



CITY OF VANCOUVER

Administrative Report

Date: September 12, 2005
Author: Mike Hlagi - PC 1900
EOPS - VPD
Phone No.: 604-717-3093
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Meeting Date: November 3, 2005

TO: Standing Committee on City Services and Budgets

FROM: Chief Constable

SUBJECT: Options for Reducing Policing Costs of Special Events and Filming

RECOMMENDATION

- A. *THAT the budget for extra policing costs associated with major events be dealt with during the annual budget process and subject to Council approval of certain events as civic events and the establishment of appropriate budgets to cover City costs for these events.*
- B. *THAT Council reaffirm that the process for event approval is through the FEST Committee; and further, that the committee monitor events and make recommendations to Council if there are concerns about annual events that might warrant significant changes.*
- C. *THAT police charge-out rates be reviewed by Finance in conjunction with Police and adjusted as required to reflect the true cost of deploying police to cost recoverable events.*
- D. *THAT Council direct Police and Engineering staff to develop protocols for the use of civilian traffic control personnel at filming locations as described in this report.*
- E. *THAT Council confirm that City costs to be charged to event organizers should relate only to the immediate area of the event.*

CITY MANAGER'S COMMENTS

City Council has been very supportive of facilitating both special events and filming activity in the City due to the economic, social and cultural benefits of these activities. This support has translated into finding ways to reduce City costs charged to filming companies and event organizers, and simplifying regulations related to approval of their activities. Accordingly, last year, Council approved a number of recommendations with these objectives in mind.

A major focus of concern over the past few years has been the costs of providing police services. Of course, adequate policing is a necessity, particularly at major events with large crowds and at filming activities involving major street closures and use of firearms and pyrotechnics. At issue is the cost of deploying sworn officers at double rates and exploring the use of cheaper alternatives including greater use of the Vancouver Traffic Authority, trained civilian traffic control personnel and volunteers. This report identifies alternatives that are being investigated. The City Manager believes that policing costs can be reduced by reducing the reliance on sworn police officers at overtime rates.

An ongoing dialogue between Engineering, Police staff, and the filming community through the BC Filming Commission has started and is an important part of finding ways for the City to support this important industry.

Appropriate funding for policing costs is necessary to ensure that policing resources are not diverted from the community. Accordingly, the provision of adequate funding for major civic events, as approved by Council, will assist the Police in providing the additional service to these events without detracting from general policing services.

The City Manager recommends approval of A, B, C, D and E.

PURPOSE

The purpose of this report is to provide Council with options to reduce Police costs for special events and filming.

SUMMARY

The opportunity for reducing policing costs for filming exists with a greater use of Traffic Authority in conjunction with regular police members. As well, by reviewing the four basic types of filming locations an opportunity also exists to use licensed traffic control personnel to manage traffic on fully closed residential streets. This would also provide some cost savings to a film production.

BACKGROUND

In March, 2004, Council approved a recommendation for a report back from the Police Board on options to reduce Policing costs for events and filming. This is part of a larger strategy that will be reported back to Council on additional support for events in the City.

Historically, the Vancouver Police have always deployed a range of police staffing options for filming and events in a very cost conscious manner and with a very competitive charge-out rate with some cost recoveries. Police officers at overtime call-out rates may be assigned to

conduct traffic control where filming may have an impact of the movement of pedestrians and vehicular traffic within the City, while Traffic Authority Members are used for most Special Event work (i.e. traffic direction GM Place or the St. Patrick's Day Parade). Police officers are only deployed for events when there are special requirements for public safety (i.e. Celebration of Light).

Police are present at film locations and/or special events to provide a safe environment for the event and the community.

Appendix A - Charge-out rates for police agencies in various GVRD jurisdictions is summarized.

What is an Event?

A special event can be described as any event that:

- will be conducted in any public areas or events on private property which are likely to impact public areas;
- may potentially obstruct, interfere with or delay the normal flow of pedestrian or vehicular traffic; and
- may result in the need for attendance of emergency services (Police, Fire or Ambulance) for public safety reasons.
- The event may be an annual event or a singular occurrence; it may last a few hours or several days; it may be open to the public or for restricted participation; it may be ticketed or free and it may be subsidized, sponsored, commercial or corporate. Special events can have a varying number of participants and general attendance can vary from a hundred to several hundred thousand people.

Types of Events & Policing Requirements

Community based not-for-profit events; events such as the Kits Soap Box Derby and the Chinese New Year parade require police for traffic control and public safety. Traffic Authority Members are deployed for these events, occasionally with one or two Police Officers on site as required for special circumstances. The City's FEST grant will offset some city costs (up to \$1,000 of Police and Engineering services) and typically covers a majority of policing costs for these types of events.

