

City of Vancouver Internal Review *of the* 2011 Stanley Cup Riot

September 2011



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1 Executive Summary

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

Images of burning cars, people fighting one another, police in riot gear and stores being looted were broadcast around the world. Media as diverse as Sports Illustrated, Salon.com, a TV station in Cincinnati, the British Broadcasting Corporation, CNN and the New York Times joined hundreds of local, national and international media outlets to report on the violence.

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 to identify lessons learned.

While the review was being conducted, the City continued to facilitate a number of large (some annual) events, all of which included public gatherings of 100,000–350,000 people in the downtown. These events included the Canada Day celebrations, Vancouver 125, the Celebration of Light, and the Pride Parade. As work on the review advanced and opportunities for improvement were identified, some of the recommendations in this report were immediately implemented as part of the planning and management of those events.

Work with partners/stakeholders

Since June 15, numerous discussions and debriefings were held across the City, both internally and externally, with partners and key stakeholders (see Appendix E).

What is clear from the discussions is an appreciation for the speed with which the VPD ended the violence on June 15, the low numbers of injuries and the absence of any fatalities. This is not to minimize the fact that there were staff of a number of businesses who were very frightened during the riot and there was significant property damage done to many businesses in our downtown.

A second common theme was the commitment to continuing to support the city to enable large and small public celebrations and activations in the city, including the downtown, in the future, but recognizing that the City should not be trying to organize a large and complex event on its own in such a short time frame.

A third theme was a strong commitment by the many partners (City of Vancouver, VPD, VFRS, Translink, Vancouver Coastal Health, E-Comm, BC Ambulance Service, and others) to continue to work together to enhance our risk identification and risk management both in the preparation for large events and in the real time operations around an event. The need for more "unified" discussions and decision-making was the background behind many of our discussions and recommendations.

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Finally, acknowledging that 13 of the 14 Fan Zone activations during the playoffs were largely successful, the final one on June 15 (game 7) presented significant challenges in which:

- a crush of people arrived in the downtown;
- there was excessive alcohol consumption; and,
- packed Fan Zones with standing room only over a number of hours was a recipe for trouble - regardless of whether the Canucks had won or lost.

Our recommendations are the result of many hours of discussion, research as well as the examination of evidence and data. The recommendations are pending Council approval.

Lessons learned and recommendations

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 specifics related 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.

Over the past 78 years, Canadian cities have seen 11 major sports-related riots, as shown in the following table, with hockey riots relating to the Stanley Cup outnumbering all other sports riots. Particularly concerning is the fact that the incidence of riots associated with the Stanley Cup has risen significantly over the past six years.

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

What is clear from broad discussion, a review of literature, and evolving events such as are referred to above is that while these strategies may not prevent future riots, they will hopefully mitigate the overall risk of a riot happening, and generally enhance the City's work as host and facilitator of large public events in the public realm.

The following is an abbreviated version of the recommendations made in the report.

Recommendation themes (abbreviated from the report)

10.1 Clarification of the City's Role in Event Hosting and Coordination

Recommendations 10.1:

1. **The City should ensure there is a defined external organization responsible for the hosting of any large and complex event in the public domain. With specific regard to the Stanley Cup playoffs:**

The Vancouver Canucks are our local franchise of the NHL - their success has grown both in regard to their standing in the league and their large fan base which numbers in the hundreds of thousands. We would hope that they would continue to be strong competitors for the Stanley Cup on a regular basis, noting there is no guarantee from year to year. However in the event the Canucks are successful and reach the playoffs, it is likely that the public will expect to participate and celebrate in the public realm; the community needs to be prepared well in advance and in a way that minimizes the risk of the events of June 15 recurring.

The 2012 playoffs are less than a year away - to be better prepared the city will facilitate discussions with the Canucks Organization, the NHL, the downtown business community, the Vancouver Sports Group and other municipalities in the region to consider options for the creation of a community-based organization to plan, raise money, and oversee any future Fan Zone activation sites. The City will play its usual role as an enabler. The goal would be to ensure that for future events:

- there is time to prepare an appropriate and comprehensive event plan and clearly identify resources and operational needs across City departments and all partners; and
 - responsibility for event resources can be clarified and the City can assure appropriate cost recovery for necessary services.
2. **The City should liaise with city officials in the two other Canadian jurisdictions, Edmonton and Montreal, which have recently experienced Stanley Cup riots to share challenges and approaches on sources of funding and organizational details.**

The immediate economic benefit of hosting an event such as the Stanley Cup flows to the owners of the franchise, the business community - particularly the hospitality industry - and to the Provincial and Federal governments through liquor and value added taxes. There is no direct benefit to the municipality, however direct costs are significant and should be recovered by the City. Participation in the Stanley Cup has a positive financial impact on the clubs involved.

Our research indicates that some US cities have a variety of approaches including the direct involvement of local sport franchises and owners and the use of non-profit community organizations to organize NHL and other professional sports leagues' celebrations:

- Dallas: The owner of the Dallas Mavericks NBA team paid for the team's celebration parade when they won the 2011 NBA championship. In addition, Downtown Dallas Inc., a non-profit, is involved in organizing their NHL and NBA victory parades.

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- Miami: Events are hosted by the NHL franchise along with the Miami Downtown Development Authority (an independent agency of the City of Miami funded by a special tax levy on properties in its distinct boundaries)
- Los Angeles: NBA 2010 parade hosted by the team and sponsored and organized by the entity which owns the LA Kings (NHL) and LA Lakers

10.2 Enhancement of Event Planning Processes and Risk Assessment

Recommendations 10.2:

1. Enhance the event planning process

- a. Establish an executive level *City Large Events Oversight Committee*, for large, high-risk events. The committee will be chaired by the Deputy City Manager, with core membership to include: the City Engineer, VFRS Fire Chief, VPD Chief Constable, Director of Corporate Communications, TransLink Chief Operations Officer, BCAS Operations Director, Vancouver Coastal Chief Public Health Officer, and the Director of Emergency Management (secretariat support for the committee). Other senior leaders, from within City staff and from outside, should be added as needed. The committee will work to enhance the event planning process and will meet regularly to review upcoming events and planning status. Since the June 15 riot, this structure has been piloted and proven useful in enhancing the planning for the Celebration of Light, Vancouver 125, Pride and the Canada Day celebrations. Specifically, on a first-priority basis, this committee will:
 - i. put an integrated risk-based framework in place for the City's work in large event planning and evaluation, with a clear process for escalating issues and decision-making and a formal process for post-event analysis.
 - ii. establish standard documentation expectations, clarity of policy and procedures, including user-pay schedule, and implement a protocol for the routine recording of key decisions and actions when the City works to enable large events.
 - iii. In the run-up to, and during the event, develop stronger coordinating efforts with EOC partners to develop a more defined process for gathering intelligence, deal with escalating issues, and coordinate efforts among EOC partners.
- b. Establish a *Senior Technical Advisory Committee*, chaired by the CEO of the PNE and with members from key industries and agencies having special expertise in sports and other events management. This committee will be available to the City Large Events Oversight Committee to provide third party review of event plans for large and complex events and provide input and advice to the City when it enables events. See Appendix N for draft terms of reference.

2. Adopt a best practices event risk assessment tool for event planning

The City has developed a draft risk assessment tool based on international event risk assessment frameworks from the United States (Federal Emergency Management Agency) and United Kingdom (Health and Safety Executive). The draft risk assessment tool which is a synthesis of best practice is attached in Appendix O. It is currently being validated by City departments and external partners and will begin to be piloted in fall 2011. The risk assessment tool will enable the City and its partners to systematically enhance risk identification and mitigation when it plans events.

10.3 Initiatives with External Partners to Reduce Factors Which Contribute to the Risk of a Riot at Public Events

10.3.1 Number of People and Downtown Site Location

During the Canucks playoff run, home games attracted more and more people to the downtown Fan Zones and the public domain, reflecting the rising excitement across the city and the Vancouver region. Away games were more sparsely attended, with much less activity in the public domain. Improvements in the Lower Mainland's transit system since 1994 – the addition of the Canada and Millennium SkyTrain lines – have significantly increased the ability to move large numbers of people from the region into Vancouver.

Recommendations 10.3.1:

1. Manage the number of people in the public realm

The City will work with key external partners including TransLink, BC Ferries, VPD and other regional police to identify strategies to enhance the ability to quantify on a real time basis the numbers of people coming into the public domain for large events and will identify ways to better manage the surge when risk is increased, particularly in the downtown core. This work will include evaluating whether, for future events, it is practical and the possible options for limiting the number of people travelling into downtown if deemed necessary.

2. Create a standardized asset base for celebratory sites

The City, VPD, VFRS, with input from the proposed Senior Technical Advisory Committee, and other appropriate partners, will undertake a process to identify the various locations which can play a role for hosting large and complex public events. A database of all sites, their unique features, attributes and limitations, the kinds of events suitable for each site, and standardized costing for routine services would assist in expediting planning and decision-making requirements.

10.3.2 Demographics and Mood of the Crowd

Recommendations 10.3.2:

1. Improve processes for gathering information and escalation of issues needing decisions

- a. EOC partners should develop a more defined process for real-time information gathering and for the escalation of issues among key partners with respect to numbers, demographics and mood of the crowd, the presence of any instigators, availability of alcohol, and any other risk factors identified through the enhanced risk

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management tool – this process would be in effect in the preparatory stages as well as during the event and lead to the ability to make necessary adjustments to the event plan in a more timely way.

- b. These processes would include enhanced contingency planning to enable orderly adjustments to an event in the face of escalating risks. This work would be aligned with the Special Event Risk Framework referenced earlier in this report.

2. Continue to enhance use of CCTV for special events

The availability of closed circuit televisions (CCTV) was invaluable to the response efforts during the riot in providing real-time information to all responders.

- a. The City and VPD should bring forward to Council an updated policy with regard to the future use of CCTV cameras for special events to assist with monitoring crowd activities, deployment of first responders and police, identification of suspects and riot participants in the event of a significant disturbance.
- b. CCTV feeds should be made available to E-Comm dispatchers to enhance the effectiveness of their dispatch function.

3. Work with the Vancouver Sports Group to develop a *Fan Code of Conduct*

As noted above the NFL and all 32 NFL clubs have a fan code of conduct that encourages a positive fan environment by establishing appropriate behaviour and conduct for those fans attending NFL games. In our discussions with Vancouver Canucks Sports and Entertainment, there was a strong commitment on their part to the role they could play in role modeling and messaging responsible behaviour.

4. Work with media outlets, the Vancouver Sports Group and key sponsors

Identify actions which could help set the tone for expected behavior at large public events, with an early focus on sport events. This might include crowd engagement strategies and methods to enforce a zero-tolerance approach for unacceptable behaviors and violence.

5. Create a community volunteer corps

The City should work with Tourism Vancouver, Volunteer Vancouver and the Vancouver Sports Group to review the possibility of creating a community volunteer corps to participate in large and complex community events, similar to the role of Blue Jacket volunteers during the 2010 Winter Olympics. Developing a volunteer corps could aid in communicating with and assisting event participants and the corps could also be mobilized in the event of a natural disaster, such as an earthquake.

10.3.3 Alcohol Consumption

Many of the fans who came downtown already inebriated or with liquor on hand clearly sourced alcohol from retail liquor outlets across the Vancouver region. The Provincial Liquor Control and Licensing Branch had closed public and private retail outlets in the downtown core early on June 15, but tens of thousands of fans arriving via public transit had accessed alcohol prior to arriving downtown.

Provincial data on liquor outlet sales supports this observation. On the day of Game 7, and compared to the same time in 2010, government liquor sales across Metro Vancouver increased

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68%, and sales from outlets within two blocks of the SkyTrain/Canada Line system increased by an average of 75%. Sales at one location on the North Shore near the SeaBus increased by 166%.

There is no question that too much alcohol played a role in the events of June 15.

Recommendations 10.3.3:

1. Coordinate with external partners to improve managing the risks of alcohol on special events

The City should strike a task group with representatives from the Province of BC (Ministry of Public Safety and Solicitor General and Health Services/Public Health Officer), other municipalities, VPD, RCMP, TransLink, Transit Police, Vancouver Coastal Health and members of the alcohol sector to work on strategies to address reducing the contribution of alcohol to disruption of public realm events:

- a. Improved planning based on data and surveillance around large public events in regard to the impact of alcohol.
- b. Improved strategies for the containment of alcohol availability in the context of large public gatherings - some of these may involve legislative change specific to large at risk events.
- c. Development of proactive messaging with the media and event sponsors — The City and VPD should work with leaders in public health, the media, TransLink, professional sports organizations, their sponsors, and members of the alcohol sector to promote responsible consumption of alcohol and emphasize enforcement policies and consequences for irresponsible consumption. Social media should be explored and leveraged where appropriate. In our discussion with the alcohol sector, there was strong support expressed in regard to their willingness to contributing to this kind of strategy.

10.3.4 Enhancing Public Safety and Mitigating Property Damage

Recommendations 10.3.4:

1. Create a potential hazard policy for large events in the public domain

The City Engineer, with the VPD and VFRS, will create a task force to review best practices in this area and bring forward to Council and the Police Board a policy for the temporary removal or replacement of potential projectiles and burnable objects in anticipation of large public events. Potential hazards include items such as barricades, fencing, litter cans, newspaper boxes, parked cars, and other street furniture. Strategies may involve procurement of non-combustible litter cans and different types of street barricades.

2. Clarify Processes at the EOC

The Emergency Operations Centre is a facility designed to act as a coordination and communications centre for any large emergency or disaster events that impact the City of Vancouver. The EOC was activated for all playoff games, including the night of the riot. While the overall response to the riot was effective with no significant injuries or fatalities, further improvements can be made to improve emergency response:

- a. **Clarify decision-making structures at the EOC** - The City will work with EOC partners to brief and update them on EOC decision making processes and protocols. Discussions

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- with EOC partners indicated that not all partners were aware of the entity or organization with ultimate decision-making authority during the riot. EOC partners should be aware of the existence of different command structures including the Incident Command Structure and the VPD's Gold, Silver, and Bronze command systems. The guidelines contained in the BC Emergency Response Management System (BCERMS) for unified command should be reviewed and used to enable more coherent and unified decision-making in the setting of emergency situations such as the riot.
- b. **Clarify EOC activation levels** - The City needs to clarify the criteria for each level of EOC activation. BCERMS guidelines should be used as a source of criteria for EOC activation levels. During an event, the EOC should ensure that it is activated at the appropriate level based on the risk and nature of the event, and that the level is announced to EOC partners. The draft risk assessment tool referenced earlier will include criteria for EOC activation levels depending on the size and nature of the event.
 - c. **Update departmental emergency planning procedures** - The City will ensure that there are opportunities for table-top and other exercises to strengthen our comfort in the use of emergency planning procedures. The City will ensure emergency contact lists are regularly updated and communicated to City staff, licensees, and external partners.
3. **Improve communication between non—first responders during a riot**
- On June 15, crowd noise and slow email (cell phone towers were overwhelmed) made communication between non—first responders on-site difficult. Different methods of communication for non—first responders should be explored to enhance the coordination of efforts on the ground. The City should create a task group with E-Comm and non-first responder partners (TransLink, VCH, City departments, telecommunications partners, and others) to determine strategies available to improve communications during an incident such as the riot on June 15, 2011.
4. **Improve communication to the public during the riot**
- The City and its partners should explore different methods of centralizing and optimizing communication to ensure that in future, a process is in place to provide accurate and timely information to the public during an emergency such as the riot. This includes providing communication on how to leave an event safely. During the riot, responders noted difficulty communicating transit changes to the crowd, as well as other adjustments to crowd flow. This caused confusion for people attempting to leave downtown after the riot started and contributed to public uncertainty.

2 Introduction

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 (TransLink, E-Comm, Vancouver Coastal Health, BC Ambulance Service, Transit Police). 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, at the end of Game 7 of the playoff finals, a riot occurred. 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 and a number of staff terrified by the experience of the looting on their premises. 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.

Following the riot, the City Manager and the City of Vancouver's Corporate Management Team (which consists of the City and Deputy City Managers, General Managers, Chief Constable, Fire Chief, City Solicitor, and Director of Communications) committed to the Mayor and Council to review the events leading up to and during the riot on June 15, 2011. In 1994, after a riot following the Stanley Cup finals deciding game, a number of reviews had been undertaken: a Police Commission review, a Vancouver Police Department (VPD) review and an internal City review. The latter consisted of a literature review of the research pertaining to the role that crowd dynamics, sporting events, alcohol and the media play in riots.

As part of its commitment to Council to review the events of June 15, the Corporate Management Team (CMT) 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

CMT asked Internal Audit, under the leadership of the Chief of Internal Audit, to be the supporting department for the review and report to the Deputy City Manager. All staff involved in preparing and implementing operations were made available as needed for the review. External partners were invited to participate and key stakeholder groups were identified through discussions with Council and senior staff.

This report documents the review. It includes the collection and review of documentation, and reviews the associated work and decisions of City staff and other partners in preparing to host thousands of residents and visitors to the downtown core during the Stanley Cup playoffs.

This report examines the long history of event planning and enabling in the city, some of the unique features of this particular event, and documents the results of extensive discussions and root cause analysis of this critical incident in the city's history. These discussions involved both

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external partners and a variety of stakeholders. Finally, this report compiles lessons learned and recommendations for moving forward, all of which will be tabled with Council.

The City of Vancouver remains committed to using the public realm for celebrations. The intent of this review is to evaluate what lessons can be learned from Game 7 and to make recommendations for future events.

2.1 Independent Review

The Province of British Columbia (Ministry of Public Safety and Solicitor General), the City of Vancouver and the Vancouver Police Board also agreed to undertake an external Independent Review to ensure an arm's-length analysis of the events of June 15. All three partners agreed to the terms of reference of the Independent Review, which is co-chaired by Douglas Keefe, a former Nova Scotia justice deputy minister and John Furlong, former CEO of the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games. Their findings are to be submitted to the three sponsors on August 31, 2011.

The City committed its full support to the Independent Review, providing the co-chairs and their staff full access to all documentation and City staff, as well as the opportunity for them to be involved in the stakeholder roundtables if they wished.

2.2 Vancouver Police Board Review

The VPD also undertook a review of their role in the events leading up to and during the riot of June 15. This review will be brought forward to the Police Board in the near future.

3 The City's Role in Events in the Public Realm

For many years, the provision and activation of public gathering spaces (the public realm or domain) has been a priority for Vancouver City Council. Some of the significant Council policy directives include:

- The Downtown District Official Development Plan (1975) – this plan encouraged the provision of public plazas and other amenities in the downtown;
- The Central Area Plan (1991) – this plan included objectives calling for a “vibrant downtown” and stated that “streets should be a focus of public life”; and
- The Downtown Transportation Plan (2002) – this plan included 50 public realm “spot improvements” and called for the preparation of a downtown public realm plan.

More recent Council initiatives have continued this direction. Policies of note include:

- In March 11, 2004, Council adopted the following policy statement as part of the Special Events Policies and Procedures Report:
“Council welcomes celebrations and special events for their contribution in making Vancouver a vibrant City, in reflecting our cultural diversity and neighbourhood character, and for the economic, cultural and recreational benefits they bring to the City. Council supports the facilitation of these events by staff, encourages mitigation of short-term disruptions in neighbourhoods and encourages citizens to welcome these activities and to participate in them.”

