



ADMINISTRATIVE REPORT

Report Date: April 17, 2013
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Meeting Date: May 29, 2013

TO: Standing Committee on Planning, Transportation and Environment

FROM: General Manager, Engineering Services in consultation with Managing Director of Cultural Services

SUBJECT: Granting Civic Parade Status

RECOMMENDATION

- A. THAT Council create a Civic Parade category specific to large parades, which includes qualifying criteria as outlined in this report.
- B. THAT Council grant Civic Parade status to Pride Parade, Vaisakhi Parade and the Chinatown Spring Festival Parade and grandfather the Civic designation for the Grey Cup Celebration into this new Civic category. Future expansion beyond the four parades noted would be based on criteria and brought to Council for approval.
- C. THAT, subject to approval of recommendation B above, Council approve up to \$20,000, per qualifying Civic Parade organization, if required, on a one-time basis, for the development of operational plans, funding from the 2013 Operating Budget up to a total of \$60,000.
- D. THAT, subject to approval of recommendation B above, Council approve an offset towards eligible City services costs for each parade, as described in the report, up to the maximums described in the framework, on an ongoing basis. Cost for 2013 will be funded from the 2013 Operating Budget. Funding for future years will be managed within the context of the annual budget process.
- E. THAT, subject to approval of recommendation B above, Council approve an additional financial incentive of up to \$10,000 per qualifying parade, over a three year period, for the purposes of event greening and working toward zero waste events, up to a total of \$40,000. Cost for 2013 will be funded from the 2013 Operating Budget. Funding for future years will be managed within the context of the annual budget process.

REPORT SUMMARY

Recognizing the social and economic value afforded by large scale parades, staff recommend the creation of a Civic Parades category. This designation will recognize the benefit of these events and under the recommended framework will also take into account the size of each event and incrementally benefit the events which bring the most significant benefit and profile to the city. The report outlines the criteria that must be met in order to obtain this status; it highlights work the City will do to streamline the various processes required of such events and to ensure that these Civic Parades continue to be high quality events with respect to planning, safety and security, sustainability, and public engagement. Staff recommend that Pride Parade, Vaisakhi Parade, and Chinatown Spring Festival Parade be granted Civic Parade status. In order to better align existing Civic events, staff also recommend that the parade component of the Grey Cup Celebration be grandfathered under the proposed Civic Parade category.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In a 1984 Policy review, Council approved as policy a long-standing tradition that a number of major special events that took place regularly in Vancouver be deemed Civic Events; and that all City costs required for the event be absorbed by the City. At that time this included the Grey Cup Parade, Remembrance Day, the PNE Parade and the Sea Festival.

In September 2012, Council directed staff to report back on options for granting Civic (event) status to the Pride, Vaisakhi, and the Chinatown Spring Festival parades, including the provision of options for increasing City support and leveraging funding from external partners. Council also asked staff to report back with recommendations on:

- how the City can better ensure all festivals benefit from improved communications, decision making, and post-event evaluation processes
- greater transparency in fee schedules
- best practices from other cities in funding and revenue sharing for major events

This report addresses the issue of Civic Parade status and addresses streamlining permitting and planning processes with city departments. The other issues identified by Council are still under review and will be addressed in a future report to Council.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

This report responds to Council's request for staff to find innovative ways to provide special status to three major community events which reflect the rich diversity of our city. In bringing forward the proposed framework, staff have worked to ensure that any event receiving the benefit of Civic Parade status is well organized through a streamlined process and through professional planning, and that the City contribution is matched by that of the host organization for the event, thus ensuring the leverage goals directed by Council. The Civic Parade approach acknowledges the significance of these events to our city and encourages a strong partnership with the City and event organizers in ensuring the event is sustainable from all perspectives. This new category of Civic Parades also creates the opportunity to grandfather the Grey Cup Parade which has had Civic status for many years and will be returning to Vancouver in 2014.

REPORT

Background/Context

According to the 2012 study titled *Municipal Cultural Investment in Five Large Canadian Cities*, published by Hill Strategies, the City of Vancouver currently has the highest per capita support for arts and culture in Canada. The creative community's artistic and cultural activities are supported through three major programs: the Arts and Culture Grants program, the FEST Offset program and the VIVA Vancouver program. In 2012, these three programs invested \$10.1 million, \$57,000, and \$90,000 respectively in Vancouver's arts and culture community.

In addition to this investment, there are three community events that have Civic Event status: Remembrance Day Ceremonies, Celebration of Light, and the Grey Cup Parade. Through their civic status, the three above events receive significant levels of operational support from the City. The City has produced Remembrance Day Ceremonies annually since 1924 and it is the only event produced directly by the City. Production costs total \$40,000 annually. Celebration of Light is a three day regional event produced by a not-for-profit society. The City has supported this popular event since 2001 by helping offset City services costs. In 2012, City services costs amounted to \$730,000. This event is one of the major tourist draws for the Pacific Northwest each summer in the city and requires significant planning and participation of police, fire and other first responders given the large number of participants over the multi-night event.