Commercial special events; such as concerts, professional sporting events and/or some family based events, hosted at the PNE-Pacific Coliseum, GM Place etc. Discussions with event organizers and facility managers result in a policing plan to meet the specific requirements of each event, based on risk assessment. Police Officers on call-out are deployed for to assist the venue with crowd management issues and to ensure public safety. Where as, Traffic Authority are deployed to safely manage traffic (vehicles and pedestrians) pre and post-event, in the immediate vicinity of the venue. The client or promoter is billed for all City costs associated with the event.

Civic Events; currently include events such as the Celebration of Light, the CFL Grey Cup and Remembrance Day Services. These events by their nature require a significant police presence both for public safety and/or traffic control. All costs are covered by the City, either through special budget allocations or absorbed in regular departmental budgets.

Demonstrations and protests; can take place in varying city locations and with varying number of protesters. Most events are well organized, but some demonstrations are spontaneous or planned in secret in an attempt to cause major disruptions. Some demonstrations parade through the streets, requiring traffic control, while other demonstrations are protests or pickets where there is the concern for civil disobedience, disorderly behaviour and/or spontaneous criminal behaviour. Police deployment may include traffic motorcycles or officers on bicycles to divert traffic and/or may include uniformed officers to maintain public order. When police are present for a demonstration their objectives are to: provide an environment for lawful democratic protest; provide a visible presence in the area, in the event of a significant protest; protect life and reduce the potential for injuries to the public and police; to protect property from vandalism and to restore the public peace as expeditiously as possible; to expedite the movement of pedestrians and vehicles in safe manner. These events are not cost-recoverable and police staffing costs are ultimately from the police department's annual operating budget.

Approval Process

Special event organizers must make an application through the Special Event Office in Engineering Services. Larger events are referred to FEST (the Festival Expediting Staff Team) made up of representatives from the Police, Park Board, Fire, BC Ambulance, Coast Mountain Bus Company and any other civic departments or governments bodies that may need to be consulted. At no monetary cost, the FEST Committee provides planning assistance as well as recommendations to the applicant, so that the residents of Vancouver are not adversely affected and public safety is maintained. Events in Parks must receive specific approval from Parks staff. Council approves events annually subject to detailed arrangements being worked out between event organizers and FEST. In addition, there are some small events (for example: school dances) or many public demonstrations where the Police will work directly with the organizer to ensure public safety.

Event Organizer's Responsibility

The event organizer is responsible for planning the special event, and for developing risk assessment and operational and intelligence plans. These plans must take into account the anticipated impact on the community and include preparing a crowd management safety plan that will limit risks to the participants and/or guests. Police planners work in cooperation with event planners, facilities, city departments and the community in order to ensure appropriate steps are in place to manage risk. These include, but are not limited to: minimizing the impact on the travelling public (both pedestrian and vehicular); property destruction; vandalism; injury due to crowd behaviour; civil disobedience and loss of life.

In planning for an upcoming event, organizers must have an understanding of both the individual and crowd dynamics and how these elements interrelate. Spectator management and crowd control will require different plans dependant on the event type and the location in which the event is taking place.

The event organizer and/or the facility management team are responsible for spectator management and crowd control. These functions, however, may pass to local authorities, such as police, fire and emergency medical services when the situation is beyond the resources and capability of the organizers. The Police work in cooperation with all event

organizers to determine the scope of the event, the risks or hazards to spectators and participants, community impact and the emergency support that may be required (i.e. personnel and logistics).

Police Role

The Vancouver Police Department's objective is to be a resource and provide assistance in relation to crowd management and public safety. EOPS endeavours to maintain strong working relationships with all stakeholders. This is accomplished by listening to the needs of each client, having the ability to be flexible to their needs while continuing to maintain public safety. It is the police department's duty to maintain a safe environment for special events in order that all participants and spectators can have a memorable experience.

The Operational Planning Unit, within the Emergency and Operational Planning Section (EOPS) of the Vancouver Police Department (VPD) is staffed with three (3) Event Planners, one (1) Sergeant, and one (1) Inspector along with support staff. EOPS works in cooperation with FEST, special events planners, organizers and the public to provide a safe environment for the event and the community without impacting normal police operations. The consulting and planning service is provided at no cost to the event organizers.

EOPS works on approximately 2300 special events and film projects each year in the City of Vancouver. These events include: marches, parades, walks, runs, demonstrations, protests, festivals, concerts, sporting events, and television and movie productions.

