
  - Vancouver Sports Group (unofficial title) - representatives from BC Place, PNE, Sport BC, Canucks, BC Lions, Vancouver Canadians, Richmond Oval, Vancouver Convention Centre, and Vancouver Giants
  - Downtown BIAs - Downtown Vancouver, Gastown, Hastings Crossing, Yaletown, and Robson Street
  - Liquor Industry and Health - diverse group - Canadian National Brewers, Barwatch, Alliance of Beverage Licensees, Vancouver Hospitality Association, and Vancouver Coastal Health
- External Review Co-chairs invited to attend any discussions of interest to them

# Summary of Consultations: Riot Risk Factors

- Through research and consultations City identified several key variables that appear to impact likelihood of a riot taking place

Type of Event x Crowd Characteristics x Alcohol Consumption x Media & Messaging x Availability of Projectiles & Combustibles

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Integrated Planning & Response

# Type of Event

## Canadian Sport History of Riots

City	Event	Year(s)
Toronto	Softball	1933
Montreal	Stanley Cup	1955, 1986, 1993, 2008, 2010
Edmonton	Stanley Cup	2006
Vancouver	Grey Cup	1963, 1966
Vancouver	Stanley Cup	1994, 2011

# Game 7 - Key Issues

- Alcohol very problematic - retail liquor outlets key source (private and public) across the region
- Size and demographics of crowd
  - huge capacity to transport fans from across region via Translink to downtown
  - High risk crowd:
    - Predominantly young men
    - Standing room only for several hours
    - Very excited and tense
- Availability of different items as projectiles
- Intense media interest and speculation before and during
- Insufficient real-time senior level risk assessment discussion between COV and partners of real time intelligence during afternoon of Game 7
- Difficulties with communication amongst non-first responders
- Riot quelled within 3 hours - no serious injuries, no deaths, significant impact on downtown business staff who were onsite, property damage

# Lessons Learned and Recommendations

- Consulted with external partners and key stakeholders over 2 months
- During internal review period, City continued to facilitate a number of large events – which included public gatherings of 100,000 – 350,000 people
- As opportunities identified, some of them were implemented
- During review period, number of events provided insight into issues discussed as part of review (e.g. UK riots, NFL shooting in San Francisco)
- Clear from discussions is appreciation for speed with which VPD ended local outbreak, low number of injuries and absence of fatalities
- Internal review process resulting in staff proposing 16 recommendations

# Clarification of City's Role in Event Hosting & Coordination

1. City to ensure defined external organization responsible for hosting large & complex events in public domain
  - Canucks likely to reach playoffs in 2011/12 season
  - City to facilitate discussion with Canucks organization, NHL, downtown business communication, Vancouver Sports Group, and other municipalities in region to consider options for creation of community based organization to plan, raise \$, and oversee future Fan Zone sites
2. Liaise with other Canadian cities that have had Stanley Cup riots to share challenges and approaches re sources of funding and organizational details
  - Immediate economic benefit to franchise owners, business community (mainly hospitality), Province & Feds through liquor sales and taxes
  - No direct benefit to City but direct costs significant and should be recovered by City
  - Various US approaches - direct involvement by franchises and owners, and use of non-profit community organizations and other professional sports leagues' celebrations