The Grey Cup Celebration has been taking place in cities across Canada since 1955. Because of the national attention and viewership the Grey Cup garners, hosting the event is considered a significant and important undertaking. To date, the city has hosted a total of 15 Grey Cup Celebration events. In 2011 the City provided Grey Cup Celebration organizers a City services offset on the order of \$35,000 towards the parade component of the Celebration and \$45,000 for other activities for the Grey Cup Celebration. This financial support is provided on a periodic basis whenever Vancouver plays host to this event. Vancouver last hosted the Cup in 2011 and is slated to host the Celebration again in 2014. Staff recommend that the parade component of the Grey Cup Celebration be grandfathered under the Civic Parades category on a going forward basis in order to align it with the three other events included in this report.

Strategic Analysis

MUNICIPAL SCAN

The approach to Civic Events differs significantly across Canada and there is no standard way that municipalities approach their decisions and implementation of Civic Event status. In the municipalities of Toronto, Edmonton and Calgary, our research indicates that their explicit goals for Civic Events are well aligned with those of the City of Vancouver, and these include:

- Enriching the lives of residents
- Reflecting the culture and diversity of the city
- Supporting the economic development of the city
- Promoting the city and attracting tourist audiences

In the case of all three Cities surveyed, a significant difference from our approach is that Civic Events are produced by the municipalities themselves, and the City is responsible for obtaining corporate sponsors for the events. With the exception of the Remembrance Day Ceremonies and one-off events such as VancouverLive at the 2010 Games and the Vancouver 125 Celebration in 2011, the City of Vancouver does not normally produce large-scale events and does not take on the role of raising sponsorships. The City's other Civic Events are produced by community organizations, and they are directly responsible for raising sponsorships and for the actual production of the event. The City's role is to enable the event by ensuring that it is a safe, inclusive and enjoyable experience from the perspective of the public, and by ensuring that responsible and sustainable approaches are taken to issues such as sanitation, recycling, and transportation through joint planning exercises organized through City processes.

BENEFITS OF LARGE SCALE PARADE-BASED EVENTS

Both Tourism Vancouver and the Vancouver Economic Commission recognize the importance of lively, interesting outdoor spaces to boosting Vancouver's reputation as a destination city. Parades are viewed as a highly visible and accessible format for tourists that offer opportunities to generate significant economic impact. For example, the CFL estimates that 130,000 people visited Vancouver because of the 2011 Grey Cup Festival and that it generated more than \$118 million for British Columbia. Pride, Vaisakhi and the Chinatown Spring Festival Parades also generate considerable local economic impact. For example, as far back as 2001, Tourism Vancouver reported that Vancouver Pride Parade produced an industry output of \$23 million. This amount has likely grown over the last decade as Vancouver Pride Parade (attracting crowds close to half a million people) is now ranked as the fifth largest annual Pride event in the world, behind Paris, Amsterdam, Sydney, Sao Paulo and San Francisco, and second largest in North America. The Pride Parade takes place in the city's West End neighbourhood, also home to western Canada's largest gay and lesbian population.

The Vaisakhi and Chinatown Spring Festival Parades also exemplify Vancouver's rich cultural diversity and offer important opportunities for residents to celebrate this diversity. Based on 2006 Census data, 29% of Vancouver's population identifies as being of Chinese descent, while the city's South Asian population, the second largest visible minority group in Vancouver, constitutes 6% of Vancouver's total population.

CIVIC PARADE STATUS

Based on the experience of large-scale parade producers and feedback from Tourism Vancouver and the Vancouver Economic Commission staff recommend the creation of a Civic Parades category focused specifically on large-scale parades. In order to receive Civic Parade status, large-scale parades must meet the following criteria.

A Civic Parade must:

- Be operated by a not-for-profit society
- Have high levels of attendance (average attendance 100,000 or more)
- Be part of a larger celebration or city-wide festival

- Celebrate and promote the diversity and unique characteristics of Vancouver's communities and neighbourhoods
- Demonstrate significant local economic impact
- Take place on a recurring basis and be free to the general public, with broad public access and participation of all age groups
- Develop and submit a formal event plan, written by a professional, for City review and approval by the Festival Expediting Staff Team (FEST), the Advanced Planning Unit (APU,) and the City Large Event Oversight Committee (CLEOC)

The Civic Parade category will recognize parade events of differing size, acknowledging the significant impact on the local economy of larger events. Pride Parade, Vaisakhi Parade and the Chinese Spring Festival Parade are each recommended to receive Civic Parade designation. Pride qualifies for the over 400,000 attendance category, while Vaisakhi and Chinese Spring Festival Parade would qualify in the 100,000 - 400,000 category, noting that to date, both the Chinese Spring Festival Parade and the Vaisakhi Parade have already taken place this year, while Pride Parade is scheduled to take place in August 2013.