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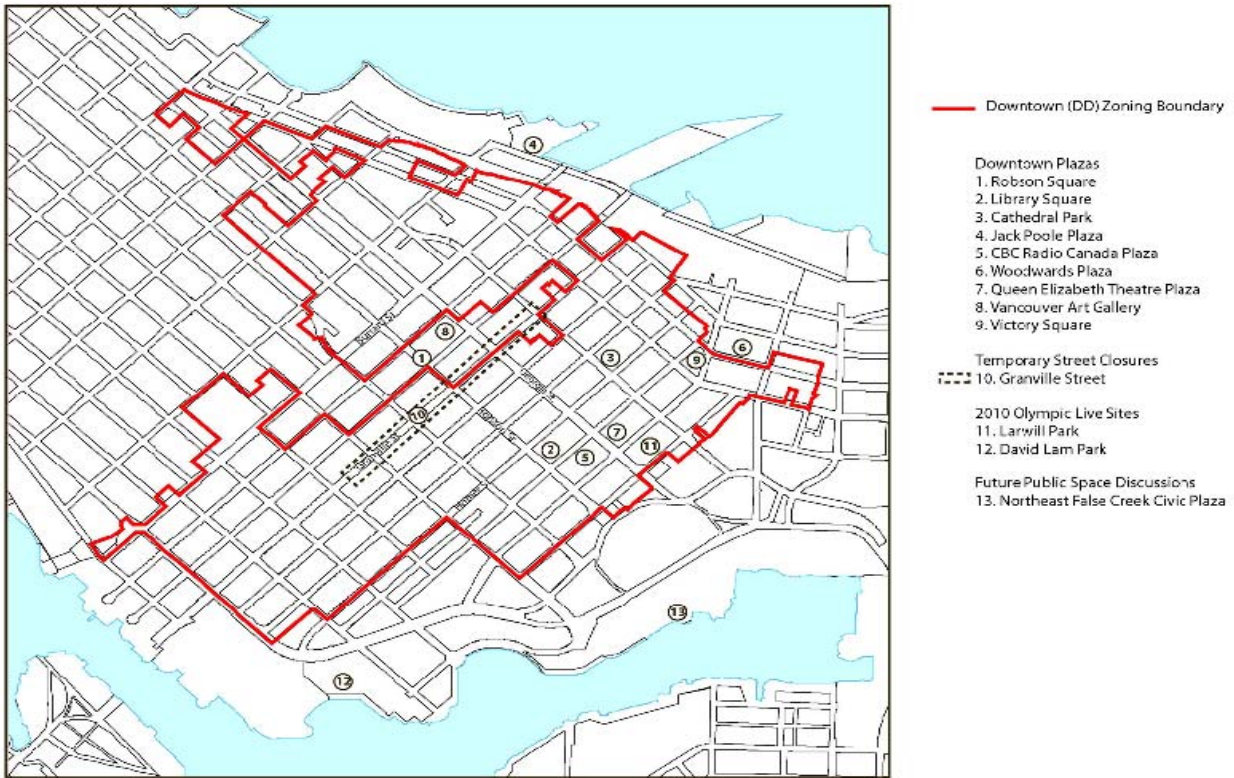
- On December 16, 2008, as part of the Kick-Starting Green Initiatives, Council passed a motion for a three-month car-free Sundays initiative to take place in three Vancouver commercial districts.
- In 2009 Council approved a plan for the temporary closure of Robson, Granville and Mainland streets for pedestrians and events during the 2010 Olympic and Paralympic Winter Games. In addition, Council approved two interim Live Sites – one at Larwill Park (the former bus depot site at Georgia St.) and one in David Lam Park.
- In June 2009 Council approved immediate implementation of Summer Spaces car-free trials in four neighbourhoods, using the Public Space model, and approved, in principle, an Active Living model “Ciclovia” for implementation in 2010.
- In October 2009 Council approved the Northeast False Creek Directions for the Future, providing direction for a Civic Plaza of an urban character, with infrastructure to accommodate a range of activities and events.
- In December 2010 Council directed staff to:
 - Report back on a plan to pilot the temporary closure of Robson and Mainland streets, in addition to Granville Street, for public events; and
 - Consider the feasibility of creating a major public square at 800 Robson Street, with a permanent closure of the street in that block

3.1 Significant Public Spaces in Downtown Vancouver

Downtown Vancouver (see figure below) has evolved into the Lower Mainland’s gathering place. During the Olympics and many other large public events such as the annual Canada Day celebrations, the Celebration of Light, the Vancouver Jazz Festival and others, large public gatherings make broad use of the public realm – streets, civic plazas, parks and other civic facilities.

Since the 1970s, downtown areas along Granville, Robson and Davie streets, and in Old Yaletown have emerged as vibrant neighbourhoods, with shopping, restaurants and nightlife. Given the large residential population in downtown Vancouver, many people live near or facing the public spaces used for these gatherings.

Figure 1 – Key Public Spaces in Downtown Vancouver



4 Role of the City of Vancouver in Event Planning

4.1 History and Experience

The City plays a key role in permitting, planning and facilitating events – both large and small – that take place in the public realm. Each year, the City is involved in hundreds of events. Over the past five years, well over 3,000 events have been held in public spaces within Vancouver. These events can be categorized as spectator sports events, concerts, festivals and community events.

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The following table summarizes the events held in 2010. It excludes events related to the Olympics.

Figure 2 – Summary of Events Permitted and Coordinated by the City in 2010

Attendance	Total number of 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 of the largest City events include the annual Canada Day celebrations, the Celebration of Light, and Pride celebrations and parades, each involving crowds in the range of 200,000–350,000.

In addition to these, numerous events not coordinated by the Special Events Office were held leading up to and during the Olympics. For the most part, these were managed by staff within the City's Olympic Secretariat, which was responsible for developing and managing the Olympic Live Sites, as well as by the Vancouver Police Department (VPD) and City Engineering (Transportation Branch) staff. During the Olympic period, pedestrian zones were set up in downtown Vancouver on a daily basis. Every day, hundreds of thousands of people enjoyed events put on by business improvement associations, private sponsors and the various countries and agencies that hosted pavilions in the downtown area.

These events took place within the public realm and required an unprecedented effort by the City, the VPD, Vancouver Fire & Rescue Services (VFRS), TransLink staff and other external agencies, to manage the crowds and lineups and to keep the downtown public realm safe. Techniques used during the Olympics involved expanding and contracting pedestrian areas as required and holding entertainment performances at the two City Live Sites. In addition, early closure of liquor outlets was used to maintain a family-friendly environment in the downtown area. In large part, it was this Olympics experience – in particular the excitement of the men's gold medal hockey game – that fueled the excitement in the public and media to relive that experience throughout the Stanley Cup playoffs semi-finals and finals.

4.2 City of Vancouver Events Review, Approval and Coordination Process

The City works with hundreds of organizations every year wishing to make use of the public realm for various public events. The City's primary role is one of event oversight, review and approval (through permits) of applications, and coordinating City departments and external partners in supporting and enabling these events. City departments and agencies routinely involved in the approval and coordination process include: Vancouver Police Department, Vancouver Fire & Rescue Services, Engineering Services (e.g., sanitation, streets, transportation, bylaw enforcement), Park Board, Cultural Services, Permits and Licenses, Legal Services, and Emergency Management. In addition, the City works closely with external partners who regularly

participate in the planning and implementation of events, including TransLink, BC Ambulance Service, Vancouver Coastal Health, Fortis BC, BC Hydro and others (e.g., Port Metro Vancouver, Transport Canada, Provincial Liquor Branch), depending on the event.

Two City structures organize and plan events:

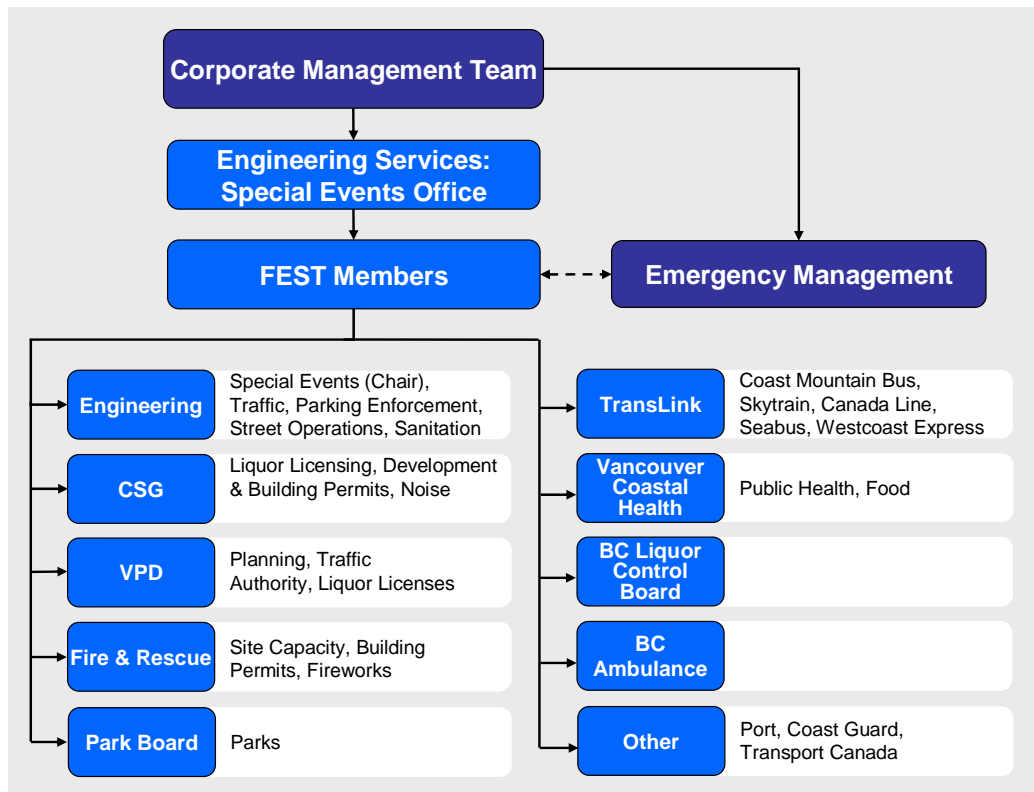
- Festival Expediting Staff Team (FEST) Committee
- Office of Emergency Management (OEM)

4.2.1 Festival Expediting Staff Team (FEST) Committee

The Film and Special Events Office (Special Events) coordinates City approvals for event owners wanting to hold an event in the public realm, including City streets, or on private property where the public might be impacted. The event owner might be an external event organizer – such as a community organization, business improvement area, or non-profit organization – or an internal City department responsible for organizing a City event such as Vancouver 125. In either case, Special Events works with the organizers to make sure that City requirements regarding health and safety standards are met and that liability issues are addressed. Organizers work with the City to plan for the use of various City services to support their event as well as for the use of City assets and public space.

For an event with an expected attendance of more than 1,000 people, the event plan application is reviewed by the FEST Committee. This committee is chaired by the Manager of Special Events and consists of staff from the key City departments and external partners illustrated below.

Figure 3 – FEST Committee Composition



The FEST Committee meets to discuss large event plan applications and reviews in detail all aspects of the event plan being proposed, such as security arrangements, transportation needs, noise issues, and health and public safety concerns. In planning the event, FEST engages all members of the City departments and entities whose operations will be directly impacted by the event. Event organizers work through the event requirements with FEST staff and related City departments. FEST approval may be in the form of a license or permit, a letter of agreement, or a licensing agreement with the City.

Depending on the scale and complexity of the event, all of these agreements may be subject to conditions, such as resolving technical details with FEST. This is coordinated by Special Events, based on direction from the FEST Committee. In general, event organizers and sponsors are responsible for finalizing and implementing key elements of their event plan with the appropriate City department/agency or external agency.

4.2.2 Office of Emergency Management

The Office of Emergency Management (OEM) was established following the Stanley Cup riots of 1994, when the need for a centralized response coordination centre and a higher level support structure was recognized and addressed in the 1994 BC Police Commission report. This dedicated OEM reports to the Deputy City Manager and is responsible for:

- 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.

OEM plays a key role in mitigating risk and preparing for large and complex events through the Contingency Planning Group – a committee chaired by senior OEM staff. This committee focuses on the safety and contingency plans for large and complex events. Committee membership is similar to FEST, with staff from key City areas such as Street Operations, Traffic Management, Sanitation, and VFRS, as well as from the VPD and Special Events. Staff from the City's Corporate Communication Department and 311 also participate on the Contingency Planning Group. The Contingency Planning Group also includes representatives from the City's external partners: E-Comm, BC Ambulance Service, Vancouver Coastal Health Emergency Management, TransLink (i.e. Coast Mountain Bus, SkyTrain, Canada Line, SeaBus, West Coast Express, Transit Police), Providence Health Authority, Provincial Health Services, Emergency Management of BC, BC Hydro, Fortis BC and other partners as needed. The breadth of the committee's membership allows for thorough risk evaluation and for integrated contingency planning for first responders.

When appropriate, the FEST Committee, through the Special Events Office, liaises with the Office of Emergency Management to enlist their assistance in coordinating the integrated public safety response and to ensure that risks for special large events are identified and contingency plans are in place should problems arise during the event.

4.3 Key Considerations in Planning for Large and Complex Events

In planning for large and complex events, both FEST and the Contingency Planning Group review the event plans to ensure that full consideration is given to those key areas posing significant risk to safety of the public. Their roles differ, but both bodies serve to identify potential event risks

and to make sure that suitable measures are put in place to manage them. The key areas considered include:

4.3.1 Site Capacity and Logistics

A key consideration for large events is public safety, including making sure that those requiring assistance can be attended to without difficulty. Fire inspectors review and assess site size to determine maximum capacity, so as not to compromise access and extraction of participants should an evacuation become necessary.

City Engineering (Transportation) reviews the event to address parking, traffic flow, street obstructions, street vendors, and signage and sanitation issues, and works with the communications department to inform the public of road closures and parking restrictions.

4.3.2 Planning Related to Alcohol

As illustrated in the following table, regulation of alcohol is complex and focuses on the disparate parts of the retail liquor industry. The City and the Province have complementary roles as regulators and enforcers:

Figure 4 – Key Parties Involved in Liquor Licensing

Key Liquor Licensing Parties	City	Province	VPD & VFRS
Public retail liquor outlets	✓	✓	No police check
Private retail liquor outlets	✓	✓	✓
Licensed restaurants	✓	✓	✓
Primary liquor premises	✓	✓	✓
Special events permits	✓	✓	✓

Alcohol is an important element of many large and small public events enabled by the City – and for many events, is both a risk and a perceived benefit. Whenever alcohol is to be served during an event held in the public realm, FEST and the Contingency Planning Group assess the impact and develop a risk mitigation plan, often involving all event partners:

- City: issues building permits, business licenses, and other development permits as needed; reviews fencing, checkpoint set-up and site logistics
- VPD: conducts risk assessment, establishes resources required for security, public safety and liquor interdiction; is responsible for consultation with public health authorities and the Liquor Control and Licensing Branch for any changes to liquor policy
- VFRS: assesses occupancy loads at event sites and facilities
- Transit Police: develops and implements joint liquor interdiction strategies with the VPD, based on threat assessment
- Ministry of Public Safety and Solicitor General / Liquor Control and Licensing Branch: develops strategies with local police and local health authorities to deploy liquor inspectors and closes or reduces hours of retail liquor stores to mitigate risk

4.3.3 Policing and Enforcement

Policing and enforcement planning is a key aspect in any event planning by the City. Key partners for large events are the City of Vancouver, the VPD, other municipal police departments (West Vancouver, New Westminister, Delta, Port Moody, Abbotsford), RCMP, Transit Police, Railway

Police, Park Rangers, Traffic Authority, Liquor Control and Licensing Branch and other partners and agencies as needed.

4.3.4 Transit and Traffic Management

The City’s Transportation Division is responsible for transportation planning, traffic management and infrastructure. Key partners are: the VPD, VFRS, BC Ambulance Service, Provincial Ministry of Transportation and Infrastructure, Transport Canada, TransLink and its family of companies (Coast Mountain Bus, SkyTrain, In Transit/Canada Line, West Coast Express, SeaBus), BC Ferries, BC Trucking Association, taxi companies, and other partners and agencies as needed.

4.3.5 Role of the City’s Emergency Operations Centre

In order to communicate and coordinate response efforts for events posing risk to the city (including major emergencies), the City operates the Vancouver Emergency Operations Centre (EOC). It operates out of the E-Comm facility and is staffed by Emergency Management and other City departments. The EOC is activated by the OEM upon the request of the City or Deputy City Manager. The level of activation is determined by the magnitude and scope of an event or events.

Figure 5 – EOC Activation Levels

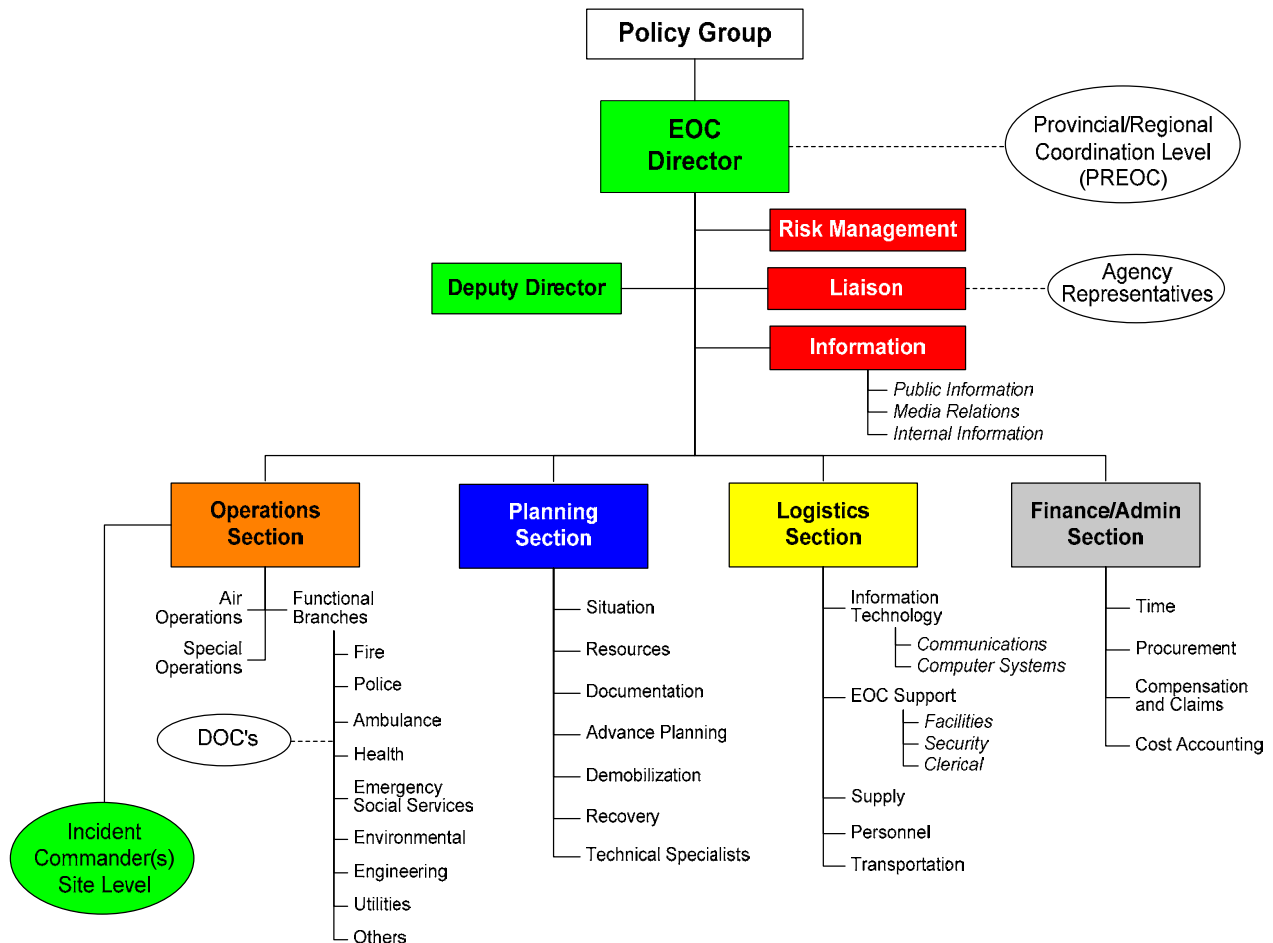
EOC Activation Level	Event/Situation	Minimum Staffing Requirements
One	<ul style="list-style-type: none"> • Small event • One site • Two or more agencies involved • Potential threat of: flood, severe storm, interface fire 	<ul style="list-style-type: none"> • EOC Director • Information Officer • Liaison Officer • Operations Section Chief
Two	<ul style="list-style-type: none"> • Moderate event with two or more sites • Several agencies involved • Major scheduled event (e.g., conference or sporting event) • Limited evacuations • Additional resources/support required 	<ul style="list-style-type: none"> • EOC Director • Information Officer • Liaison Officer • Risk Mgmt Officer • Section Chiefs (as required) • PEP/PREOC limited activation
Three	<ul style="list-style-type: none"> • Major event • Multiple sites • Regional disaster • Multiple agencies involved • Extensive evacuations • Resources/support required 	<ul style="list-style-type: none"> • All EOC functions and positions (as required) • Policy Group • PREOC activation

EOC staff identify critical needs, establish emergency response priorities, provide policy direction and support for ongoing incidents, and coordinate emergency response operations across departments and agencies. The EOC provides a centralized collection, evaluation and display of emergency information.