The Vancouver Police - EOPS will determine on an event-by-event basis, if a police presence is necessary by reviewing a number of important criteria including:

- crowd size and demographics
- type of event and venue
- potential for criminal acts and/or public disorder
- available forms of transportation to and from the event and available parking
- type of food and beverage service and whether liquor is served
- historical event data
- professional expertise and capacity of the event organizer
- purpose of the event

Taking into consideration all of the above mentioned information, the police will determine whether police attendance is required. If EOPS supports the event, the assigned EOPS Event Planner will work in cooperation with the event organizer to ensure that adequate police deployment is available to protect life and property, ensure public safety and minimize the impact of the event on the community at large.

It should be noted that with the exception of basic traffic control, there are many large special events where police, as a result of their risk assessment (for purpose of crowd management) are not deployed. These events include: the Vancouver International Jazz Festival; Vancouver Folk Festival; Rogers Santa Claus Parade; St. Patrick's Day Parade; Vancouver Pride Celebration and Festival and various Vancouver Parks Board events.

Appendix B - Outlines details on some events.

For each special event, the EOPS planners consider a range of options that are available to ensure that the events are safe for attendees and do not disproportionately affect the community.

Included in these options are:

- Use of civilian marshals/stewards (In many cases the police may assist in the training/orientation of these volunteers at no cost to the organizer).
- Use of paid private security staff
- Use of Traffic Authority (Special Constables employed strictly for traffic control)
- Use of sworn police officers
- Any combination of the above

It is Police Board policy to ensure that policing for special events does not detract from regular service delivery to the public. Policing resources should not be diverted from the community at large to, in essence, "subsidize" special events that may in certain cases attract very small special interest groups or that are commercial (for profit) in nature. As such, in order to maintain a minimum level of service to the community at large and in order to ensure the event is effectively policed; most scheduled special events are staffed with officers who are "called in". These officers are dedicated to that special event. They focus on maintaining a safe environment and public order at the event.

Therefore, use of sworn police officers occurs ONLY where the risk assessment, conducted in conjunction with the event organizers and the FEST Committee, indicates that the perceived need for the enforcement of the Criminal Code of Canada and or enforcement of Provincial statutes and City By-Laws will result in the police service to the community being negatively impacted.

Vancouver Police Traffic Authority Program

The Vancouver Police Traffic Authority was a program specifically created to reduce costs to the event organizer as well as the reliance on sworn officers being deployed for traffic and pedestrian control functions at special events in the City of Vancouver. Traffic Authority members are sworn Special Municipal Constables with authority restricted to specific authorized duties concerning traffic control. Traffic Authority Members control the movement of vehicular and pedestrian traffic to ensure the safety of attendees and/or participants at special events. The charge-out rate for Traffic Authority is \$39.46 pr/hr.

DISCUSSION

This section discusses options for reducing policing costs for special events and filming and how those costs are funded.

Staffing Options to Reduce Costs

1. Greater Use of Volunteers

Police have looked at reducing costs by allowing more volunteers to control barricades for example. Volunteers will staff barricades within the “perimeter closure” for events such as the Celebration of Lights. Volunteers are also used to keep spectators out of the roadway for the Santa Claus and St. Patrick’s Day Parades. The use of properly experienced and trained volunteers can provide some cost relief to event organizers, and additional opportunities for cooperation between event volunteers and is an option always considered by the police.

2. Greater Use of Traffic Authority

EOPS deploys Traffic Authority in a variety of different situations and they regularly work in conjunction with regular members for traffic and pedestrian control functions at special events. However, an opportunity may exist to expand their role. A deployment option for events and the film industry may be to consider a sworn police officer supervising the work of Traffic Authority Members.

The advantage of this combination of police resources would be:

- There would be cost savings for the client as there could be fewer Police and more Traffic Authority on location.
- A sworn officer could still be deployed on location as required to ensure that the authorized production and limitations outlined in the City Special Events and Film Office permissions are followed (i.e. public safety concerns, street closures or special effects such as gunfire etc.);
- Motorists and pedestrians would observe the presence of a uniform and follow directions given to them.
- Police have the statutory authority and ability to enforce both criminal and traffic laws.

Currently, the strength of the Traffic Authority is being increased and it is expected that by the 2010 Winter Olympic and Paralympic Games, the Traffic Authority’s strength will be 120 members.

Please note that the Vancouver Police charge-out rate has not increased since the year 2000, and has not reflected the annual increase in police wages since that time. Therefore, it is recommended that this be reviewed by Finance in conjunction with Police and adjusted as necessary to reflect the true cost of deploying police to recoverable events.