Table 1: Qualifying Criteria for Civic Parade Status

Not-for-Profit Soc.	Event	Est. Attendance	Component of a Larger Celebration	Reflects City's Diversity	Economic Impact	Freq.	Prof. Event Plan
<i>Category >400,000 attendees</i>							
Van. Pride Soc.	Pride Parade	>400,000	✓	✓	✓	Annual	TBC*
<i>Category >100,000 attendees</i>							
Khalsa Diwan Soc.	Vaisakhi Parade	>150,000	✓	✓	✓	Annual	TBC
Chinese Benevolent Assoc. of Van.	Chinese Spring Festival Parade	100,000	✓	✓	✓	Annual	TBC

* TBC - to be confirmed

The Grey Cup Celebration is of national significance; it has a longstanding history and has been held in Vancouver several times over the decades, as the location for the celebration changes from year to year across Canada. In order to align it with other Civic Parades, to ensure an equitable and transparent approach to Civic Parades, and to acknowledge the event's social significance, staff recommend that the parade belonging to the Grey Cup Celebration be grandfathered under the Civic Parades category that offers a maximum offset of \$50,000.

City support to qualifying organizations would depend on which size category they fit into and will include:

Proposed On-going Support:

1. Category >400,000 attendance:

An offset of eligible City services (related specifically to the parade) by 75% of the first \$50,000 and 50% of remaining City services costs, up to maximum offset of \$50,000.

Category >100,000 attendance:

An offset of eligible City services (related specifically to the parade) by 75% of the first \$30,000 and 50% of remaining City services costs, up to a maximum offset of \$30,000.

2. To increase administrative efficiencies, events in the Civic Parade category will be able to access a "one window" permit process for Civic Parades across City departments and the Park Board, as well as a coordinated review of the qualifying parades' event plans by the Festival Expediting Staff Team (FEST), the Advanced Planning Unit (APU), and the City Large Events Organizing Committee (CLEOC).

Proposed One-time Support

1. Up to \$20,000, dependent on need, on a one-time basis, for each qualifying organization, to assist with the creation of a professional event plan which could be used in future years. This benefit is designed for event organizers who have not had the capacity to develop a robust event plan. The City would assist qualifying organizations with setting the scope and budget of the event plan.
2. Each qualifying organization may be awarded up to \$10,000 on a one-time basis over a three year period to support the development and implementation of a green parade initiative, consistent with Greenest City Action Plan. City support outlined in Table 2 is in-kind and is an offset for key City services required to make the event safe, secure and a high quality experience for the attending public. The City services which will be typically contributed as part of the Civic Parade Status Framework include a share of:
- Policing costs (VPD)
 - Vancouver Fire and Rescue Services costs (VFRS)
 - Transportation, traffic and parking support costs (Engineering)
 - Sanitation and waste costs (Engineering)
 - Street Operations costs (Engineering)

The summary impact of the Framework on the proposed new Civic Parades are in Table 2 below. As events grow, the Framework identifies the maximum contribution available to organizers. The Framework sets the stage for active engagement and a strong partnership with the City with costs being shared between the Event Organization and the City. In addition to the events found in this table, the Grey Cup Celebration, which is periodically hosted by Vancouver, will continue to receive support up to a maximum of \$50,000 towards the parade, and will be eligible for the greening incentive of \$10,000, beginning in 2014.

Table 2: New Civic Parades - Impact of City's Contribution based on 2012 Data*

Not for Profit Society	Civic Parade Event	2012 COV Service Charges to Events*	2012 FEST & Cultural Services Support for City Services	Proposed COV Support for City Services to Events (Parade Only) (% increase over current support)	Proposed Maximum Support City Services (Parade Only)	Proposed Maximum Event Planning Support "One-Time"	Proposed Maximum Event Greening Support "One-Time"
Category >400,000 attendees							
Van. Pride Society	Pride Parade	\$ 46,000	\$ 10,000	\$34,500 (345%)	\$ 50,000	\$ 20,000	\$ 10,000
Category >100,000 attendees							
Khalsa Diwan Soc.	Vaisakhi Parade	\$ 49,000	\$ 11,000	\$30,000 (272%)	\$ 30,000	\$ 20,000	\$ 10,000
Chinese Benevolent Assoc. of Van.	Chinatown Spring	\$ 16,600	\$ 8,000	\$12,450 (155%)	\$ 30,000	\$ 20,000	\$ 10,000
TOTAL		\$ 111,600	\$ 29,000	\$76,950 (155%)	\$ 110,000	\$ 60,000	\$ 30,000