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The EOC organizational structure is flexible and operates with minimum staffing when activated at Level One. Staffing expands as the activation level increases. At Level Three, the EOC structure is as follows:

Figure 6 – Vancouver EOC Structure – Level Three Activation



At Level One, basic staffing consists of liaison officers whose key role is to maintain contact with affected external agencies should potential threats develop. Typically, the VPD, VFRS and City departments such as Engineering (Streets, Transportation, and Sanitation), Information Technology and 311 have a liaison present at the EOC when it is activated. Often, external agencies such as BC Ambulance Services and TransLink are also present.

The VPD Silver Command operates at the tactical level and provides a link between the EOC and the VPD. Silver Command is responsible for exchanging information and coordinating with the EOC for further non-agency resources as well as for direct liaison with other Silver Commands. The Silver Command also directs both the VPD Bronze Command(ers) and if necessary, liaises with Gold Command. The Bronze Command(ers) are the on-scene commanders, with either a geographical or functional responsibility at the operational level. The level of risk and deployment size associated with an event will dictate whether the VPD also establishes a Gold Command that may include a senior VPD officer(s) and support resources responsible for

providing operational parameters, style of policing, overarching strategy and resource support to the Silver Command.

5 Case Study: 2010 Winter Olympics and Paralympics Experience

During the five years of preparation for the 2010 Winter Olympics, City staff worked closely with the Vancouver Organizing Committee (VANOC), and federal, provincial and other municipal governments, as well as a large number of regional public and private service partners.

The City and the VPD were responsible for planning and security in the public realm, while VANOC and ISU were responsible for official Olympic venues and events, the Olympic family, heads of state and other VIPs.

The Olympics experience showed that unpredictable disruptions occur despite extensive planning and investment in security. VANOC's operating budget for organizing the 2010 Games was approximately \$1.7B and the overall security budget was estimated at \$1B, with the Integrated Security Unit budget constituting approximately half of the total allocation. In spite of these resources, extensive planning and a heavy security presence, the opening ceremonies of the 2010 Winter Games were marred by significant disruption when a large protest blocked access to BC Place, resulting in the late arrival to the opening ceremonies of key dignitaries including the Prime Minister. The following day, anarchists instigated a riot in the downtown core taking nearly three hours to quell. There were no injuries, but property damage was inflicted at downtown businesses along Georgia Street.

Notwithstanding these two experiences, the Olympics showed that the City can host world-class events, and Vancouver 2010 was deemed a significant success — a large part of which was attributed to broad and enthusiastic public participation in the public realm throughout the event. The success of public realm activation for the men's gold medal hockey game in particular seemed to stimulate the desire in Vancouver to create a similar experience when the Canucks made it to the Stanley Cup playoffs.

In preparing for and implementing operations for the 2010 Games, the City gained valuable experience in planning, operating and managing public events with participants in the tens and hundreds of thousands, and these experiences helped City staff plan for the Stanley Cup playoffs events.

With dynamics in the public realm constantly changing, the City and VPD, through daily early morning CMT meetings, continually updated and revised the dimensions of closed street areas and changed tactics on a daily basis to effectively manage the downtown crowds. Tactics included, but were not limited to, closure of additional streets, keeping streets open to prevent people from congregating, closing liquor retail outlets early, using CCTV cameras and police helicopters, and daily EOC briefings. Similar tactics were deployed recently during the Stanley Cup playoffs.

The completion of the Canada Line — an addition to the SkyTrain system's existing Millennium and Expo lines — significantly increased capacity for public transit into the downtown core and was a major factor in the overall transportation plan for the 2010 Games. The City and VPD, TransLink and Transit Police worked closely together to implement the plan throughout the Games. The City's experience with pedestrian zones during the Games led to a better understanding of crowd dynamics and how these may be influenced by alcohol consumption. A core family-oriented

presence appeared to be helpful in maintaining a healthy and welcoming environment. Key steps to maintaining a more family-friendly crowd included closing liquor stores earlier than usual to limit supply in the downtown core, a VPD liquor interdiction on the streets using a meet-and-greet approach, and a complementary approach by Transit Police, who carried out pour-outs to stop people from bringing liquor into downtown on public transit.

6 2011 Stanley Cup – Events Leading Up to June 15, 2011

6.1 Overview

In response to heightened enthusiasm in the city and in the media for a place where the public could watch the Stanley Cup playoffs, the City, consistent with its growing practice of enabling large and complex events in the public realm, moved to identify options for hosting an event where the public could gather to experience the excitement of watching the Vancouver Canucks in the playoffs. The Canucks had not reached the playoffs final in 17 years. In April 2011, as excitement grew and it became apparent that the Canucks would likely advance to the Western Conference finals and possibly even the Stanley Cup finals, the City began to plan for additional policing requirements and street closures. Over the years, the planning for large events, both on the delivery and response side, had improved significantly, and in response to the 1994 BC Police Commission report on the Stanley Cup riot, and other reports, major infrastructure and operational investments and changes had been made.

6.2 Recap of the 1994 Hockey Riot

On June 14, 1994, a crowd estimated between 40,000 and 70,000 gathered in the downtown area after the Vancouver Canucks lost to the New York Rangers in Game 7 of the Stanley Cup finals. Over the course of a few hours, looting, vandalism and open violence developed. Store windows were smashed, bottles and rocks thrown, and cars trashed. The VPD Crowd Control Unit, assisted by an RCMP tactical troop, eventually dispersed the crowd using tear gas, rubber bullets, and other crowd control equipment. More than 200 people were injured, some seriously, and dozens were arrested. Property damage was estimated at \$1.1 million. As a result of the riot, three separate reviews were conducted:

1. BC Police Commission review – The Attorney General of British Columbia requested that the British Columbia Police Commission, “study, investigate, and prepare a report on law enforcement and crime prevention as pertaining to the riots which occurred in the city of Vancouver on June 14 and 15, 1994 following the seventh game of the Stanley Cup final.” The Commission made 32 recommendations in the areas of event planning, alcohol consumption, media, training, police response, communication between first responders and police, and equipment issues.

The City and VPD reviewed the recommendations and took several key actions in response to the recommendations. For example, E-Comm and the City’s Emergency Operation Centre were created and shared radio channels were established to improve emergency communications and response. As well, additional police training was implemented by VPD and by other municipalities in several operational areas, and more stringent alcohol control measures were implemented by the VPD and the City’s external partners. The BC Police Commission recommendations and actions undertaken are summarized in **Appendix A**.

2. City review – In response to the 1994 Stanley Cup riot, City Council called for a review focused on preventing a recurrence of the Robson Street incident. The purpose of the review was to look at the issues underlying riots and how they can be influenced. The review included background research on riots, public input through an information centre, hosting a public forum and working sessions with specific interest groups. Recommendations were made to Council on strategies the City and community could use to reduce the chance of a repeat of the Robson Street incident. The background research document titled “A Background Paper: City of Vancouver Review of Major Events, September 1994” served as a basis for public input and recommendations put forward in a report to Council on October 31, 1994. (see **Appendix B**) In a report dated May 10, 1995, staff reported back to Council with detailed implementation plans based on the approved strategy of October 31, 1994. (see **Appendix C**) A summary of the recommendations and actions taken since 1994 is attached as **Appendix D**.
3. Vancouver Police Department review – Following the 1994 Stanley Cup riot, the Chief Constable ordered a review into the role of the police and an investigation of the criminal acts committed. That review focused on police matters such as operational planning for large events, officer deployment, and use of various crowd control measures. The recommendations put forward at the time of the review have been implemented by the VPD and E-Comm.

6.3 Planning for the 2011 Stanley Cup Conference Finals (Round 3)

On April 19, the Vancouver Police Department submitted an administrative report (RTS 9146) to City Council, for information, highlighting their rough estimate of policing costs should the Canucks make it into the Stanley Cup finals. At that time, the Office of Emergency Management requested to meet with the Vancouver Police Department to discuss the VPD’s perspective on the playoffs, including at what stage the City’s Emergency Operations Centre should be activated. The meeting took place on April 28 and discussed when others from the contingency planning group, including Vancouver Fire & Rescue Services, Engineering and Transportation should be involved. It was decided that further planning, with the inclusion of other City departments and external partners, would be discussed between the Conference Semi-finals (i.e. Round 2) and the Conference finals (i.e. Round 3).

By early May, it was apparent that there was a good chance the Canucks would make it to the Conference finals and City staff, both FEST and the Contingency Planning Group began planning for the Conference finals. The City and the CBC agreed to work as partners to create a Fan Zone on the new plaza outside the renovated CBC facility on Hamilton Street. The VPD and the CBC wanted to emphasize the family nature of the event. The CMT meeting on May 13, 2011, confirmed partnering with the CBC for game viewing at the CBC Plaza on Hamilton and making food carts part of the event for future games. The City’s Engineering Department activated its street plan to support the CBC Fan Zone screening of the semi-finals.

The event targeted fans and families and was advertised as a “fun, family-friendly” way to enjoy the game and cheer on the team with friends, neighbours and other families. Fan Zone activities included music and face painting and the public was encouraged to use public transit. Reports from street enforcement indicated there was an enjoyable atmosphere and growing attendance, resulting in direction on May 19, 2011, to source another screen for Hamilton Street to augment the fixed screen at the CBC Plaza on Hamilton Street.

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With the event growing larger, CMT, at a meeting on May 27, 2011, assigned additional staff to assist the Manager, Film and Special Events. CMT also discussed the potential need to expand to other sites to accommodate larger crowds, particularly with the likelihood of the Canucks moving into the Stanley Cup finals. Several potential locations were assessed, including Science World / Concord Lands, the former Olympic Live Sites, lands adjacent to the Olympic Village, and Granville Street. A number of factors, including costs, security issues, and short notice for the Park Board and third party owners precluded the use of sites other than Granville Street.

To prepare for the Canucks advancing to the Stanley Cup finals, the Emergency Management Contingency Planning Group held a conference call on May 29, 2011 to get an update on contingency planning efforts by participating agencies. The City's senior CMT Steering Group (City Manager, Deputy City Manager, Chief Constable, Fire Chief, City Engineer and Corporate Communications) gave direction to activate the Emergency Operations Centre for the Stanley Cup finals. A decision was also made to use CCTV cameras during the EOC activations so that video imagery would be available to the EOC and the VPD.

6.4 Planning for the 2011 Stanley Cup Finals (Round 4)

With confirmation that the Canucks had reached the finals, plans were made with the CBC for an extension of the CBC Plaza site – putting up an extra screen at the intersection of Hamilton and Robson – and for a second site at Granville and Georgia. The CBC arranged for renting both screens, one at their cost and the other to be paid for by the City. In discussions relating to the Granville Street site, the Chief Constable requested a ticketed event (no charge) to manage numbers and asked that both sites:

- Be fenced to better manage alcohol on-site with extra fencing near the screen;
- Preserve corridors within the site to enable access for emergency personnel;
- Carry out liquor checks at all entrances; and
- Each have a site manager.

City staff deemed a ticketed event as impractical, citing a lack of any standing and available ticketing system in the city and not enough time (over a weekend) to make arrangements and communicate logistics to the public. Staff agreed with the other requests and proceeded to implement them. On May 30, FEST contracted an external professional events management group, BrandLive, to manage the sites and conduct on-site coordination and management. Concord Security, the City's contracted security provider, was brought in for liquor and bag checks at the entrances to the two sites.

There was considerable dialogue between City staff, BrandLive and the VPD about the need for fencing, and debate about the pros and cons, but with the Chief Constable clear on his advice, the direction from the City Manager was to follow the recommendation of the VPD.

The OEM organized an expanded group meeting on May 31, 2011, attended by representatives from the Downtown Vancouver Business Improvement Association (DVBIA), SkyTrain, BC Liquor Control Board, BC Ambulance Services, VFRS, VPD-EOPS, Engineering (Street Activities and Traffic & Data), Canada Line, City Corporate Communications, BrandLive, Providence Health and 311. Highlights of decisions and discussions at the meeting were:

- EOC to be activated for all games in the Stanley Cup finals;
- CCTV to be installed;

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- Representatives from VPD, VFRS, BC Ambulance Service, Engineering Services, Special Events, TransLink and possibly other organizations to be present at the EOC;
- Discussion of arrangements for food vendors, portable toilets, transportation, parking, fencing, barricades, additional CCTV cameras, crowd control, etc.;
- Discussion with all representatives about plans and risk management; and
- Discussion by VPD in reference to their extensive plans and ability to link up with the RCMP for extra police if required.

6.4.1 Fencing

During the early unfenced events at the CBC site, VPD, VFRS and City staff observed that while crowds at the beginning of games were family friendly, complete with lawn chairs people had brought for viewing, by the end of some games, young intoxicated males had replaced the families and made the site unwelcoming to them. Fencing was put up to help screen the crowd coming in and minimize the amount of liquor in the viewing area, maintaining a family-friendly crowd. With a fenced-in site, VFRS would be able to determine a safe capacity and how to control it. There was some concern that the crowd would congregate toward the screen, leaving a more empty looking space near the entrance and that this would create tension in the crowd excluded from the site once capacity was reached. Nevertheless, VPD, Engineering and VFRS agreed this was the best way to control the amount of liquor in the crowd, given the time available and the desire to preserve a family-friendly atmosphere. The fencing worked well to control the amount of liquor in the important area close to the screens, although adjustments to the height and location were necessary for a variety of reasons to increase the effectiveness and to adapt to observed conditions. The height of the fencing varied from four to eight feet high, depending on the application. The fencing was not masked meaning people could view the screen from outside the fenced area.

At the Granville site, during Game 2 of the Stanley Cup finals, VPD, VFRS, Engineering staff and Security staff were unable to keep people away from the outside of the fencing after capacity had been reached inside the site and the crowd outside became large. This put a lot of pressure on the fencing, particularly near the entrances, and the fence collapsed at that end.

As a result, it became standard practice in succeeding games (after debriefing discussions held with partners) to remove the entrance fencing if the crowd built to a point where pressure from the crowd was likely to create a safety risk. Although this created an open site with no way to maintain a defined capacity, it was felt by all that early fencing was still worthwhile in order to screen for liquor and limit the amount of alcohol consumption in the core of the crowd near the screen. The fencing had always been removed from the entrance and exit areas near the end of a game in order to facilitate exiting, so the question became how early to remove the fencing at some locations to relieve the pressure of the crowd.

6.4.2 Security Procedures

The security procedures developed by the VPD, VFRS, the City and BrandLive were as follows:

- BrandLive was to coordinate event security to carry out liquor checks and pat-downs at entrances on a risk management basis. For example, they were to check the bags of people who did not look family-oriented or who seemed likely to be hiding liquor.
- VPD were to station themselves near the entrances to provide a presence of authority and to pour out open beverages that appeared to contain liquor. Garbage containers for confiscated liquor were to be provided at the entrances.

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- Private security managed by BrandLive as well as VPD, VFRS, ambulance staff, City staff, and CBC ambassadors (15–20 per game) were to patrol inside and outside the site.
- Inside the site, corridors denoted by green carpeting were to be kept clear by VFRS, City staff and CBC ambassadors in order to provide access for first responders and to facilitate exiting for food and washrooms.

In consultation with the City, BrandLive ramped up the number of security staff as required by the size of the crowds. In addition, BrandLive brought in experienced event security early on when it was noted that original security personnel were not well trained in liquor checks and pat-downs.

6.4.3 Stanley Cup Finals – Games 1 and 2 (Home Games) Granville and CBC Plaza Sites

Crowd estimates and liquor pour-outs have been provided by the VPD. Data on hospital visits were provided by Dr Patty Daly, Chief Medical Health Officer, Vancouver Coastal Health.

Game 1: Wednesday, June 1
 Estimated attendance at two Fan Zones: 8,000
 Estimated in public realm: 40,000
 Site security: 22, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 10
 Liquor pour-outs: 356

Game 2: Saturday, June 4:
 Estimated attendance at two Fan Zones: 13,000
 Estimated in public realm: 70,000
 Site security: 26, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 40
 Liquor pour-outs: 900

As noted, large digital screens were put up at two viewing sites:

- First site – 700 Hamilton Street (near Robson) – adjacent to the CBC Plaza
- Second site – 700 block of Granville Street

Engineering staff prepared an activation plan for the two locations to coordinate logistics for: setting up fences; putting down carpet pathways for access to, and egress from, the interior of the site; removing news boxes and possible projectiles; diverting traffic; restricting parking; positioning food vendors; and deploying sanitation crews after the games. They also prepared and distributed contact lists of relevant agencies for each game, including the BrandLive managers.

A debriefing was held after each playoff game to review attendance and any issues, and to plan for any needed adjustments or contingency plans. Engineering, Emergency Management, VFRS, VPD, BrandLive and other members of the Emergency Management Contingency Planning Group attended these debriefings. Furthermore, Engineering had internal debriefing sessions, focusing on engineering-specific tasks such as street cleaning. After Game 1, BrandLive and Engineering noted in the debriefing that original security staff did not have adequate training or experience to perform liquor checks at entrances. For the next and succeeding games, BrandLive, in discussion with the VPD and the City, engaged specialized event security to do this work. The security firm was then used for in-site security to keep aisles clear and protect the screens.

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Amendments to the Granville site from Game 1 to Game 2 included:

- Entry and exit points reviewed and refreshed to allow better access and exit, and to facilitate ease of movement within the Fan Zones;
- Earlier set-up times, to deal with the public arriving early;
- Enhanced business access on 700 Granville, at the request of businesses;
- Fencing at all entrance points raised from 4' to 6';
- Relocation of the digital screen farther south on Granville to create space for ingress and egress from the Canada Line station;
- Removal of the remaining steel frames of bus shelters (glass removed prior to Game 1) at 700 Granville Street;
- Increased site security and maintenance of emergency access into site; and
- Removal of food vendors after the second period intermission to clear the way for the exiting crowd.

During Game 2, the Granville site filled up early. Fencing at the south end entrance had to be removed after it was pushed over from the pressure of the crowd watching from outside the fence. This verified the earlier concern that conservative capacity estimates would leave a large empty area at the south end of the site and create tension in the crowd being held back by the fencing. The debriefing after this game established that standard practice in future games would be to remove the entrance fencing if the crowd built to a point where collapse was a possibility. The site would no longer be a closed site with the ability to limit capacity but it would allow for liquor to be limited early on in the core of the crowd near the screen.

During Game 2, many people wandered downtown with no place to go to watch the game. It was determined that for this, and other reasons, the Granville site was not appropriate for the size of the crowd and that another site should be considered. The EOC, which was activated at Level One, reported no major events during Games 1 and 2.