3. Reassignment of “On-duty” and Non-Patrol Personnel

“On-duty” police officers cannot provide a minimum level of service to both the residents of the City and the attendees of major events such as the Celebration of Light. During the Celebration of Light, the number of 911 calls to E-Comm directed to Vancouver, increase by an average 20% each night. On these evenings, Patrol is challenged to manage the regular calls for service. Thus, the deployment of “off-duty” personnel to police major events is the most efficient method to provide service.

Non-patrol based speciality sections, such as; Major Crime (Homicide, Robbery), Domestic Violence/Criminal Harassment, or Sexual Offence Section, are typically scheduled to work a 40-hour workweek -- consisting of four 10-hour day shifts. If their work schedule was to be changed in order for the Detectives to be deployed for events, their shift schedule would need to be adjusted and there would be several negative consequences. The ability to investigate other serious crimes that occur in the City, whether it is a bank robbery, a sexual assault or a homicide would be impacted during that period. Furthermore, a work schedule change unrelated to their current primary assignment, even with proper notice, would affect an employee's rights within the Collective Agreement, and may result in additional compensation.

4. Use of Reconciliation Time (Paid-Time Owed)

Prior to 2003, police scheduled to work the Celebration of Light were a combination of some over-time personnel and mandatory call-back by using reconciliation time (paid-time-owed). These reconciliation shifts are now used to supplement staff shortages throughout the year to reduce overtime costs. Each patrol member works seven 10 hour reconciliation shifts per year. Three of these shifts are used to supplement patrol officers for District staffing shortages, as well as for projects to target specific problems, such as: summer beach liquor enforcement, property crime and other patrol priorities. The other four shifts are used for training days as per the VPU Collective Agreement.

Given this provision in the agreement, as well as current staffing levels and budgets, reconciliation time cannot be re-allocated for major civic events, as the police department's annual operating budget does not have provisions to make-up for the shortfall in dealing with other enforcement and training needs.

Policing Major Events - Funding

Current City policy is to charge the full costs of providing City services to event organizers. However, Council may forgo those City costs based on the classification of certain events as civic events with broad public appeal and establish appropriate budgets to cover these costs. The City Manager will be reporting back on a process and criteria for supporting civic events later this year.

Historically, organizers of events requiring Police attendance at the event site or in close proximity have been charged for that service. For events at major public facilities such as BC Place, GM Place, Pacific Coliseum etc protocols are in place and police assigned to the immediate area. If attendees cause policing problems before or after the event in locations outside the immediate area these extra costs are not charged to the event organization, but are part of overall City policing responsibilities.

The one exception has been the Celebration of Light where, because of the large attendance, extra Police are deployed throughout the Downtown, and costs for all extra officers are attributed to the event.

The additional costs of policing major events should continue to be recovered from event organizers except where Council designates the event as a civic event and foregoes the billing of City costs to event organizers. As part of the City budget for these civic events, policing

costs would be provided for in a manner that allows the Police to continue to provide an appropriate level of service to respond to public safety and security throughout the City.

Appendix C - Other Cities Major Spectator Events

Police at Filming Locations

There are four basic types of filming locations which require police involvement:

1. Filming on major streets (whether or not the street is closed).
2. Filming on major streets which require short stoppages of traffic and/or pedestrians.
3. Filming on residential streets where there are complex shoots.
4. Minor shoots on residential streets.

For many locations, the use of police is positive and required to ensure traffic control and public safety. Examples are scenes involving high speed vehicles, crashes and pyrotechnics. Police may have to enforce the law (Criminal Code or Motor Vehicle Act) and maintain public order. EOPS - Event Planners regularly consult with Engineering staff to ensure the appropriate numbers of police are assigned to a movie set. Having Police on site and film shots on major streets and other busy streets is necessary. Where traffic control is the major function, the deployment of Traffic Authority is an option to reduce the number of sworn officers.

The situation could be different on a fully closed residential street for complex shots and minor short films where traffic could be controlled by certified traffic control personnel. For example trained civilian traffic control, who normally serve construction sites, would be appropriate. However, in these locations if prop-weapons are used, Police presence would still be necessary. Section 86 of the City of Vancouver Streets & Traffic Bylaw 2849 currently provides the Chief Constable or the City Engineer the authority to temporarily close a street for a number of reasons including motion picture production. This option would best be implemented on residential streets where there is a minimum amount of pedestrian and vehicle traffic.

As per City of Vancouver filming regulations, any movie and television production where firearms are visible to the public (whether fired or not) and gunfire is audible to the public, requires that a Police Officer be in attendance. People today are more aware of the presence of weapons and will call "911" to report seeing them on the street, or on hearing "shots fired". This protocol is key in order to determine which "911" calls are legitimate, and require a full police response.