*Services that are typically charged to parade organizations include those from the VPD, VFRS, and Engineering Operations (Traffic Operations, Parking Operations, Sanitation and Street Operations)

Expectations of qualifying Civic Parade organizations would be to:

- Retain the services of a professional event organizer for the creation of an event plan that demonstrates leading practices and includes safety, sustainability (including event greening), inclusivity, and alcohol management plans
- Adhere to the event plan and existing City planning processes (FEST, APU, and CLEOC)
- Participate in a regular Post Event Review and Quality Improvement Check (FEST, APU, Cultural Services, CLEOC, Event Management)

This framework will allow the City to ensure there is close coordination with City services responsible for safety security, traffic coordination, and other key areas such as building on the Greenest City Goals.

Financial

The City proposes to increase the support to not-for-profit societies for Civic Parades effective 2013 and onwards. The funding will be based on categories for parade attendance and all costs must be related to the parade component of the event. Events with >400,000 in attendance will receive 75% of the first \$50,000 and 50% of remaining City services costs up to a maximum offset of \$50,000. Events >100,000 in attendance will receive 75% of the first \$30,000 and 50% of remaining City services costs up to a maximum offset of \$30,000. Based on 2012 costs, the minimum estimate of the City's total offset for Pride, Vaisakhi and Chinese Spring Festival Parades would have totalled \$76,950 if the above mentioned calculation was

followed. The maximum support in 2013 for City services will be the lesser of \$110,000 or the percentage of the actual costs as laid out in this report.

Additional support for Civic Parades will include one-time funding to assist qualifying organizations with the development of a professional event plan and support for event greening. This funding will be dependent on need, to a maximum of \$20,000 per event for Planning and \$10,000 per event for Greening. For 2013, this will be funded from the existing 2013 Annual Operating Budget up to a proposed maximum total of \$90,000 one-time funding. In 2014, the Grey Cup Celebration, which has a large and well-resourced planning committee, would not need to develop an event plan in order to qualify for financial support.

In summary the maximum support for the 3 new Civic Parades based on the above mentioned is estimated to be \$200,000 if all criteria are met and if maximum funding is required. Costs for the remainder of 2013 will be funded from the existing operating budget. Funding for future years, including the intermittent Grey Cup Celebration, will be managed within the context of the annual budget process.

Currently there are no other events which currently meet the criteria for Civic Parade status, but the Framework allows staff to bring forward in the future events for consideration by Council if aligned with the criteria.

Human Resources/Labour Relations

No additional staff resources are required in order to establish the Civic Parades category.

Environmental

To help achieve Greenest City 2020 goals, staff have recently developed a Green Events Strategy which focuses on a number of event elements, such as waste reduction. The strategy takes a long term approach to implementation, helping community organizations, large and small, build their greening capacity over time.

Large parades engage hundreds of thousands of residents as well as many businesses and not-for-profit organizations. Currently these events produce a large amount of waste and traffic which can be a nuisance for residents and neighbourhood businesses. There is a significant opportunity to improve the environmental impact of these events, such as using clean fuelled vehicles, zero waste stations, and find alternatives to diesel generators, as well as use the events to educate participants about greener ways of hosting events.

It is anticipated that up to \$10,000 could be awarded to each parade, including the Grey Cup parade, over a three year period to support the development and implementation of a green parade initiative with the intention of achieving zero waste events. Staff will work with event organizers to assess the feasibility of achieving zero waste and work with them toward the goal.

Staff will work with event organizers to develop a plan to utilize these funds to incentivize the parade organizers to develop and implement a green parade initiative based on the following goals:

- Reduce the environmental impact of civic parades;
- Educate civic parade participants and participating organizations and businesses in ways to reduce their environmental impact; and,
- Funding should be utilized over the three year period as progress is made by the parade organizers demonstrating their progress toward greening their parade.

Legal

Each proposed Civic Parade will be applied for under the existing City planning processes (FEST, APU, and CLEOC) and will therefore, upon approval, require the event organizer to execute the City's standard legal agreements and provide the required insurance coverage and implement the City's standard risk management procedures.

CONCLUSION

Major parades offer unique opportunities for residents to come together and celebrate the city's diversity. These events also result in a positive impact on the local economy. Staff recommend the approval of Pride Parade, Vaisakhi Parade, Chinatown Spring Festival Parade's entry into the newly created Civic Parades category along with the recommended levels of financial support. Staff also recommend that the Grey Cup Celebration's parade be moved into this new category of Civic Parades and receive support as a Civic Parade on its return to Vancouver in 2014.

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