6.4.4 Stanley Cup Playoffs – Games 3 and 4 (Away Games)

The popularity of the Fan Zones and increasing crowd size for Game 2 on June 4, 2011 (as noted previously), confirmed that a new, significantly larger site and a third, larger screen would be needed to meet the growing numbers anticipated for the remaining games. The Granville Street location was deemed inadequate because of hard boundaries, blocked pedestrian access to businesses, difficulties for police to keep crowds outside the site, and the tendency for large crowds to migrate from the site to the rest of the public domain on Granville Street.

An Emergency Management Contingency Planning Group conference call, which included Special Events staff and BrandLive, was scheduled for early June 5, and a second one later that morning with the Chief Constable (VPD), Deputy Fire Chief (VFRS), City Engineer, EOC, the City Manager and Deputy City Manager. Much of the discussion was about available options for a bigger site for the rest of the series, given the large numbers of spectators coming downtown. It was decided to:

- Move the Granville Street site to Georgia Street for future games;
- Use all available screens: the fixed screen at the CBC Plaza, the mobile digital screen at Hamilton and Robson, a second digital screen at Homer and Robson, and a new larger screen facing west on Georgia at Hamilton;

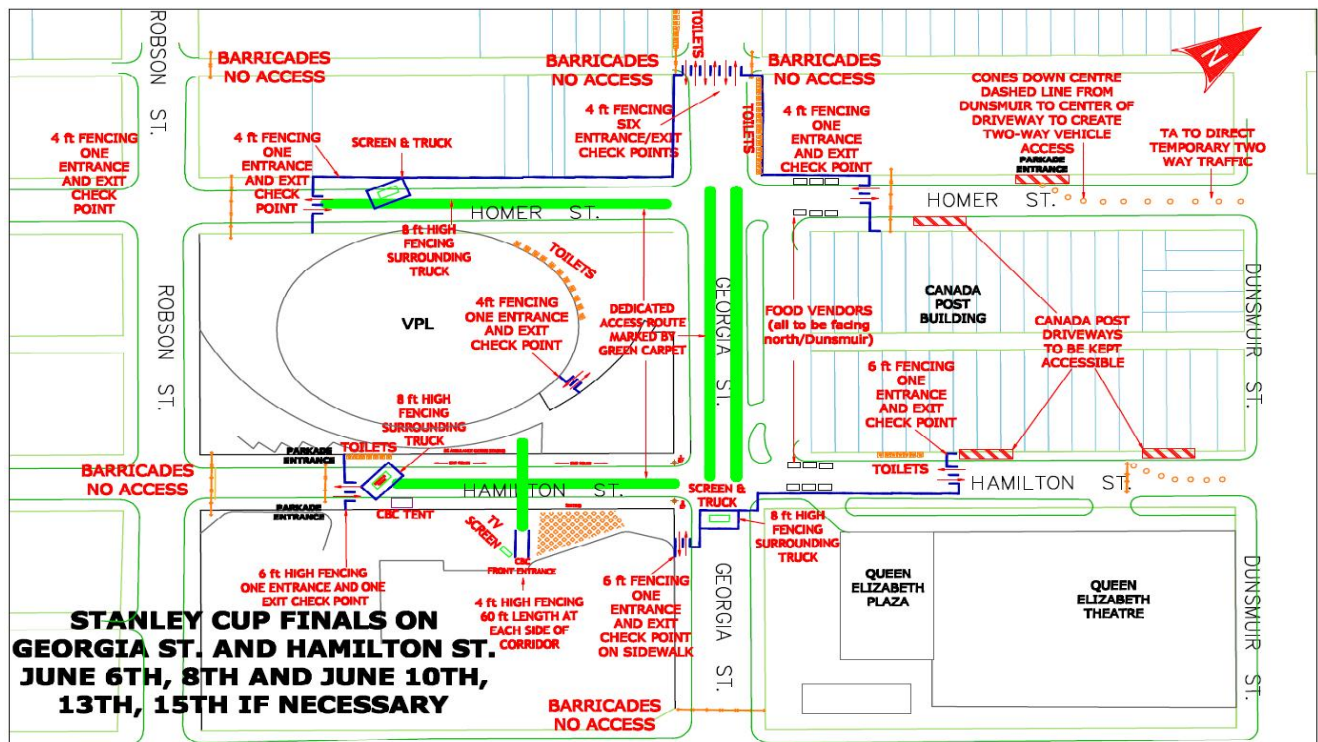
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- Continue to incorporate fencing at the enhanced site to allow liquor screening and to manage capacity and to use various heights of fencing around the entire site;
- Continue to use BrandLive for site management and site security;
- Locate food carts where screens wouldn't be visible, to minimize difficult crowding at the food carts;
- Ensure that key safety corridors remained clear inside the site;
- Plan fence removal as required towards the end of the game as part of the evacuation plan, or earlier as required due to crowd pressure outside the fences;
- Ensure traffic flow on Seymour Street remained unobstructed; and
- Assess means for possible curtailment of retail liquor sales.

Game 3: Monday, June 6
 Estimated attendance: Georgia Street — 15,000
 Estimated in public realm: unknown
 Site security: 36, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 9
 Liquor pour-outs: 175

Game 4: Wednesday, June 8
 Estimated attendance: Georgia Street — 15,000
 Estimated in public realm: unknown
 Site security: 36, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 10
 Liquor pour-outs: 183

Figure 7 — Stanley Cup Finals: Games 3–7 Site Plan



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The EOC, activated at Level One, noted no serious issues during Games 3 and 4 at the expanded Georgia St. site and VFRS reported that site capacity was adequate, with plenty of room to move around. VFRS noted that with the prospect of Game 5 on a Friday at home, they expected a larger crowd, and considered relocating some of the fire apparatus from Firehall Number 8 to an area which would provide easier response.

6.4.5 Stanley Cup Finals – Game 5 (Home Game)

Game 5: Friday, June 10
 Estimated attendance: Georgia Street – 25,000
 Estimated in public realm: 70,000 – 100,000
 Site security: 36, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 29
 Liquor pour-outs: 2,000

For Game 5, VFRS increased the number of fire prevention officers to eight, plus the Assistant Chief and Deputy Chief of Fire Prevention. The crowd at Game 5 was the largest yet and reports mentioned there seemed to be tension in the crowd. The impact of alcohol was significantly greater – VPD reported an estimated 2,000 liquor pour-outs during and after Game 5, with approximately 850 pour-outs by Transit Police at Granville Station alone. This represented a significant increase in both the size of the crowd and the extent of liquor on the street.

The debriefing after Game 5 triggered the following adjustments for Game 6:

- Move the set-up time to noon to allow more time for set-up;
- Adjust fencing on Georgia Street, west of Homer Street;
- Ask the Liquor Control Branch of the Ministry of Public Safety and Solicitor General to implement early closure of liquor retail outlets in the downtown core (VPD and Vancouver Coastal Health);
- Create easier access during the games for occupants of a business building at 401 Georgia;
- Change entry and exit points to the Fan Zone to facilitate better crowd flow and increase security;
- Adjust hours for buskers and food vendors;
- Establish protocols for the lock-up of the Queen Elizabeth Theatre in the event of any problems;
- Install more CCTV cameras;
- Install more toilets; and
- Put up better signage telling people entering the area they would be subject to searches.

The VPD, in consultation with regional policing partners, decided that Gold Command would be activated for the remainder of the games, starting with Game 6. The EOC, which was activated at Level One, noted no serious public safety issues during Game 5.

6.4.6 Stanley Cup Playoffs – Game 6 (Away)

Game 6: Monday, June 13
 Estimated attendance: Georgia Street – 23,000
 Estimated in public realm: 3,000–7,000
 Site security: 64, plus 15–20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 8
 Liquor pour-outs: 280

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Although a deciding game, Game 6 was an away game on a Monday. Fewer people came downtown to watch the game. Compared to Game 5, liquor pour-outs were significantly reduced, with only 280 reported. Security corridors in the Fan Zone were well maintained and fans left the site early. The Fan Zone was cleared within 30 minutes after the game ended. Site logistics were enhanced with the following:

- More temporary toilets;
- Additional site entrance and exit points on Hamilton Street, north of Georgia Street, using 6' high fencing;
- Additional check points and enhanced liquor checks, pat-downs added to bag searches, increased security personnel; and
- Early closure of Downtown Vancouver retail liquor outlets at 16:00h.

The VPD activated Gold Command and VFRS provided five fire prevention officers plus the Assistant Chief and Deputy Chief of Fire Prevention. The EOC, activated at Level One, noted no serious issues during Game 6. Near the end of the game, BrandLive noted the absence of some security staff (six out of 40 unaccounted for at the end of the game) and planned to increase security significantly for the next game, as well as follow up with the security firm.

6.5 Stanley Cup Final Game 7 (Home)

Game 7: Wednesday, June 15
 Estimated attendance: Georgia Street — 55,000
 Estimated in public realm: 100,000
 Site security: 75, plus 20 CBC ambassadors
 Hospital visits due to alcohol intoxication (St. Paul's and VGH): 26
 Liquor pour-outs: 218 (* see note below)

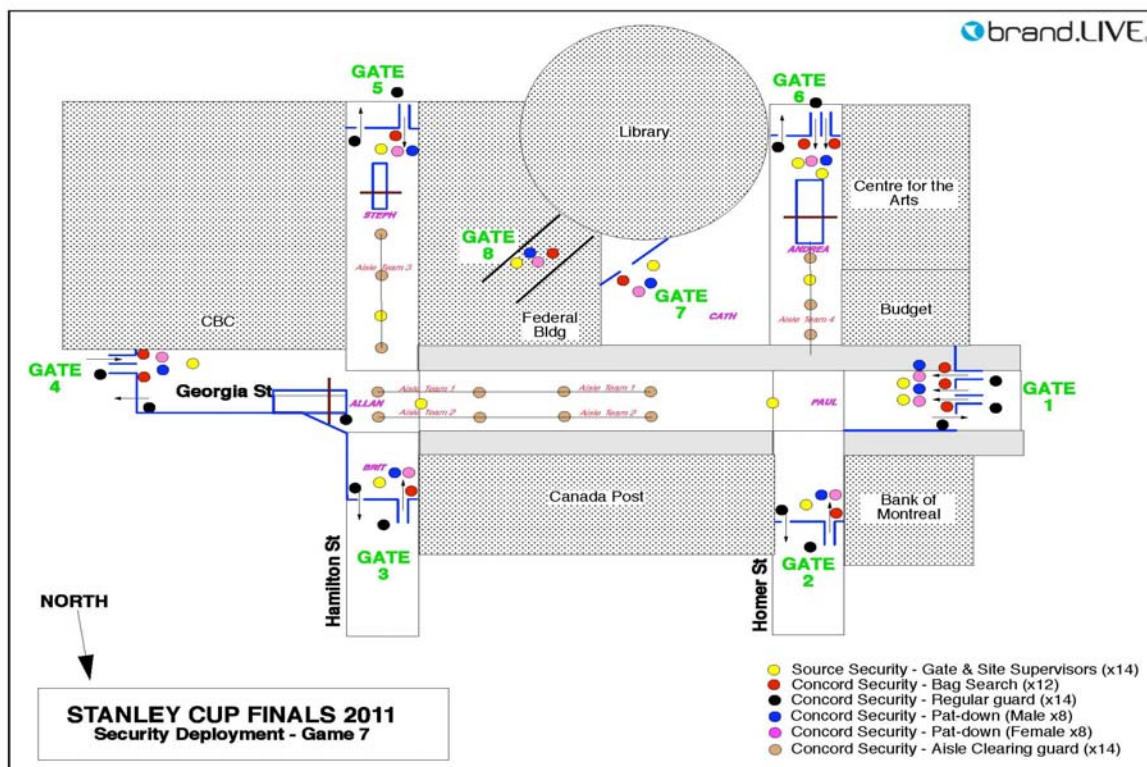
* *Note:* Game 7 liquor pour-out data may not be complete. Liquor enforcement was a large part of VPD plan for Game 7, however, officer reporting is likely low because officers focused on crowd control and riot response activities when the crowd degenerated.

The final game of the series was expected to attract a larger crowd, but no one anticipated the significance of the increase over the largest crowd to date (Game 5). Work on Georgia Street started early because striking postal workers were picketing outside the post office. Engineering contacted Canada Post early in the morning (07:40h) to coordinate logistics. Discussions were satisfactory and the location was activated. More CCTV cameras were installed for this game. Engineering crews assessed the Fan Zone and BrandLive arrived at 10:00h to set up the viewing screens and related infrastructure.

Road closures were in effect by noon, at which time workers started to set up the Fan Zone and put up fencing. The Fan Zone was reported 25% full before all the fencing was in place, so these early arrivals had not been screened. Litter can service was finished between 13:00h and 14:00h and potential projectiles removed from the area. Engineering (Bylaw Enforcement) staff noticed cars parked in the Canada Post parking lot inside the Fan Zone area. The owners of the cars had been working at Canada Post for fire alarm tests. When they completed their work, sometime between 15:00h–16:00h, the workers with cars were advised by VPD that they could not move their cars because of the large crowd. The cars remained in the Canada Post parking lot. In hindsight, the cars should have been removed earlier in the day.

The green carpet marking the pedestrian corridor was laid as the street was cleared.

Figure 8 – BrandLive Security Deployment – Game 7



Source: BrandLive - Security Deployment re Fan Zone, Stanley Cup Finals, Game 7

By 13:30h, security personnel at the entry points were already in position (see figure above), as, in anticipation of a larger crowd for this game, fencing was completed two hours earlier than for previous games. Approximately 75 private security guards from Concord Security and Source Security performed security functions, more than for the previous two games. Furthermore, the CBC employed 20 of their ambassadors for security. Bag checks and pat-downs at the gates focused on looking for weapons and liquor and each gate had a police presence to supervise the security checks. The VPD was both inside and outside the Fan Zone, and along with VRFS had stationed lookouts on top of the Canada Post building – which later proved invaluable in communicating to units on the ground. Aisle security teams were used to keep the green-carpeted pedestrian corridors clear to allow for emergency access. It was noted that pedestrian corridors at Hamilton and Homer were being preserved but the aisle at Georgia was becoming very difficult to keep clear as the number of people in the area rapidly increased.

At 14:00h, food cart vendors started to arrive and set up inside the Fan Zone in front of the Canada Post building on Georgia Street. TransLink reported an increase of passengers into the downtown area from all parts of the regional transportation system including SeaBus, SkyTrain, Canada Line, Coast Mountain Bus, and even BC Ferries. (At 15:00h, TransLink circulated an email advising that 800 passengers per ferry were coming in from Vancouver Island and that extra buses were being sent to bring them in.)

From early in the afternoon, liquor stores across the Lower Mainland were reported busier than usual. Data subsequently made available by the Province confirms this. Overall, there was a 68% increase in sales at government liquor outlets across the Lower Mainland, and outlets within a few blocks of stations in the SkyTrain system showed a 75% increase. (No comparable data is

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available for private liquor stores, but figures show a 26% increase in inventory purchases for the month of June 2011 when compared to June 2010). Statistics show that the government liquor outlet on Esplanade, close to the SeaBus station on the North Shore, had a 166% increase in sales the day of Game 7. On that day, only the downtown core was designated for early (16:00h) closure of government and private liquor stores. With a day's notice from the Liquor Branch of the early downtown closures, not surprisingly there were substantial liquor seizures at transit stations coming into downtown.

At 16:00h, an hour before the game was to start, the VPD, VFRS and BrandLive surveyed the site and determined that the Georgia Fan Zone was at full capacity. The VPD and VFRS made a joint decision to remove the Georgia main entrance gate (Gate 1) before the start of the game to ensure public safety. Previously, gates had not been removed until closer to the end of each game. However, Game 2 had showed that removing gates stopped the crowd from pushing forward. Normally, gate removal would also help emergency personnel to reach people in the crowd, but for Game 7, this tactic did not work. Once the gate was opened, the site became a public area and entrance checks were no longer performed. The VPD and VFRS estimated the crowd at 55,000 in the screen viewing area, with more than 100,000 people in the surrounding downtown area.

At 17:00h the CBC broadcast began on all screens. BrandLive noted still more people coming into the area, a marked difference from previous games where approximately 95% of the crowd had settled by the time the broadcast started. In anticipation of possible exiting problems and to stop people from climbing on street vending trucks, as had happened at the Granville site during Game 2, street vendors were asked to leave the Fan Zone shortly after 18:00h, half an hour earlier than their usual time of 18:30h at the end of the second period intermission. Around the same time, two other gates, at Homer Street (north) and Hamilton Street (north), were taken down for safety reasons. The VPD reported that as of the start of the game, people started climbing on awnings outside businesses and up lamp standards. Engineering staff helped remove people off portable toilets and bus shelters, and for safety reasons moved the portable toilets farther down the street.

By approximately 19:00h, several fights began to break out on surrounding streets, with a particularly large fight (30–40 people) at Homer and Dunsmuir streets needing the VPD to break it up. People were being ejected from Rogers Arena, and around 19:45h, with five minutes left in the game, a fire alarm went off inside the arena.

Sometime around 19:45h, a few minutes before the game ended, people in the crowd started throwing items at the large screen on Georgia Street. Because of these actions, the screens were turned off as soon as the game was over, signaling the end of the broadcast and cueing the crowd to leave the area, even though the original plan had been to air a post-game show in order to keep some of the crowd occupied at the site. City crews removed the rest of the fencing and stored it on the street because their trucks could not access the site to collect it. Shortly afterwards, police asked City crews to secure their gear and they stood by their trucks protecting City equipment as people began tipping over portable toilets.

Just before 20:00h, a car was flipped over in front of the Canada Post building and set on fire. Fire crews were able to put out fires in garbage cans in the area and in other areas they were able to access. This seemed to distract the crowd from throwing projectiles at the screen and BrandLive was able to pack the screens at Georgia and Hamilton onto trucks and remove them from the area to avoid further damage. The screen at Homer was packed up in a truck inside a

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fenced area. The VPD advised the truck not be moved, and BrandLive staff left the site for safety reasons.

EOC received more reports of cars being set on fire. Fire crews trying to access these fires were unable to do so because of the size of the crowd and were advised by the VPD to stay back for safety. People started posing for photos in front of burning cars, bystanders took pictures and video and the crowd encouraged individuals to kick the cars. In the wake of assaults on police officers, store windows being smashed, barricades thrown and people arming themselves with parts of the fencing, ambulance personnel were asked to leave the area of Homer and Robson streets.

Just after 20:00h, the VPD Public Safety Unit and other members began to redeploy in higher level tactical gear.

Shortly after 20:30h, the VPD used their LRAD (long range acoustic device) to broadcast a pre-recorded scripted announcement that unlawful assembly was taking place and asked people to leave the area. Officers from surrounding jurisdictions were brought in and the police used various strategies to gain control over the crowd and disperse it such as pepper spray, smoke and tear gas, ARWEN rounds, and other strategies measures.

By 21:00h, bridges into downtown were being closed, buses were stopped from coming downtown and roads were closed, at the request of the VPD.

By 22:00h, the VPD gave clearance to start taking the site down and Engineering crews started their cleanup activities by removing the fence, portable toilets, projectiles and other items from the area.

At about 22:30h, the play "Wicked" finished at the Queen Elizabeth Theatre and the approximately 1,900 audience members were asked to stay inside. Outside, more fires were set and damage to businesses in the area continued.

By 24:00h, the crowd was mostly contained and cleanup of the downtown area began, with CMT directing Engineering (Sanitation Branch) and Facilities Management to restore civic facilities, and with the help of private sector contractors to put up hoarding on all private businesses downtown whose windows had been breached. Transit started to allow people back into downtown.

By 02:30h on June 16, Facebook was the site of a public outpouring of the desire to help the city recover from the riot. Thousands of volunteers signed up online to come downtown for a 7:00 a.m. cleanup.