# Vancouver Canucks - Initiatives

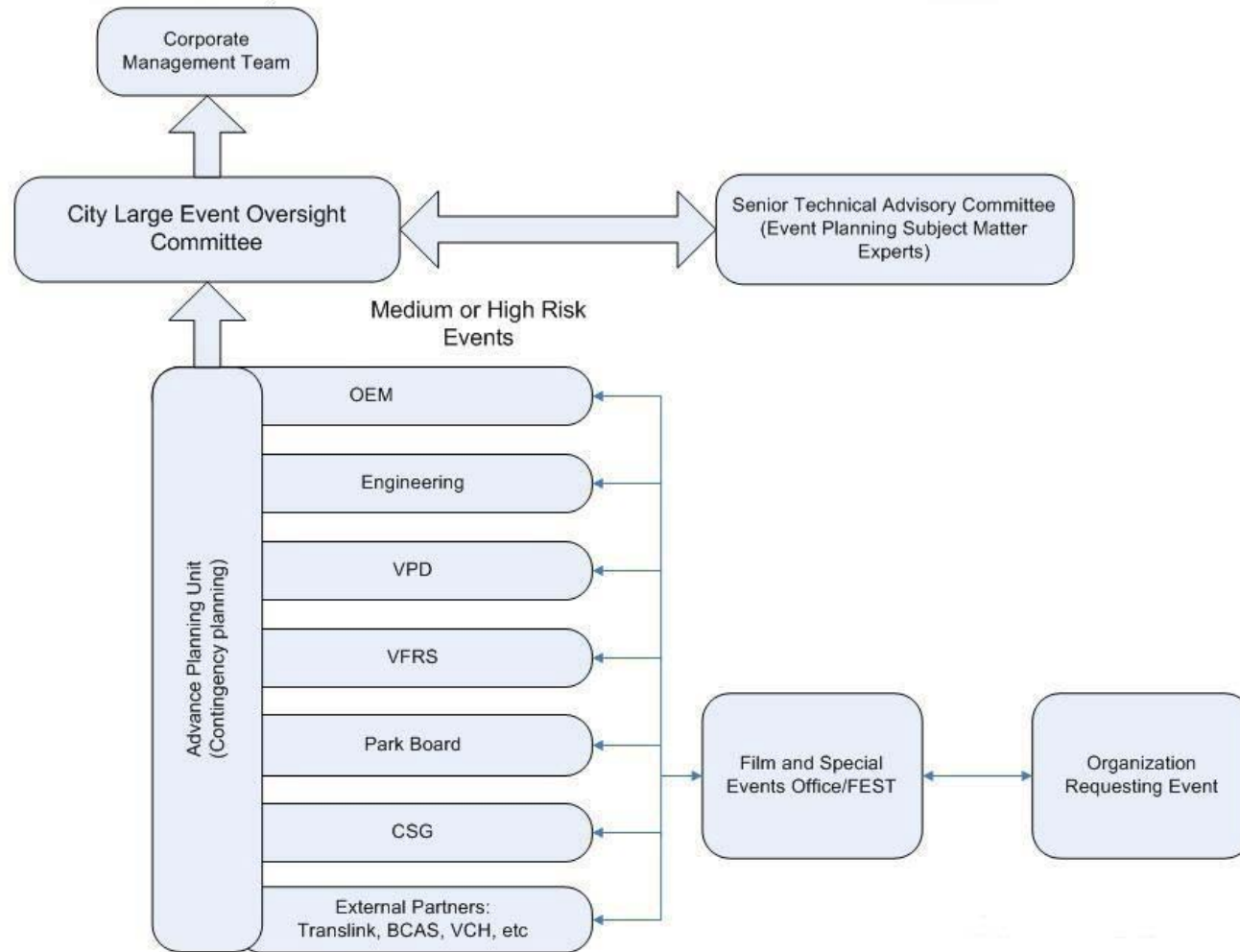
- In letter to City Manager, Canucks indicated their support for the City and Province and highlighted their intent to speak to fans directly through targeted messaging - will strengthen past message
- Opening night - plan to display 'message of hope' boards in concourse, use in-area projectors and display screens to show images of the clean-up and civic pride
- Public service announcements shown in-arena during games, on Canucks.com and television with key messages re celebrating responsibly and respecting your fellow fan and community property
- Poster campaign carrying key messages



# Enhancement of Event Planning Processes & Risk Assessment

1. Enhance event planning process
  - Establish City Large Events Oversight Committee for large and high risk events - chaired by Deputy City Manager
  - Establish industry and agency based Senior Technical Advisory Committee - chaired by PNE CEO - to provide 3<sup>rd</sup> party review of events plans for large complex events - provide input/advice
2. Adopt best practices event risk assessment tool - draft tool developed based on FEMA and UK frameworks

# Proposed Risk Assessment Event Planning Process



# Initiatives With External Partners: Number of People & Site Location

1. Manage number of people in the public realm
  - Work with key external partners to identify strategies to enhance ability to quantify on real-time basis the numbers of people coming into public domain
2. Create a standardized asset base for celebratory sites
  - City, VPD, and VFRS, with input from Senior Technical Advisory Committee, and other partners - undertake process to identify various locations for hosting large and complex events
  - Database all sites, key features, suitability, etc

# Initiatives With External Partners – Demographics & Mood of Crowd

1. Improve processes for gathering information and escalation of issues
  - EOC partners more defined process for real-time info gathering and issue escalation
  - Enhance contingency planning
2. Continue to enhance use of CCTV for special events
  - City/VPD to update policy for Council approval
  - CCTV feeds made available to E-Comm