At 07:00h, Sanitation had cleared the streets and much of the sidewalk debris. Volunteers arrived in the thousands and were greeted by CMT members and staff from Engineering. City workers supplied brooms, tongs, gloves and garbage bags for volunteers to assist with clearing lanes and sidewalks.

By 07:30h, boards were up on 29 of the 32 street level windows broken in the downtown core.

By 11:00h, most of the cleanup was complete.

6.6 EOC Response

On June 15, 2011, the EOC activated at Level One to support site-level operations at the various downtown locations. However at 1800h, due to the tension in the FanZone crowd during the game, the Deputy City Manager was deployed to the EOC. As the evening progressed, Situation Reports were compiled and distributed regularly to the City Manager, Deputy City Manager, and to Mayor and Council. Those present at EOC prior to 2230h included:

- Deputy City Manager
- EOC Director (Director of the Office of Emergency Management)
- Operations Section Chief
- IT support
- CCTV camera operator
- Engineering Services(traffic management, sanitation, street operations)
- BC Ambulance Service
- Coast Mountain Bus
- Vancouver Fire & Rescue Services (three staff)
- Vancouver Police Department (two staff)
- Emergency Management Staff and Situation Unit
- 311 (four staff)

The City Engineer, City Manager, Deputy Fire Chief, and VPD Site Commander were on-site in the downtown throughout the event and the subsequent riot, and maintained close communication. Between approximately 22:30h and midnight, the City's CMT (policy group), Mayor and Chief of Staff joined the EOC at E-Comm. The CEO of E-Comm was also in attendance.

6.7 Corporate Management Team Response

At 22:30h, with the VPD having stabilized the situation downtown through their command structure, the City Manager convened a policy group meeting at the EOC. The policy group consisted of the City's Corporate Management Team which includes General Managers, Fire Chief, Chief Constable, City Solicitor, and Director of Communications. In addition, the Mayor and the Chief of Staff and the CEO of E-Comm were also present for the last part of the meeting. The group discussed the situation in relation to the emerging issues and plans for responding to the aftermath of the riot. Direction was given with regard to the following:

- 311: establish a process to allow the public to phone in information about any broken windows in the downtown;
- Facilities:
 - Immediately mobilize its workforce and secure additional contractors to board up businesses whose windows were breached of their windows in the riot;
 - Identify and repair windows at City facilities: the Queen Elizabeth Theatre, Orpheum Theatre, Vancouver Playhouse, Library Square, the Gathering Place and Carnegie;
- Engineering Services:
 - Identify and coordinate the towing of burned out vehicles in downtown;
 - Provide volunteers with cleanup equipment;
 - Oversee the cleanup;
- Finance and Law: co-ordinate the cost of riot and risk management activities;
- City Communications: develop a communication plan for keeping public engaged;

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- CMT:
 - Recommend to Mayor and Council the cancellation of regular Council meeting to be held on the following day;
 - Coordinate a walkthrough and cleanup of downtown for the following morning with Councillors and senior staff;
 - Co-ordinate business continuity with downtown business organizations; and
 - Lead an internal review of riot for the City.

Following the CMT meeting, the Mayor, Chief of Staff and the City Manager toured the downtown core to review cleanup operations. They met with Sanitation staff, the VPD, and VFRS staff as well as many business owners and their staff who had already started to clean up and restore their businesses.

7 Protecting Civic Facilities

7.1 City Facilities

At approximately 22:00h on June 15, a Facilities Damage Control Centre (FDCC) was set up at the Security Operations Office in City Hall to coordinate damage assessment and repair of the City's major downtown facilities. The FDCC began receiving and soliciting damage reports from the Queen Elizabeth Theatre, Library Square and Non-market Housing Operations and prepared to secure and repair these facilities once the areas had been cleared by VPD.

At 23:00h on June 15, Facilities staff were cleared to enter the downtown and oversee boarding up the damage at the Playhouse and Orpheum theatres. Following the CMT emergency meeting at EOC, the FDCC was directed to mobilize City staff and private contractors to board up damaged storefronts in the downtown. Staff from the Park Board and a restoration contractor responded, and boarding up started at approximately 2:00h on June 16, 2011.

7.2 Central Library

The Central Library at Library Square is open on Wednesday nights until 21:00h and had remained open as usual on the evenings of Games 3 through 6. On the evening of the riot, library staff conducted several assessments between 15:00h and 17:00h to determine the impact of crowds on the Central Library. An increasing number of inebriated patrons inside the library and concourse made it more and more difficult for security personnel to manage the situation and the Chief Librarian closed the library at 18:00h. The building was cleared and locked by 18:30h. A window was broken, and the Children's Library was closed on June 16 to clean up glass from a broken window in the area.

7.3 Civic Theatres

On the evening of June 15, the Queen Elizabeth Theatre presented a performance of "Wicked," starting at 20:00h. There were approximately 1,900 people in the theatre, including the audience, theatre staff, performers, musicians and crew. The audience was unaware of the riot until intermission at 21:30h and was kept inside the theatre. When the performance ended at 22:52h, announcements were made telling patrons to stay until advised it was safe to leave. The EOC determined safe routes from the theatre and most patrons were dispatched using those safe routes. At the end of the night, staff drove remaining patrons home or to hotels and took one person to Vancouver General Hospital (VGH) for medical attention.

7.4 Non-market Housing

The City's Business Operations Department provides non-market housing to approximately 900 people in ten residential buildings and operates two community centres. Of these, four residential buildings and one community centre in the Downtown South were affected by the riot. Events were tracked throughout the evening of June 15 and on-site staff were directed to stay inside. As staff work alone in the buildings, working-alone procedures were followed to ensure staff remained safe.

8 Business Continuity: After the Riot

Beginning on June 16, there was an outpouring of public sentiment decrying the incident and apologizing to the city, the Canucks, and the police for what had happened, with expressions of affection for the "real Vancouver." It was noted that the City and volunteers had done a great job in cleaning up.

The plywood boards covering many of the smashed windows were covered with words and pictures expressing public sentiment. More than a hundred of these boards displayed the emotions and thoughts of the public. Many were on the Bay and BMO buildings, but some covered other downtown businesses also damaged in the riot. At the request of the public, these boards have been preserved by the City, which has received various ideas about how to preserve and honour the memory of the positive outpourings after the incident. A police car left downtown while officers were working in the area was covered with thank you post-it notes – a particularly visible show of the public's support.

8.1 Senior City Officials On-site

As mentioned previously, the City Manager, the Mayor and Chief of Staff visited the downtown area after the Stanley Cup finals incident was over and the CMT had concluded its meeting at the EOC. They spoke to Engineering, VFRS and VPD staff as well as to staff of local businesses affected in the incident.

Council meetings scheduled for the morning after the incident were cancelled. Instead, CMT members joined the Mayor and City Councillors downtown to join volunteers and City staff and assist with cleanup. Senior staff also visited businesses damaged during the incident as well as others in the downtown area.

8.2 Branding Vancouver

Within several days of the incident, the Mayor requested the formation of a committee of business leaders, chaired by Rick Antonsen, CEO of Tourism Vancouver and Olga Ilich, former BC Minister of Tourism, to develop plans to repair any potential damage to the Vancouver Brand. The committee's work continues, with plans for a new campaign (THISISOURVANCOUVER 2.0 / INVITE THE WORLD 2.0) focused on attracting visitors for the coming fall, something that will also be useful with the global economy in difficulty. All data indicates that the Vancouver Brand has suffered little damage internationally, and all signs point to the international community shifting focus to other world events. Thousands of people have visited a newly created website (<http://thisisourvancouver.com>) and many have posted positive accounts of events in Vancouver. Interestingly, the City of London has used this website idea in response to the recent riots in London (<http://thisisourlondon.com>).

8.3 Vancouver Restoration Fund

Nearly 60 businesses in downtown Vancouver were impacted by and experienced property damage during the riot. Some businesses, anticipating increased demand on the night of the final, had staff on premises during the riot who were traumatized by the events. Many of the businesses are small enterprises struggling to cover insurance premiums and restoration costs. Immediately after the incident, the City Manager's staff began working with the Vancouver Economic Development Commission (VEDC) to establish a fund to provide financial assistance to small businesses damaged by the incident whose insurance did not cover losses sustained in the riot.

Two major corporate donors contributed very generously to the fund, expressing their desire to give back to their City: VanCity (\$50,000) and TELUS (\$50,000). In addition, small business also signalled the desire to help out: To The Point Tattoo committed a percentage of its revenue to the fund and Fan Zoo sold T-shirts for \$20 to contribute to the fund.

The first recipients of monies from the fund were announced by the end of July. So far, eleven businesses have been approved for damage cheques, with another twelve going through the approval process.

8.4 Financial Implications to the City of Vancouver

8.4.1 Planned expenditures – Fan Zone and Policing of Public Realm

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 4 rounds of the playoffs. These costs, estimated at \$648,271, included overtime costs based on a 5 hour shift per game, recognizing that the 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.

As described above, two Fan Zones were created, in partnership with CBC. The initial Fan Zone was activated for Round 3, with a second site activated for Round 4. The cost of these sites was initially projected at \$680,000, and included costs across departments such as Engineering (sanitation, streets, parking, traffic, and electrical operations), 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 regular sanitation night shift that normally would provide services in other parts of the city was re-deployed downtown), 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 as well as the policing costs related to the public realm. Overall costs for the Fan Zones were below projections by \$72,000, while the policing costs of 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).

Figure 9 – 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

8.4.2 Incremental Costs Associated with the Riot

The City also incurred costs related specifically 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 the additional officers called in for crowd control following the game and VPD vehicle and equipment damage). The remainder of the costs are attributable to other City departments involved in responding to the riot: staff costs, repairs to damaged equipment and windows at City buildings, and boarding of broken windows at commercial properties. It should be noted that this total does not include costs related to the ongoing VPD investigation work on charging participants in the riot. It was reported by the Canadian Press on June 17, 2011 that the Premier announced that the Province would pay for the cost of the investigation in to the riot and the negotiations with the Province are ongoing.

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Figure 10 – 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	Damaged 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 commercial 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 Zone, 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 Contingency of approximately \$1,000,000.

9 Stanley Cup Internal Review: Consulting with Partners and Key Stakeholder Groups

Phase 2 of this internal review included consultation with external partners and stakeholders to reconstruct the events that took place on the day of Game 7 of the Stanley Cup finals. See **Appendix E** for a list of the external partners and key stakeholders. The consultation, summarized below, included a discussion of weaknesses or gaps in the process and ways to mitigate risks for future events.

9.1 External Partners

The City and key partners who had worked together in planning for the playoffs activation met on July 13, 2011 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.

Most of these organizations had an internal debriefing of their activities related to the playoffs and the riot. All had undertaken extensive preparation to support both the Fan Zone and the expected activity in the public domain during the playoffs, and particularly for Game 7. Their input is reflected throughout the rest of the report.

The discussion with external partners was characterized by openness, cooperation and a desire to learn from mutual experiences. The City's partners are committed to build on experience with this event and continue their work with the City on public activations; they see the reviews underway as an opportunity to improve planning and response for large planned events and unplanned emergencies, such as an earthquake.

9.2 Key Stakeholder Groups

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.)

On July 9, 2011, the Vancouver District Students' 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) met on July 19, 2011. Participants 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 meeting was chaired by Rick Antonsen from Tourism Vancouver, and Charmaine Crooks, Olympic athlete and consultant to Pavco.

On July 26, 2011, the City invited members of the downtown business improvement associations (BIAs) to meet. Representatives from the Downtown Vancouver, Gastown, Hastings Crossing, Yaletown and Robson Street BIAs attended.

The City held a meeting on July 27, 2011, with representatives from the liquor industry and the health sector 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.

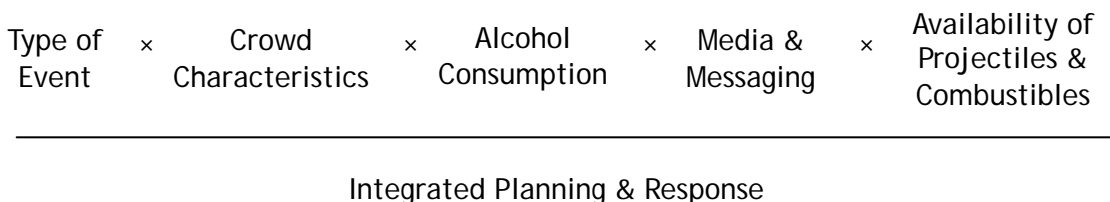
The City invited key media outlets – the Vancouver Sun and Province, CBC, CTV, Global, and CKNW to a roundtable on media issues related to the riot but all declined to participate. However, many stakeholders commented that media participation in future discussions could enhance a sense of community responsibility and potentially help to set expectations for behaviour at sport events.

9.3 Summary of Consultations and Research: Riot Risk Factors

Through research and consultations with external partners and stakeholders, the City identified several key variables that appear to have an impact on the likelihood of a riot taking place and the scale of the riot. These key factors include the type of event (i.e., sporting, parade, concert, etc.), the number of people (along with their mood, demographics, movement), the existence and number of instigators, alcohol consumption, media and messaging, and, in terms of enabling damage, the availability of projectiles and combustibles.

Partners and stakeholders recognize that ongoing prevention efforts and an integrated approach to planning and response can't guarantee another riot won't happen, but with an integrated approach to planning and response the City with its partners can potentially lower the likelihood of a riot and reduce the impact if a riot does occur.

Figure 11 – Key Factors That Impact a Riot



9.4 Type of Event

The type of event usually predicts the demographic of a crowd and often dictates its mood. Major sporting events are historically linked with riots and disturbances – with football and hockey having the strongest association in North America and soccer the strongest association in the UK and Europe.

Over the past 78 years, Canadian cities have seen 11 major sports-related riots, as shown in the following table, with hockey riots relating to the Stanley Cup outnumbering all other sports riots. Particularly concerning is the fact that the incidence of riots associated with the Stanley Cup has risen significantly over the last five years.

Figure 12 – Canadian Sports History of Riots

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

Sources:

Macleans.ca, *4 Canadian sports riots*

http://www.macleans.ca/culture/books/article.jsp?content=20051222_140516_2124

CBC News, *Police cars burned, stores looted in Montreal hockey riot*

<http://www.cbc.ca/news/canada/story/2008/04/22/mtl-habs.html>

The Star, *Hockey joy turns to violence in wake of Canadiens' victory*

<http://www.thestar.com/sports/hockey/nhl/article/808672>

Global Edmonton, *Edmonton learning from Vancouver riots*

<http://www.globaltv.com/Edmonton+learning+from+Vancouver+riots/4960201/story.html>

Vancouver Sun, *Never say never – Vancouverites have a long history of rioting*, June 23, 2011

Potential factors influencing these events are a high media profile, a sport associated with violence, a younger, male fan base and the strong association between sporting events and alcohol consumption.

9.5 Crowd Characteristics

Crowd characteristics are key factors pointing to the likelihood of a riot. Variables such as crowd size, and factors that influence crowd size, demographics, mood and instigators all contribute to the risk of a riot.

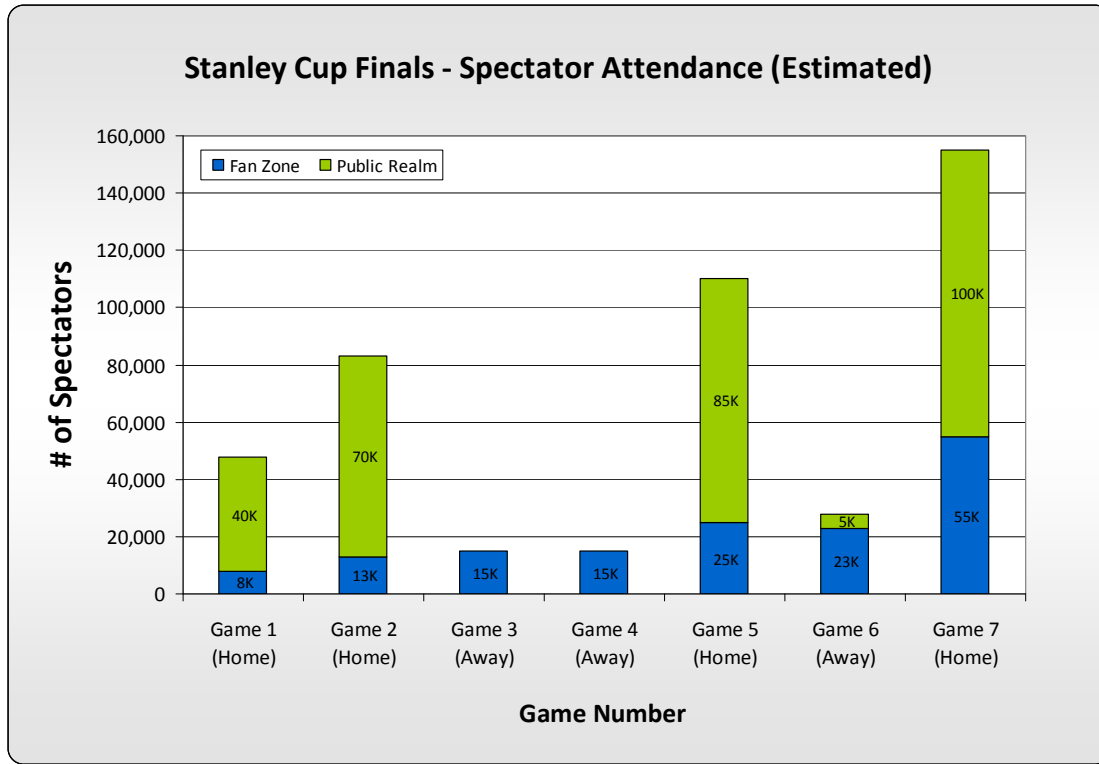
9.5.1 Number of People and Influencing Factors

Experts in psychology have identified a concept called “deindividuation” at work in crowds that riot. Deindividuation is the idea that people within a crowd lose their individuality; they become anonymous within the crowd and conform to the goals and activities of the crowd. This phenomenon shifts the sense of responsibility from the individual for their own actions to a shared responsibility for the crowd’s actions. The larger the group, the more diffused the shared responsibility. As psychologist David G. Myers said, deindividuation is “doing together what you would never do alone.”¹

The size of the crowd for Game 7 exceeded all anticipated numbers (see figure below). The Georgia Street site and the public realm on Granville Street in particular were packed with fans. From the time Game 7 started, everyone at the Georgia site was standing - something which has been identified in the literature as a risk factor for a subsequent riot. The lack of movement of the crowd – attentive to the singular focus of the large screen – resulted in a crush effect during the game and created difficulties for emergency personnel to access and separate the rioters from crowd spectators. This made early intervention very difficult on the evening of June 15, 2011.

¹Myers, David G., *Exploring Social Psychology*, p.199

Figure 13 – Stanley Cup Finals – Outdoor Spectator Attendance



Source: Vancouver Police Department and Vancouver Fire & Rescue Services

Note: Game 5 public realm attendance was 70,000 - 100,000. Midpoint of range (85,000) is reflected in graph above. Games 7 public realm attendance was estimated to be 100,000.

The numbers for Game 7 took all agencies by surprise, particularly given the presence of other municipal activations around the Vancouver region, as shown on the following map.

Figure 14 – Lower Mainland Celebration Sites – Stanley Cup Finals



Source: City of Vancouver, Internal Audit, August 2011

The density, size and lack of movement of the crowd also challenged emergency response crews, who had difficulties with access. The problem was compounded as more and more people from the whole region arrived by transit into the downtown area, despite other activations in the metro region. The influx was not restricted to the Vancouver region. BC Ferries reported large numbers of foot passengers headed for downtown.

Seventy percent of those arrested (data as of July 5), reside outside of Vancouver – a pattern consistent with the percentage of liquor pour-outs in earlier games with respect to the offenders' municipalities of origin.

The ability to move large numbers of people into the downtown core in a relatively short period of time is one of the key attributes of our public transit system. Built to support the function of downtown as the largest economic centre in the province, the significant surge capacity of the SkyTrain and Canada Line systems – as illustrated during the 2010 Games – enabled the significant increase in the downtown crowds. The current capacity of the SkyTrain and Canada Line systems is to move close to 22,000 passengers per hour in each direction – creating the capacity for moving more than 100,000 people within a 4–5 hour timeframe when operating at crush loads.

As part of its plan for the playoffs, TransLink² operated at rush hour service levels on weekdays and augmented service for weekend games, providing additional trains and buses to accommodate the crowds. TransLink also used additional trains to move people out of downtown as efficiently as possible at the end of each game. This is standard practice for TransLink for the many events taking place in the city almost every week.

² TransLink website media release dated May 31, 2011
<http://www.translink.ca/en/About-TransLink/Media/2011/May/Staley-Cup-Service.aspx>

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On the day of Game 7, as with other special events, transit volumes were high. However, there were unexpectedly large numbers of people coming to Vancouver on various modes of transportation. TransLink reported SkyTrains at crush loads capacity at approximately 14:30h, buses ran with heavy passenger loads and traffic, and SeaBus deployed an additional vessel to service the overflow crowds. In addition, large numbers of people arrived from Vancouver Island via BC Ferries at both the Tsawwassen and Horseshoe Bay terminals.

Weather can also impact the number of people attending events. Game 7 happened on a warm, sunny day in Vancouver. Experience from the 2010 Winter Olympics showed that sunny weather tends to draw larger crowds and enhances the tendency to increase alcohol consumption. Although the weather is not a factor that can be influenced, poorer weather on the day of Game 7 might have resulted in smaller crowds of people.

Representatives from the business community shared their overall playoffs experience – reporting early activity and capacity crowds in bars and restaurants all through the day of Game 7 but also noting a general impact on downtown from drinking and rowdiness throughout the playoffs – and compared it to their experience hosting large crowds for the 2010 Winter Olympics. The Yaletown BIA described its experience during the Olympics, in which it found that keeping crowds moving could be assisted by volunteers and by geographically dispersed small family-oriented activations (with entertainers and buskers as well as a main stage). The “family fun” programming discouraged more undesirable elements.

Also discussed were options for increasing coordination with other municipalities to create alternate sites and planning for different sites in the city itself, with the intent to prevent overcrowding at one location.

The discussion with representatives from the Vancouver Sports Group suggested using established venue sites where security and crowd management and capacity could all be more readily and predictably managed – noting the young adult male as a demographic requiring proactive planning and vigorous management. However, the group also indicated that even with the best preparations, crowd dynamics can't always be anticipated and it is critical to be ready to respond when things turn violent.

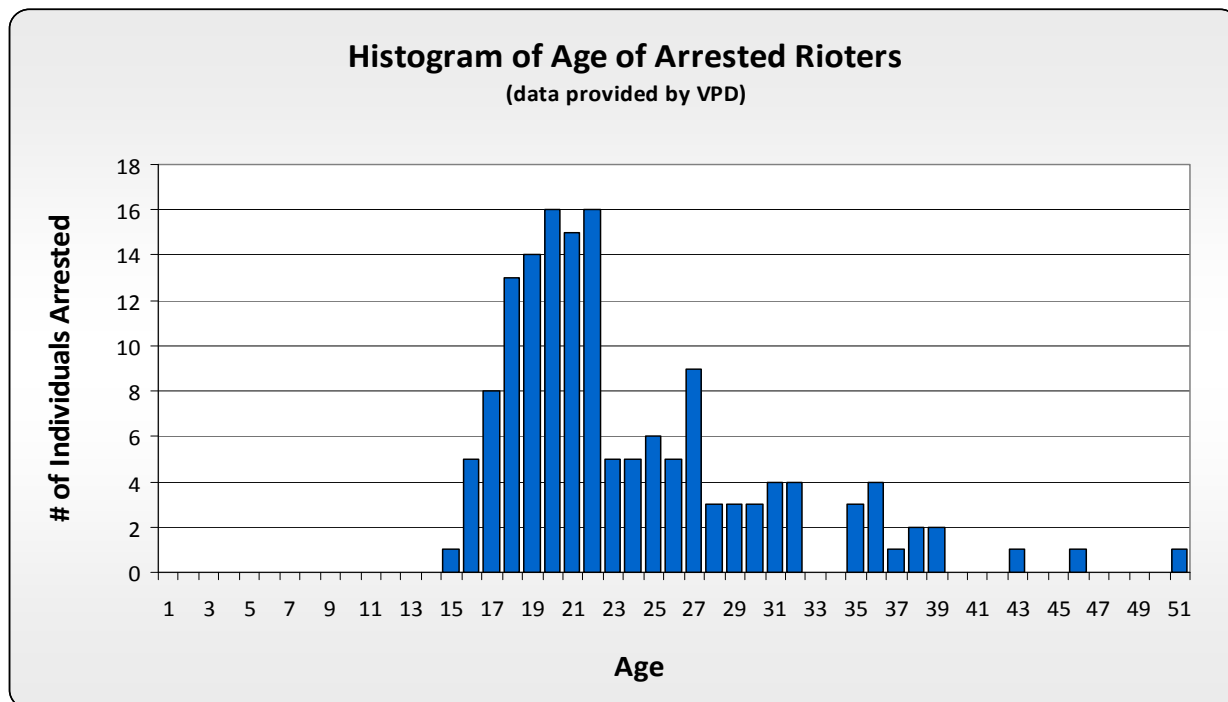
9.5.2 Demographics, Mood and Instigators

The demographic of the Stanley Cup crowd changed throughout the final playoff games. For Games 1 to 4, the crowds included many families and the mood was celebratory and enthusiastic. By Game 5, however, crowd demographics shifted to a preponderance of males between the ages of 18 and 35. At the same time, the mood of the crowd started to shift when the Canucks lost their early lead and began to lag. During Game 7, anti-Boston sentiment was higher than in previous games.

Discussions at the Sports Group roundtable confirmed the young male demographic as typical for this type of sporting event. This demographic is also more frequently associated with crime, alcohol issues and hooliganism.

This is consistent with the numbers of rioters in each age group arrested following the June 15, 2011 riot, as shown in the figure below.

Figure 15 – Number of Rioters Arrested by Age



Source: Vancouver Police Department

In our discussion with youth organizations (see **Appendix F**), youth concluded that contributing factors to the incident were the combination of “alcohol and drugs, the ‘glamour’ of being a rioter, the atmosphere of downtown Vancouver right before and during the riots, anger at root societal problems and ‘cheap thrills’.”³ Interestingly, the discussions with youth organizations highlighted an apparent lack of awareness of the consequences of criminal actions associated with rioting.

Also discussed at the forum with youth organizations were solutions for promoting healthy youth behaviours. These included hosting more events for youth so their voice could be heard and providing City youth volunteers with opportunities to be involved. Youth also believed that the consequences for unlawful behaviours such as looting should be taught in schools.

Representatives from the Vancouver Sports Group echoed these sentiments, suggesting that crowds be engaged early on in the first game of any series and educated about the nature of acceptable and unacceptable behaviours.

Whether the actions of rioters are pre-meditated or spontaneous, all riots start with an individual or a group of people who initiates the first criminal activity. These are the instigators. Throughout the preparatory phase for the Stanley Cup finals, the VPD had no indication through their monitoring of various networks and social media that there were plans for a riot. However, it appears that a number of instigators came to Game 7 looking to start trouble – possessing masks, weapons, accelerant canisters, and other items, none of which were consistent with being a typical fan at a hockey game. There was no evidence of this element being present at earlier games.

³ VDSC Vancouver Riot: Let’s Talk About It, July 2011

9.6 Alcohol Consumption

The City's partners and stakeholders recognized alcohol as a contributing factor in triggering the riot. As alcohol consumption increases, inhibitions are loosened and normally law-abiding citizens become more willing to follow the crowd, increasing their deindividuation and reducing their sense of individual responsibility.

City partners at VCH highlighted increased hospital emergency room visits by young males related to alcohol toxicity and a higher incidence of assault injuries reported to emergency rooms throughout the playoffs, particularly during home games. This pattern was consistent with other years for the Stanley Cup playoffs and other sports-related events and is associated in BC with an increased incidence over the last few years of binge drinking by young adults, males in particular. This was documented in a report prepared by Dr. Perry Kendall, Provincial Health Officer, entitled "Public Health Approach to Alcohol Policy"⁴

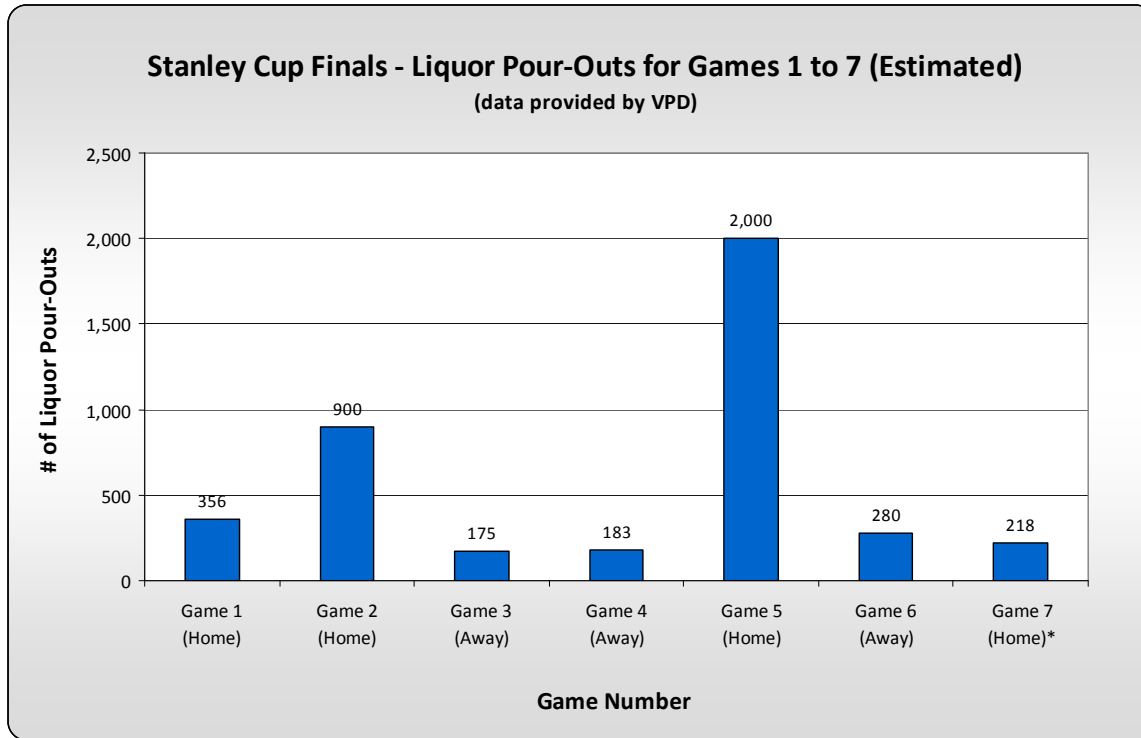
Dr. Patty Daly, Vice President, Public Health, and the Chief Medical Health Officer of Vancouver Coastal Health, provided considerable input during the review (see **Appendix G**). The information provided by Dr. Daly indicates that between 20:00h on June 15 to 07:00h on June 16, 114 of the 144 patients seen (80 percent) at the St. Paul's ER were there as a result of the riot. Of the 114 riot-related patients seen, alcohol toxicity was documented in 43 cases and suspected but not documented in an additional 37 cases.

For the Stanley Cup playoffs, alcohol came from four main sources: homes, bars and restaurants, and both private and government retail liquor outlets. Alcohol consumption was extremely pronounced in Game 7 in spite of changes to hours for private and public retail liquor outlets in the downtown core. The early closing time was sent out in a press release from the Province, and other media outlets broadcast and advertised the closures to the public, perhaps providing too much warning in advance, allowing the fans to stock up early. There were many reports of long lineups early in the day at retail liquor outlets, with many young adults.

As noted earlier in the report, the number of liquor pour-outs for each game in the Stanley Cup finals was higher for home games than for away games. For Game 7, the low number of liquor pour-outs is most likely due to the shift in policing efforts from liquor enforcement to addressing other crowd issues such as fighting and rioting.

⁴ <http://www.health.gov.bc.ca/library/publications/year/2008/alcoholpolicyreview.pdf>

Figure 16 – Stanley Cup Finals – Liquor Pour-Outs for Games 1 to 7



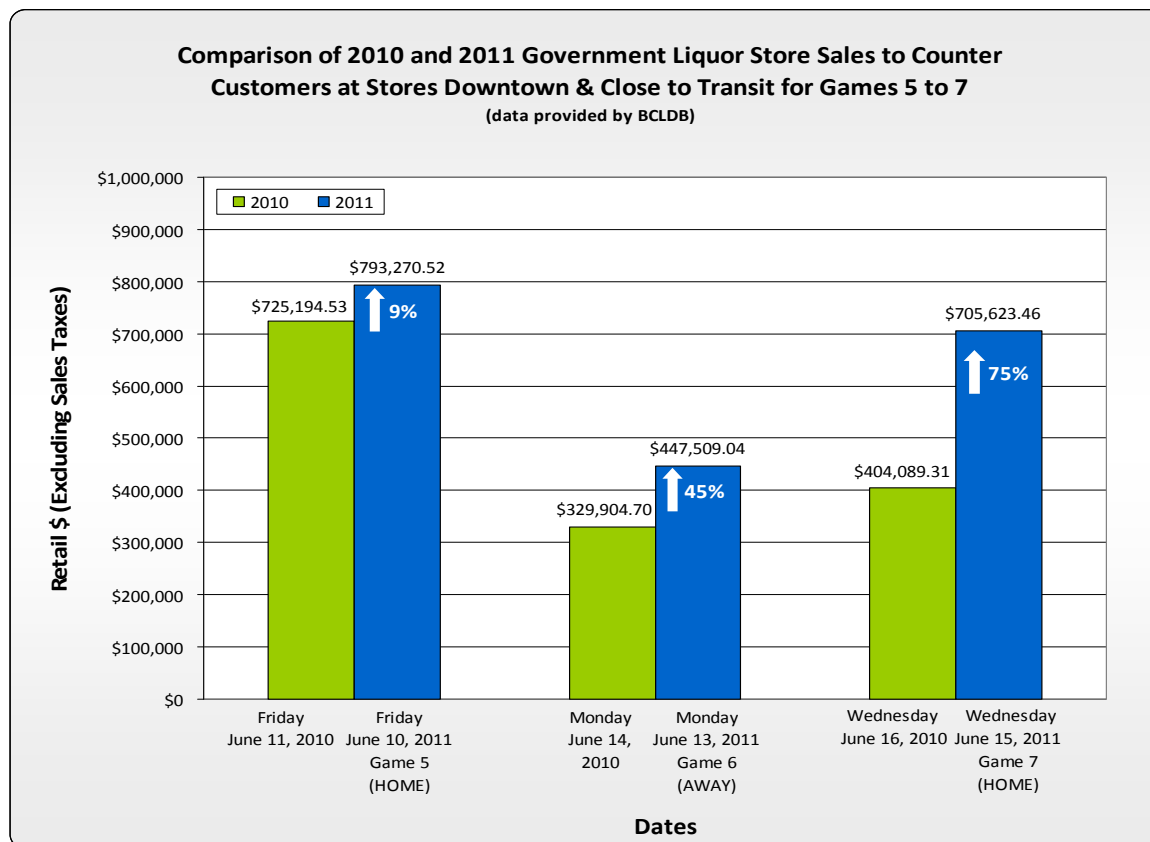
Source: Vancouver Police Department

Note: Game 7 liquor pour-out data may not be complete. Liquor enforcement was a large part of VPD plan for Game 7, however, officer reporting is likely low because officers focused on crowd control and riot response activities when the crowd degenerated.

Data from the Ministry of Public Safety and Solicitor General (MPSSG) for June 15, 2011, indicates retail liquor outlets were very busy throughout the region. Although outlets in the downtown core closed early, a number of outlets and media across the rest of the region advertised the need to stock up for the game. On the day of Game 7, and compared to the same time in 2010, government liquor sales across Metro Vancouver increased 68%, and sales from outlets within two blocks of the SkyTrain/Canada Line system increased by 75%, as shown in the figure below. 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.

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Figure 17 – Comparison of 2010 vs. 2011 Government Liquor Store Sales – Within 2 Blocks of SkyTrain/SeaBus and/or Downtown – for Day of Game 7)



Source: BC Liquor Control Board

These reports are consistent with the findings of a survey by the Alliance of Beverage Licensees, which found that the major source of alcohol on June 15 might not have been bars and pubs. The Alliance of Beverage Licensees conducted a survey and found that the majority of bar and pub patrons were aged 30 to 50, different from the demographic of the outside crowd. (see Appendix H)

Discussions with the alcohol-related sector confirmed this observation and their data showed little evidence that patrons of liquor primaries and licensed food primaries contributed to the riot. Their data indicated that most patrons arrived early and stayed until after the riot. To keep them safe, many patrons were asked not to leave bars and licensed restaurants until after the VPD provided clearance. Bar and pub owners observed that their premises became safe havens from the riot, and they also saw an increase in food sales relative to sales of alcohol.

From our review it is apparent that too many people headed into the downtown area for Game 7 for VPD and Transit Police to significantly curb the flow of alcohol through permissible search and seizures. In addition, the police continue to be limited by current legislation, which requires grounds for the search, thus making screening in the public domain more difficult. A number of suggestions were put forward in various roundtable discussions with stakeholders, including:

- Harsher penalties for public alcohol consumption;

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- Starting liquor searches earlier in the day, particularly on the public transit system;
- Increased legislative power for:
 - the police to conduct alcohol search and seizures during large events
 - prohibiting open and closed alcohol on the transit system and in the public realm during large events; and
- Working with liquor serving establishments to reduce all-day drinking prior to the game (which might include a new business licensing rule allowing the City to stop establishments from serving alcohol during a specific time at special events).

Finally, there was consensus to deter future incidents through targeted campaigns promoting responsible alcohol consumption and scheduling post-game activities to allow gradual crowd dispersal.

During all discussions with partners and stakeholders, considerable effort was expended on alcohol consumption and how to lessen its impacts.

9.7 Media and Messaging

As the Vancouver Canucks moved deeper into the playoffs, the city and region buzzed with excitement. Each game was dissected on sports radio, in newspaper sports pages and in coffee shops, offices and homes across Vancouver.

More and more vehicles flew Canucks flags, and more people started to wear Canucks hockey jerseys. Canucks flags, posters and banners were put up on walls, in windows and in yards and homes across the city. Talk about the team intensified everywhere conversations were taking place.

Against this backdrop of the playoffs, the City issued eight information bulletins and news releases designed to provide factual information about road closures and outdoor viewing options, to recognize the growing community excitement and to push messages of safety, alcohol-free viewing and responsible behaviour. (see **Appendix I**)

The City first announced its outdoor viewing partnership with the CBC on May 13, 2011. As the demographic makeup of the crowds evolved, the City transitioned its messaging from stressing a family-friendly event to an increased emphasis on leaving alcohol at home and the presence of police officers checking for alcohol at Fan Zone entry points. Throughout the Fan Zone activation, City news releases and key interviews contained consistent messaging about responsible fun, safety, alcohol-free viewing, use of transit, and, as sanitation collection challenges grew, personal responsibility to clean up trash.

Between May 11 and June 15, 2011, the City's Corporate Communications Department received 100 media requests for interviews and information about the Fan Zones, street closures, post-game garbage pickup, food vendors and the cost of the street activities.

In media interviews, City spokespeople reiterated the messages in City media releases.

Meanwhile, media reporting on all aspects of the hockey excitement grew to become the prime focus of all newspaper reporting, TV newscasts and radio broadcasts.