## Initiatives With External Partners - Demographics & Mood of Crowd (cont'd)

3. Work with Vancouver Sports Group to develop Fan Code of Conduct
  - NFL has fan code of conduct that encourages positive fan environment
  - Canucks have expressed strong commitment to assist in presenting positive role models and messaging to promote responsible behaviour
4. Work with media outlets, Vancouver Sports Group, and key sponsors to identify other actions
  - Can help set the tone for expected behaviour
5. Create a community volunteer corps
  - Work with Tourism Vancouver, Volunteer Vancouver, and Vancouver Sports Group to create community volunteer corps similar to Blue Jacket volunteers of 2010 Olympics

# Initiatives With External Partners – Alcohol Consumption

1. Coordinate with external partners to improve managing the risks of alcohol on special events
  - Improved planning based on data and surveillance around from large public events in regard to impact of alcohol
  - Improved strategies for the containment of alcohol availability - may involve legislative changes
  - Development of proactive messaging with the media and event sponsors – City & VPD work with public health, the media, TransLink, professional sports orgs, sponsors, and members of the alcohol sector to promote responsible consumption of alcohol and emphasize enforcement policies and consequences for irresponsible consumption

# Vancouver Coastal Health - Alcohol Harm Reduction Recommendations for Local Government

- In submission to independent reviewers re alcohol harm reduction, Dr. Patricia Daly, Chief Medical Officer, Vancouver Coastal Health made numerous recommendations for local, provincial, and federal governments.
- Recommendations for local government:
  - *limit alcohol availability* - through controlling alcohol outlet density, re-evaluate hours of service, limit/manage alcohol-allowed public events
  - *Ensure safer drinking environments* - regulate public special occasion event and improving on-premise venues (e.g. implementing design standards, staff training, bar policies for licensed establishments that reduce likelihood of alcohol-related harm)

# Ingredients for Riotous Behaviour

- Dr. Joy Johnson, professor UBC School of Nursing and Executive Director CIHR Institute of Gender and Health
- Findings:
  - Gender influences - young men (16 - 24 years) attending sporting events together with desire to witness physical aggression
  - Witnessed aggression - watching physical altercation is stimulating, witnessing sports-related violence
  - Physiological arousal & aggression - exposure to yelling, standing rather than sitting - when aroused people less able to think clearly & process information
  - Alcohol use - acute intoxication promotes aggression in men
  - Environmental - standing, very crowded area, wearing team clothing, chanting, cheering, presence of police enforcement



# Initiatives With External Partners – Enhancing Public Safety & Mitigating Property Damage

1. Create potential hazard policy for large events in public domain
2. Clarify Processes at EOC
  - Clarify decision-making structures at EOC – work with EOC partners – Goal: coherent & unified decision-making
  - Clarify EOC activation levels – draft risk assessment tool developed
  - Update departmental emergency planning procedures – use of table-top and other exercises
3. Improve communications between non-first responders during riot
4. Improve communication to public during riot

# Fan Zone & 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

# Incremental Expenditures Related to Riot

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
	<b>Total</b>	<b>92,750</b>
Fire and Rescue Services	Overtime and Acting Salary	4,483
	Damage/Loss Property/Misc	9,772
	<b>Total</b>	<b>14,255</b>
Parks and Recreation	Damaged Trees	1,800
	Security/Rangers	877
	Crew costs for repairs (i.e. boarding windows)	6,442
	<b>Total</b>	<b>9,119</b>
Community Services	Overtime costs	4,010
	<b>Total</b>	<b>4,010</b>
Vancouver Public Library	Cleaning and repairs (i.e. broken windows)	6,420
	Security	500
	<b>Total</b>	<b>6,920</b>
311	Overtime costs	2,500
	<b>Total</b>	<b>2,500</b>
Facilities	Queen Elizabeth Theatre, Orpheum and Gathering Place repairs (i.e. broken windows)	11,770
	Repairs for commercial buildings (i.e. boarding)	17,230
	<b>Total</b>	<b>29,000</b>
Vancouver Police Department	Additional officers called in, riot review costs (*does not include ongoing investigation costs)	163,250
	Damage to police assets	145,000
	<b>Total</b>	<b>308,250</b>
<b>Total Incremental Expenditures to City Agencies</b>		<b>\$466,804</b>