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Local TV media moved to special broadcast locations (Global TV set up in the Olympic Village) and national programs and anchors (e.g., TSN's Off the Record and CBC's The National's Peter Mansbridge) set up temporary studios to broadcast locally.

Vancouver's two major daily newspapers devoted entire sections to hockey. TV newscasts expanded hockey news to half an hour or longer, spreading the growing excitement, while talk radio was all about hockey, hockey fever, the players and how it was Vancouver's time to win the Stanley Cup.

The Canucks and their playoff run became the Vancouver story, reflecting the palpable excitement in the city and in other respects, fuelling it. All indications pointed to a Canucks win – and that's what Vancouver fans wanted.

The city was buzzing and media interest was at a fever pitch. A variety of media outlets recounted the Stanley Cup riot of 1994, perhaps inadvertently provoking a generation of young people too young to remember the event first-hand.

In addition, there were accounts of various media outlets announcing early liquor store closures ahead of time. This may have defeated the purpose of the closures by allowing the crowd ample time to buy liquor beforehand.

The City has collected and reviewed close to 350 local news stories that ran between May 11 and June 15, 2011. The stories covered everything from offices and streets being empty at game time to the economic benefits brought to the city by the playoffs, from the Fan Zones and fan frenzy to ticket prices and the potential for riots. (See **Appendix J**)

Of the stories reviewed, 32 (close to 10%) stories mentioned riots – the 1994 riots, the potential for a repeat of the violence that occurred that year and the expectation that violence would not occur this time. (See **Appendix K**)

The City's external partners felt that this type of media coverage was provocative for a generation of young Vancouverites who might not otherwise have known about the 1994 riot and that this might have encouraged copycat behaviour.

During the riot, the City and its partners were further challenged by some media broadcasting Twitter feeds from riot spectators as fact. Getting the City's own information out successfully to correct errors was difficult and added to the crowd's confusion.

Working with the media to make sure they understand the impact they can have on this type of event and to identify acceptable strategies the media might use to mitigate their impact on the risk of a riot was identified by this review and in discussions with stakeholders as a high priority.

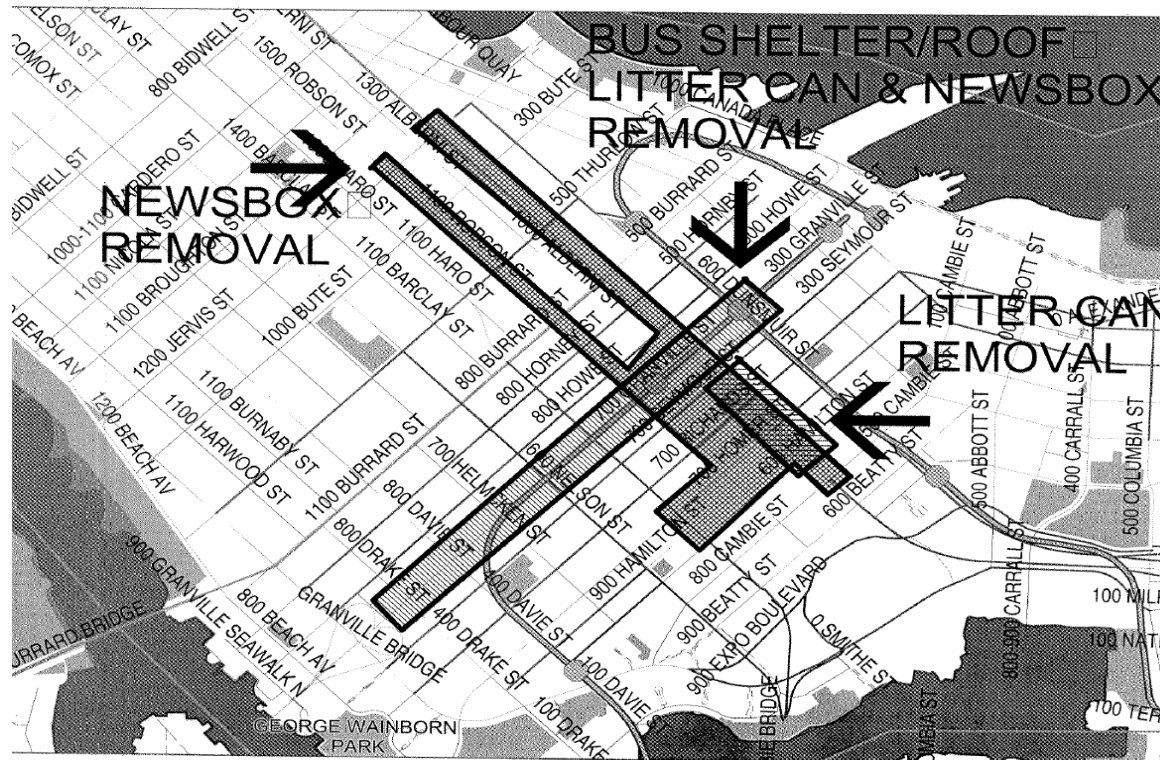
Also discussed was the need to find better ways to make sure staff on the ground who are not first responders are able to communicate with each other. This would provide accurate situational information which could also be shared with the public on the ground. For example, transit information during the course of the riot could be shared with the crowd.

9.8 Availability of Projectiles and Combustibles

From Game 1 onwards, the City, with advice from the VPD, worked to remove street furniture off key streets around the Fan Zones to minimize the access to potential projectiles. This included removal of items such as newspaper boxes, bus shelters, and litter cans. In addition, the City enforced parking restrictions on key streets in and around the Fan Zones and notified the VPD of any parked cars within the area.

The removal of potential projectiles was done for each game and required ongoing adjustments throughout the playoffs. For example, it was decided after Game 1 that bus shelters should be removed. Also, after Game 2, it was decided that fences be removed before the end of the game to relieve crowd pressure outside the fences. In Game 7, adjustments included decisions to remove or secure additional objects on the street.

Figure 18 – Map of Streets Where Potential Projectiles Removed



Source: City of Vancouver, Engineering Services

During the riot however, it became clear that people were still able to find things to use as projectiles. Rioters caused damage with objects meant for site containment, such as fencing and barricades. These issues were identified early on in the internal review, and an enhanced approach to projectiles was already in place and implemented in time for the large public domain celebrations taking place since the riot, including Canada Day celebrations, the Celebration of Light, and the Pride Parade and celebrations. Ongoing work will be needed to create a more comprehensive policy in this area.

9.9 Integrated Planning and Response

Integrated planning and response is critical to all partners and necessary to successfully mitigate the risk factors of a riot. In particular, communication between partners during an event is an area needing improvement. The partners recognized that significant improvements have been made since the 1994 riot, but felt they would have benefited from more real-time information sharing – particularly between those who are not official first responders, (first responders being the ones who currently benefit from advances in communication through the work of E-Comm).

On the night of the riot, for example, some partners such as Vancouver Coastal Health, BC Ambulance, and E-Comm struggled to find out which areas of downtown were safe and did not know how to bring in additional staff when police temporarily closed bridges and stopped buses from entering the downtown. Partners also said they needed a way to be informed when tear gas was dispersed, given the impact on their staff and facilities. St. Paul's Hospital, in particular, raised these issues.

A key issue identified by all partners was the absence of any unified discussion of evolving risks, such as the huge number of people, predominantly young men, the increased impact of alcohol, and the packed Fan Zones downtown even before Game 7 started – something which could have potentially altered some of the strategies in place for the game. A unified command structure was strongly recommended for future events, to address the benefits of real-time review and discussion and synthesis of incoming information.

10 Key Lessons Learned and Recommendations

Since June 15, the City and its partners have worked to implement the four phases of the internal review. Numerous discussions and debriefings were held across the City, both internally and externally, with partners and with key stakeholders.

During this time, 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.

Also during this time, a number of events have provided insight into the issues which have been discussed and considered as part of this review. The riots that started in London and spread to other parts of the UK stunned the developed world and caused much discussion in our local media and comparisons with our own situation on June 15. Much of the dialogue was on issues related to the police response and how the systems in place in BC differ from the administration of justice in the UK. In BC, the laying of charges and processing of those charged is governed by Provincial legislation and not within the mandate of our review. The lack of clarity into what factors precipitated the spontaneity of the riots and the widespread activity resulting in deaths, significant injury and extensive loss of property over the greater part of a week remains controversial.

What is clear from our discussions has been an appreciation for the speed with which the VPD ended our local outbreak on June 15, the low numbers of injuries and absence of any fatalities, the containment of the amount of property damage compared to the UK and London experience and the absence of any significant accusations of police mishandling of the public and

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participants during the riots. This was certainly contributed to by our learnings from 1994 and the 2010 Winter Games and the significant investments in the E-Comm facility and operations, investments in specific police training and the use of the integrated planning and activated Emergency Operations Centre for this event.

The response of our local community and that of the public in the UK has been similar in many ways - in general, dismay and disappointment at the irresponsible and disrespectful behaviour of those involved and a desire for them to have clear consequences, and a strong commitment to assisting with a quick recovery for businesses, community members and community assets which have been damaged.

A second relevant incident occurred on the weekend of August 20/21, 2011 in San Francisco where one fan was badly beaten in a Candlestick Park restroom during a San Francisco 49ers' NFL exhibition game and two other fans were shot in a parking lot afterward. (see **Appendix L**) The NFL's new chief of security, Jeff Miller, headed to the San Francisco Bay Area as part of the league's review of fan violence stemming from a very recent⁵ San Francisco 49ers and Oakland Raiders game. Miller, who launched the NFL's Fan Code of Conduct in 2008, met immediately with city and police officials to review the events and discuss coordination of league game-day security. The NFL and all 32 NFL clubs have created a fan code of conduct⁶ to help promote a positive fan environment at NFL stadiums. Media reported that the NFL receives detailed security reports after each week's slate of games and provide a full audit and review that includes handing out grades to all 32 NFL teams at the end of the season. This incident was of interest from two perspectives - first the challenges, even in a secured stadium, to manage the impact of alcohol and the competitive fan environment and secondly, the explicit involvement and commitment by the NFL to responding to this issue in general across all their franchises and their use of clear policy goals and metrics to track progress across their league. This is in marked contrast to the NHL which in spite of four Stanley Cup riots in the last five years have no approach, no policy and no apparent strategy to work with host franchises and municipalities on this issue which clearly will over time threaten the value and perception of their brand.

This section of 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.

What is clear from broad discussion, a review of literature, and evolving events such as those referred to above is that while these strategies may not prevent future riots, they will hopefully mitigate the overall risk of repeating these events, and generally enhance the City's work as host and facilitator of large public events in the public realm.

10.1 Clarification of the City's Role in Event Hosting and Coordination

As discussed earlier in this review, organizations wanting to hold an event in the public domain approach the City and then work with the Films and Special Events Office and FEST Committee. The City enables the event and Special Events coordinates with other City departments, FEST

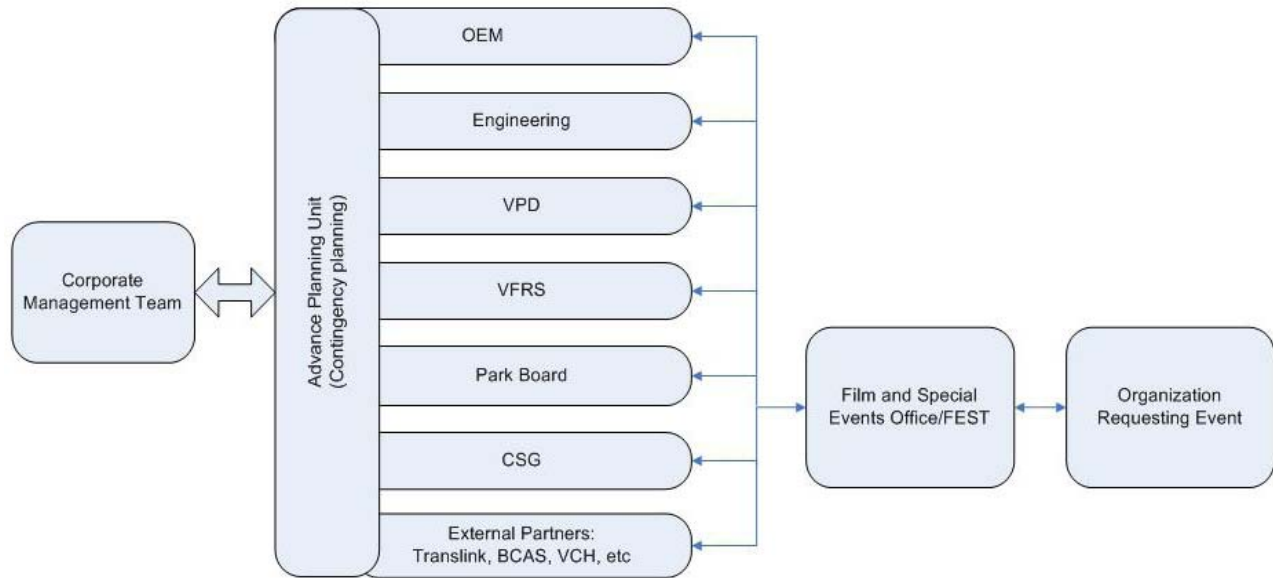
⁵ http://espn.go.com/nfl/story/_/id/6901671/nfl-security-chief-confident-candlestick-park-security

⁶ <http://www.nfl.com/news/story?confirm=true&id=09000d5d809c28f9&template=without-video>

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Committee, OEM and other agencies to review the event organizers' proposed logistics for public safety and transportation as outlined below.

Figure 19 – Event Planning Structure



For large and complex events hosted by the City itself, the City appoints an internal event owner from one of its departments. For event management, it is usual practice for the City to engage external contractors with the appropriate expertise. These external contractors take on the detailed planning and site management for large public events. The most recent examples include Vancouver 125 celebrations and the City's Live Sites for the 2010 Olympic Games.

Prior to the Conference finals (Round 3), public expectations for a community event continued to grow. The City entered into a partnership with the CBC to broadcast live games at the CBC Plaza. The appetite for public viewings quickly grew as the Canucks advanced to the final playoffs and the arrangement to use the CBC Plaza was no longer sufficient to deal with the growing numbers of fans wanting to watch the game. In the end - of the 14 games with public participation at the COV/CBC activations, 13 were deemed successful - as evidenced by the growing number of people participating as the series advanced and the public feedback on the opportunity to view the games at the Fan Zone. Game 7 was the exception to this and the numbers of fans created demands and challenges which certainly increased the risk of a riot.

Unlike other events, such as the Celebration of Light or the upcoming Grey Cup, the activations for the Stanley Cup playoffs had no event sponsor. Although the CBC was clearly an enabling partner, the City became the *de facto* owner and event planner on very short notice.

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Sports celebrations present significant issues for municipalities. The Grey Cup celebration and game has a number of shared challenges with the Stanley Cup playoffs - but also stands out with some key differences which have been discussed at length and which have informed our recommendations:

- Both hockey and football have a shared history of fan disruptions, riots, and association with alcohol. In Canada, especially recently, there appears to be a much higher risk of fan disruptions and riots related to the Stanley Cup playoffs;
- Young adult males are at a higher risk for fan violence and being involved in riots; and
- In North America, the alcohol sector is closely associated with both sports.

However, the nature of the playoff cycles and the planning for the final championship for the CFL and NHL in Canada have quite different dynamics. The Grey Cup celebration is a several million dollar event at a municipal location selected three years in advance. It is planned by a broad community governance committee, with strong participation by the local franchise (in Vancouver, the BC Lions). The whole celebration is largely funded through sponsorships and ticketed events.

The Stanley Cup playoffs, even the finals, do not have a firm schedule, and the participants in Round 3 and 4 (the finals) are not known until a few days before these rounds begin. At this point there is no platform established by the NHL, the Canucks, or the community for planning around this event, in spite of a broad, growing, enthusiastic Canuck's fan base which numbers at approximately 300,000 in the region. Our recommendations attempt to address some of these issues.

There continues to be strong support in the public and the business sector for public space activation downtown which we know will attract large regional crowds. Our recommendations address the need for improved regional coordination, the presence of a responsible external organization, accountable for advance planning and providing resources, and enhanced processes from the City in its role as event enabler and coordinator.

Recommendations 10.1:

1. **The City should ensure there is a defined external organization responsible for the hosting of any large and complex event in the public domain. With specific regard to the Stanley Cup playoffs:**
 - a. The Vancouver Canucks are the local NHL franchise - their success has grown both in regard to their standing in the league and their large fan base which numbers in the hundreds of thousands. It is hoped that they will continue to be strong competitors for the Stanley Cup on a regular basis. However, there is no guarantee from year to year but in the event the Canucks are successful and reach the playoffs, it is likely that the public will expect to participate and celebrate in the public realm. The community needs to be prepared well in advance and in a way that minimizes the risk of reoccurrence of the events of June 15.
 - b. The 2012 playoffs are less than a year away - to be better prepared the city will facilitate discussions with the Canucks Organization, the NHL, the downtown business community, the Vancouver Sports Group and other municipalities in the region to consider options for the creation of a community-based organization to plan, raise money, and oversee any future Fan Zone activation sites. The City will play its usual role as an enabler. The goal would be to ensure that for future events:

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- there is time to prepare an appropriate and comprehensive event plan and clearly identify resources and operational needs across City departments and all partners; and
 - responsibility for event resources can be clarified and the City can assure appropriate cost recovery for necessary services.
2. **The City should liaise with city officials in the 2 other Canadian jurisdictions, Edmonton and Montreal, which have recently experienced Stanley Cup riots to share challenges and approaches on sources of funding and organizational details.**

The immediate economic benefit of hosting an event such as the Stanley Cup flows to the owners of the franchise, the business community - particularly the hospitality industry - and to the Provincial and Federal governments through liquor and value added taxes. There is no direct benefit to the municipality, however direct costs are significant and should be recovered by the City. Participation in the Stanley Cup has a positive financial impact on the clubs involved.

Our research indicates that some US cities have a variety of approaches including the direct involvement of local sport franchises and owners and the use of non-profit community organizations to organize NHL and other professional sports leagues' celebrations:

- Dallas: The owner of the Dallas Mavericks NBA team paid for the team celebration when they won the 2011 NBA championship. In addition, Downtown Dallas Inc., a non-profit, is involved in organizing their NHL and NBA victory parades.
- Miami: Events are hosted by the NHL franchise along with the Miami Downtown Development Authority (an independent agency of the City of Miami funded by a special tax levy on properties in its distinct boundaries)
- Los Angeles: NBA 2010 parade hosted by the team and sponsored and organized by the entity which owns the LA Kings (NHL) and LA Lakers

10.2 Enhancement of Event Planning Processes and Risk Assessment

The City's event planning process is designed as a "one-stop operation" connecting all City departments and outside agencies needed to enable small and large public domain events. For large and complex public events, the Special Events Office, FEST committee and Office of Emergency Management (OEM) meet to discuss and review plans and operations

This review identified the broad success this model has had over many years enabling thousands of events both small and very large. The operational experience of Special Events and FEST is extensive and their integrated approach is based on best practices. It became clear their decisions are often intuitive, based on decades of experience. However, their documentation standards, and the clarity and consistency of their approach are not aligned with best practices and need improvement given the growing complexity and frequency of large and small events in the city.

During large scale, high-risk events, the City uses the OEM to support external partners and coordinate site and outside resources, and activates the EOC to enable integrated planning and oversight. This review notes that the explicit interface between FEST and OEM could be enhanced. Furthermore, both TransLink and Vancouver Coastal Health indicated a strong desire to enhance the integration of their own planning for large events and to work more closely with the City at the executive and line staff level to better integrate and enhance shared planning and

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information sharing both in advance of, and during, large and complex events. Colleagues in health care (Vancouver Coastal Health and BC Ambulance Service) noted a significant increase in critical mass events across the province, creating a burden on both first responders and the health care system over the last few years.

This review has resulted in a number of recommendations to enhance the City's ability to plan events and to mitigate risk as these events increase in size and complexity. These recommendations will take advantage of the willingness of partners to work with the City and will support the City's role in providing a public realm for year-round public celebrations.

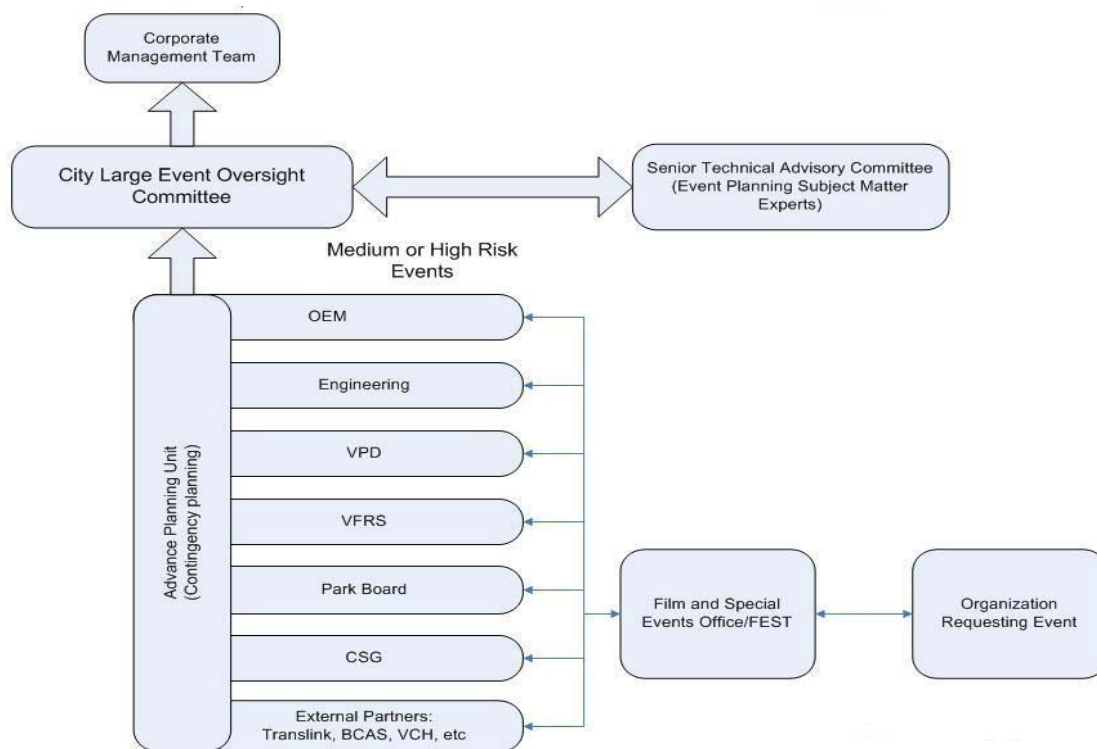
Recommendations 10.2:

1. Enhance the event planning process:

- a. Establish an executive level *City Large Events Oversight Committee* for large, high-risk events. The committee will be chaired by the Deputy City Manager, with core membership to include: the City Engineer, VFRS Fire Chief, VPD Chief Constable, Director of Corporate Communications, TransLink Chief Operations Officer, BCAS Operations Director, Vancouver Coastal Chief Public Health Officer, and the Director of Emergency Management (secretariat support for the committee). Other senior leaders, from within City staff and from outside, should be added as needed. The committee will work to enhance the event planning process and will meet regularly to review upcoming events and planning status. Since the June 15 riot, this structure has been piloted and proven useful in enhancing the planning for the Celebration of Light, Vancouver 125, Pride and the Canada Day celebrations. Specifically, on a first-priority basis, this committee will:
 - i. put an integrated risk-based framework in place for the City's work in large event planning and evaluation, with a clear process for escalating issues and decision-making and a formal process for post-event analysis (see figure below).
 - ii. establish standard documentation expectations, clarity of policy and procedures, including user-pay schedule, and implement a protocol for the routine recording of key decisions and actions when the City works to enable large events.
 - iii. In the run-up to, and during the event, develop stronger coordinating efforts with EOC partners to develop a more defined process for gathering intelligence, deal with escalating issues, and coordinate efforts among EOC partners.
- b. Establish a *Senior Technical Advisory Committee*, chaired by the CEO of the PNE and with members from key industries and agencies, having special expertise in sports and other events management. This committee will be available to the City Large Events Oversight Committee to provide third party review of event plans for large and complex events and provide input and advice to the City when it enables events. See **Appendix M** for draft terms of reference.

The proposed risk assessment event planning process is recommended as follows:

Figure 20 – Risk Assessment Process - Recommended



2. **Adopt a best practices Event Risk Assessment tool for event planning**

The City has developed a draft risk assessment tool based on international event risk assessment frameworks from the United States (Federal Emergency Management Agency)⁷ and United Kingdom (Health and Safety Executive)⁸. The draft risk assessment tool which is a synthesis of best practice is attached in **Appendix N**. It is currently being validated by City departments and external partners and will begin to be piloted in fall 2011. The risk assessment tool will enable the City and its partners to systematically enhance risk identification and mitigation when it plans events.

10.3 Initiatives with External Partners to Reduce Riot Risk Factors at Public Events

10.3.1 Number of People and Downtown Site Location

During the Canucks playoff run, home games attracted more and more people to the downtown Fan Zones and the public domain, reflecting the rising excitement across the city and the Vancouver region. Fewer people watched the outdoor screens during away games, with much less activity in the public domain. Improvements in the Lower Mainland’s transit system since 1994 –

⁷ FEMA site: <http://training.fema.gov/EMIWeb/downloads/is15aSpecialEventsPlanning-JAmanual.pdf>

⁸ UK - The Event Safety Guide - <http://www.hse.gov.uk/pubns/priced/hsg195.pdf>

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the addition of the Canada and Millennium SkyTrain lines – have significantly increased the ability to move large numbers of people from the region into Vancouver.

There was much discussion throughout the review about whether the creation of more than one activation site would mitigate the risk of a riot. There is no clear answer to this – it should be noted that in 1994, a riot occurred despite locating the Fan Zone away from the downtown core; rioters left the PNE after the game and arrived downtown to riot. Furthermore, as noted earlier in this review, there were a number of activations in other municipalities on June 15, 2011, which was not the case in 1994.

Clearly, downtown Vancouver is a gathering place for people from across the Lower Mainland, during large events – Canada Day, the Celebration of Light, Chinese New Year, and the Pride Parade, to name a few. The City has developed its urban core with a view to welcoming the public into the public realm adding to the vibrancy of Vancouver as a place to live and work.

For large and complex events and particularly in regard to sporting events - which appear to have a higher risk, this review resulted in a number of recommendations.

Recommendations 10.3.1:

1. Manage the number of people in the public realm

The City will work with key external partners including TransLink, BC Ferries, VPD and other regional police to identify strategies to enhance the ability to quantify on a real time basis the numbers of people coming into the public domain for large events and will identify ways to better manage the surge when risk is increased, particularly in the downtown core. This work will include evaluating whether, for future events, it is practical to limit the number of people travelling into downtown if deemed necessary, and possible options to accomplish this.

2. Create a standardized asset base for celebratory sites

The City, VPD, VFRS, with input from the proposed Senior Technical Advisory Committee, and other appropriate partners, will undertake a process to identify the various locations which can play a role for hosting large and complex public events. A database of all sites, their unique features, attributes and limitations, the kinds of events suitable for each site, and standardized costing for routine services would assist in expediting planning and decision-making requirements.

10.3.2 Demographics and Mood of the Crowd

The demographics and behaviour of the “crowd” is something that has been the source of considerable research and discussion following sports related riots. As part of the City’s internal review, Dr. Joy Johnson, UBC professor and Scientific Director of the Canadian Institute of Health Institute on Gender and Health, was asked to undertake an expedited review of any new information in the area of predictors of riotous behaviour. The summary is provided in **Appendix O** and provides some clear support to many of the observations discussed throughout the course of the internal review. A few of the observations are summarized below:

- Riotous behaviour is gender related, with men between the ages of 16-24 much more likely to be involved;
- Alcohol is highly related to aggression particularly in men;
- Watching a physical altercation (such as a fight during a hockey game) can promote violent behaviour in spectators, with an increased chance of their engaging in riotous behaviour;

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- Young men (compared to women or older men) are more likely to indicate they attend hockey games in order to witness violent behaviour;
- Chanting, cheering, yelling, and standing (rather than sitting) is linked with physiological arousal, which in turn is linked with aggression and a reduced ability to think clearly and process information – all of which are exacerbated by alcohol consumption; and
- Crowding and lack of easy movement and exiting increases the risk of crowd violence and can unintentionally be made worse by the presence of police enforcement, if it is seen as oppositional or combative.

The City and its partners noticed a change in the numbers, demographics and mood of the crowd starting in Game 5 and made adjustments to security: private security was increased, entrance locations were updated and liquor stores were closed early. However, despite these precautions, the unanticipated number of people coming downtown for Game 7, the crush effect in the Fan Zone, the amount of alcohol involved, and the excitement of a crowd containing a very large contingent of young adult men clearly contributed to the rioting which occurred.

There are several opportunities for the City (separate and distinct from those more appropriately the purview of the VPD) to improve operations for future events and better manage these risks.

Recommendations 10.3.2:

- 1. Improve processes for gathering information and escalating issues needing decisions**
 - a. EOC partners should develop a more defined process for real-time information gathering and for the escalation of issues among key partners with respect to numbers, demographics and mood of the crowd, the presence of any instigators, availability of alcohol, and any other risk factors identified through the enhanced risk management tool – this process would be in effect in the preparatory stages as well as during the event and would lead to the ability to make necessary adjustments to the event plan in a more timely way.
 - b. These processes would include enhanced contingency planning to enable orderly adjustments to an event in the face of escalating risks. This work would be aligned with the Special Event Risk Framework referenced earlier in this report.
- 2. Continue and enhance use of CCTV for special events**

The availability of closed circuit televisions (CCTV) was invaluable to the response efforts during the riot in providing real-time information to all responders.

 - a. The City and VPD should bring forward to Council an updated policy with regard to the future use of CCTV cameras for special events to assist with monitoring crowd activities, deployment of first responders and police, identification of suspects and riot participants in the event of a significant disturbance.
 - b. CCTV feeds should be made available to E-Comm dispatchers to enhance the effectiveness of their dispatch function.
- 3. Work with the Vancouver Sports Group to develop a *Fan Code of Conduct***

As noted above the NFL and all 32 NFL clubs have a fan code of conduct⁹ that encourages a positive fan environment by establishing appropriate behaviour and conduct for those fans attending NFL games. In our discussions with Vancouver Canucks Sports and Entertainment

⁹ <http://www.nfl.com/news/story?confirm=true&id=09000d5d809c28f9&template=without-video>

there was a strong commitment on their part to assist in presenting positive role models and for messaging to promote responsible fan behaviour. (see **Appendix P**)

4. **Work with media outlets, the Vancouver Sports Group and key sponsors**

Identify actions which could help set the tone for expected behavior at large public events, with an early focus on sport events. This might include crowd engagement strategies and methods to enforce a zero-tolerance approach for unacceptable behaviors and violence.

5. **Create a community volunteer corps**

The City should work with Tourism Vancouver, Volunteer Vancouver and the Vancouver Sports Group to review the possibility of creating a community volunteer corps to participate in large and complex community events, with a role similar to that of Blue Jacket volunteers during the 2010 Winter Olympics. A volunteer corps could aid in communicating with and assisting event participants and the corps could also be mobilized in the event of a natural disaster, such as an earthquake.

10.3.3 Alcohol Consumption

Many of the fans who came downtown already inebriated or with liquor on hand clearly sourced alcohol from retail liquor outlets across the Vancouver region. The Provincial Liquor Control and Licensing Branch had closed public and private retail outlets in the downtown core early on June 15, but tens of thousands of fans arriving via public transit had accessed alcohol prior to arriving downtown. Provincial data on liquor outlet sales supports this observation. On the day of Game 7, and compared to the same time in 2010, government liquor sales across Metro Vancouver increased 68%, and sales from outlets within two blocks of the SkyTrain/Canada Line system increased by an average of 75%. Sales at one location on the North Shore near the SeaBus increased by 166%. There is no question that too much alcohol played a role in the events of June 15.

Recommendations 10.3.3:

1. Coordinate with external partners to improve managing the risks of alcohol on special events

The Vancouver Coastal Health Chief Medical Health Officer, Dr Patty Daly, and the Provincial Health Officer, Dr Perry Kendall, have submitted their recommendations to the external review in this area. (see **Appendix Q**) The City should strike a task group with representatives from the Province of BC (Ministry of Public Safety and Solicitor General and Health Services/Public Health Officer), other municipalities, VPD, RCMP, TransLink, Transit Police, Vancouver Coastal Health and members of the alcohol sector to work on strategies to address reducing the contribution of alcohol to disruption of public realm events:

- a. Improved planning based on data and surveillance from large public events with respect to the impact of alcohol.
- b. Improved strategies for the containment of alcohol availability in the context of large public gatherings - some of these strategies may involve legislative change specific to large at risk events.
- c. Development of proactive messaging with the media and event sponsors – The City and VPD should work with leaders in public health, the media, TransLink, professional sports organizations, their sponsors, and members of the alcohol sector to promote responsible consumption of alcohol and emphasize enforcement policies and consequences for irresponsible consumption. Social media should be explored and leveraged where appropriate. In our discussion with the alcohol sector, there was

strong support expressed in regard to their willingness to contribute to this kind of strategy.

10.3.4 Enhancing Public Safety and Mitigating Property Damage

The VPD has primary responsibility for public order, protection of property, and public safety, and will be making a number of recommendations pertaining to its operations to mitigate property damage and ensure public safety. The recommendations in this section are designed to be complementary to the VPD's and to reflect the key importance of all partners in protecting the public and property during an event like the one experienced on June 15, 2011.

While significant strides have been made since the 1994 riot, the 2011 riot demonstrated that there are still opportunities for improvement.

Recommendations 10.3.4:

1. Create a potential hazard policy for large events in the public domain

The City Engineer, with the VPD and VFRS, will create a task force to review best practices in this area and bring forward to Council and the Police Board a policy for the temporary removal or replacement of potential projectiles and burnable objects in anticipation of large public events. Potential hazards include items such as barricades, fencing, litter cans, newspaper boxes, parked cars, and other street furniture. Strategies may involve procurement of non-combustible litter cans and different types of street barricades.

2. Clarify Processes at the EOC

The Emergency Operations Centre is a facility designed to act as a coordination and communications centre for any large emergency or disaster events that impact the city of Vancouver. The EOC was activated for all playoff games, including the one on the night of the riot. While the overall response to the riot was effective with no significant injuries or fatalities, further improvements can be made to improve emergency response:

- a. **Clarify decision-making structures at the EOC** - The City will work with EOC partners to brief and update them on EOC decision making processes and protocols. Discussions with EOC partners indicated that not all partners were aware of the entity or organization with ultimate decision-making authority during the riot. EOC partners should be aware of the existence of different command structures including the Incident Command Structure and the VPD's Gold, Silver, and Bronze command systems. The guidelines contained in the BC Emergency Response Management System (BCERMS) for unified command should be reviewed and used to enable more coherent and unified decision-making in the setting of emergency situations such as the riot.
- b. **Clarify EOC activation levels** - The City needs to clarify the criteria for each level of EOC activation. BCERMS guidelines should be used as a source of criteria for EOC activation levels. During an event, the EOC should ensure that it is activated at the appropriate level based on the risk and nature of the event, and that the level is announced to EOC partners. The draft risk assessment tool referenced earlier will include criteria for EOC activation levels depending on the size and nature of the event.

- c. **Update departmental emergency planning procedures** - The City will ensure that there are opportunities for table-top and other exercises to strengthen our comfort in the use of emergency planning procedures. The City will ensure emergency contact lists are regularly updated and communicated to City staff, licensees, and external partners.
3. **Improve communication between non—first responders during a riot**

On June 15, crowd noise and slow email (cell phone towers were overwhelmed) made communication between non—first responders on-site difficult. Different methods of communication for non—first responders should be explored to enhance the coordination of efforts on the ground. The City should create a task group with E-Comm and non-first responder partners (TransLink, VCH, City departments, telecommunications partners, and others) to determine strategies available to improve communications during an incident such as the riot on June 15, 2011.
4. **Improve communication to the public during the riot**

The City and its partners should explore different methods of centralizing and optimizing communication to ensure that in future a process is in place to provide accurate and timely information to the public during an emergency such as a riot. This includes providing communication on how to leave an event safely. During the riot of June 15, responders noted difficulty communicating transit changes to the crowd, as well as other adjustments to crowd flow. This caused confusion for people attempting to leave downtown after the riot started and contributed to public uncertainty.

11 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 – unlike the outcomes of riots in other jurisdictions, including the recent events in the UK. 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

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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.

12 Appendices

^A BC Police Commission Recommendations on the Riot that Occurred in Vancouver on June 14–15, 1994 and the City of Vancouver Actions and Responses

^B City of Vancouver, Report to Council dated October 31, 1994 entitled “Review of the Management of Large Events in the City of Vancouver”

^C City of Vancouver, Report to Council dated May 10, 1995 entitled “Review of the Management of Large Events in the City of Vancouver”

^D City of Vancouver, Summary of Strategy Recommendations and Actions Taken for Managing Large Un-hosted Events (as set out in the October 31, 1994 and May 10, 1995 Reports to Council entitled “Review of the Management of Large Events in the City of Vancouver”

^E City of Vancouver 2011 Stanley Cup Riot - Internal Review, Summary of External Partners and Key Stakeholder Groups Consulted

^F Vancouver District Students Council, Vancouver Riot: Let’s Talk About It - Official Report, July 2011

^G Vancouver Coastal Health, Stanley Cup Riot Emergency Visits to St. Paul’s Hospital on June 15/16, 2011 and the Emergency Room Visits to St. Paul’s Hospital and Vancouver General Hospital Due to Alcohol Intoxication and Assaults re the 2011 Stanley Cup Finals

^H Alliance of Beverage Licensees for a Responsible Liquor Industry, Safe: Havens: The Role of Pubs, Bars, and Restaurants During the Game 7 Riot on June 15

^I City of Vancouver, Media Releases Related to 2011 Stanley Cup, May 15 - June 15, 2011

^J Media Headlines, Prior to Stanley Cup Final Game, May 11 - June 15, 2011

^K Summary of Media Stories Containing References to Riot, Riots, and Rioting, May 11 – June 15, 2011

^L Mark Purdy, McClatchy Tribune Information Services, August 24, 2011, Article “NFL Wants to be a Bar”

^M Senior Technical Advisory Committee, Draft Terms of Reference, City of Vancouver, August 2011

^N Public Safety Strategic Risk Assessment For Special Event Planning - Draft, City of Vancouver, August 23, 2011

^O Dr. Joy Johnson, Professor, University of British Columbia School of Nursing and Scientific Director, CIHR Institute of Gender and Health, Article “Key Ingredients of Riotous Behaviour: Synopsis of the Literature” and Presentation “Gender, Witnessed Aggression, Alcohol, and the Environment: Key Ingredients of Riotous Behaviour”, August 2011

^P Letter from Victor de Bonis, Chief Operating Officer and Alternate Governor, Canucks Sports and Entertainment to Dr. Penny Ballem, City Manager, City of Vancouver dated August 23, 2011

^o Dr. Patricia Daly, Chief Medical Officer and Vice-President, Public Health, Vancouver Coastal Health and Dr. Perry Kendall, Provincial Health Officer, letter to Mr. John Furlong and Mr. Doug Keefe, August 2, 2011 and report entitled, "Alcohol Harm Reduction - Recommendations for Local, Provincial, and Federal Governments, Discussion Paper", August 2, 2011