It is recommended that the Police and Engineering staff establish protocols for the use of civilian traffic control personnel at filming locations by balancing filming requirements and public safety.

In order to maintain a good working relationship with the film industry the VPD Operational Planning Unit along with the City Film and Special Events Office will continue ongoing communications with the Film Industry. These will provide opportunities for further discussion on streamlining traffic control requirements and establish a dispute resolution mechanism related to traffic control and Police attendance. Police costs billed to filming and production companies in 2004 totalled approximately \$1.02m.

CONCLUSION

Generally, Police may be assigned to be present at any special event, including a film or television production to ensure public safety. Police may have to enforce the law (Criminal Code or Motor Vehicle Act) and maintain public order. Police are also on set to monitor filming activities to ensure that any additions and/or deviations to the filming permit will not adversely place the film crew or general public at risk.

The Vancouver Police Department works closely with each client in order to prepare an appropriate policing plan, so that their event is not over-policed and does not have unnecessary costs.

Although the majority of special events are cost recoverable, where as the client or promoter is billed for all city costs (Police, Engineering etc.) associated with the events, there still remain some special events where the policing costs cannot be recovered. As a result, the non-recoverable police wages are expenditures that are assigned to the annual Vancouver Police operating budget.

In regards to filming in residential locations there are efficiencies to be gained by not assigning Police to film locations in residential areas and allowing other civilian trained traffic controls to let vehicles access closed streets. The Police and Engineering staff will establish protocols for this process.

The issue of Police deployment and costs for special events and filming has been discussed for many years. The key for policing special events and filming is to ensure that police provide efficient service while maintaining public safety.

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Appendix A

Police Jurisdiction	Hourly Rate w/Administration Fee Inclusive (15-30%)	Minimum Hours	Police Vehicle	Minimum Aggregate Costs
1) West Vancouver Police Department	\$89.00	4 hours	\$110.00 pr/hr	\$796.00
2) Delta Police Department	\$90.00	4 hours	\$121.00 a day	\$481.00
3) Abbotsford Police Department	\$100.00	3 hours	\$125.00 a day	\$425.00
4) New Westminster Police Service	\$90.00	4 hours	(\$116.00 a day if used in shoot)	\$360 (\$476)
5) RCMP Burnaby	\$75.00	4 hours	\$50.00 a day	\$350.00
6) Victoria Police Department	\$82.09	4 hours	Included	\$328.00
7) RCMP North Vancouver - District (plus a one-time \$20.00 booking fee per location)	\$75.00	4 hours	Included	\$300.00
8) Port Moody Police Department	\$80.00	3 hours	\$50.00 a day	\$290.00
9) RCMP North Vancouver - City of N. Vancouver (plus a one-time \$20.00 booking fee per location)	\$70.00	4 hours	Included	\$280.00
10) Vancouver Police Department	\$72.74	3 hours	Included	\$218.00
VPD Traffic Authority	\$39.46	3 hours	Included	\$118.00

**Rate has not increased since 2000*

**Note - Traffic Authority wage increase
was effective May 1, 2005 from \$33.41 to
\$39.46 pr/hr.*

Appendix B

Following are some examples of events where sworn police officers are assigned:

- **Vancouver Canucks - NHL:** sell-out crowds of 17,000 people; extensive alcohol service; with history of fans who can be very active and sometimes violent.
- **BC Lions - CFL:** crowds are generally limited to lower bowl seating and attendance is 16,000 - 25,000; extensive alcohol service; long history of very active fans, often with fighting amongst intoxicated patrons and physical attacks on BC Place Stadium Security Staff.
- **Concerts - rock, heavy metal, and alternative:** all have unique demographics and varying attendance figures; liquor service is common; problems include drug use, intoxication by alcohol or drugs and fighting.
- **Motorsport Spectacular - Truck and Tractor:** annual event held at BC Place Stadium with wide demographic of attendees such as young male adults mixed with families and teenagers (30,000 plus attendance); the problems included intoxicated patrons, open drug use, fighting, random acts of violence and damage to property. Prior to 2004, the Vancouver show had the worst patron behaviour anywhere in North America requiring a significant police response including assigning members of the Crowd Control Unit. This year, with the banning of ALL alcohol sales, increased screening and other crowd management enhancements by BC Place, the event was orderly and it is hoped that more families will start returning in 2005.
- **Dragon Boat Festival - False Creek -** annual event with very large crowds averaging 50,000 per day; alcohol service - beer gardens; the event is adequately managed by a small police presence.
- **Demonstrations -** varying city locations and with varying number of protesters; most events are well organized, but some demonstrations are spontaneous or planned in secret in an attempt to cause major disruptions; some demonstrations parade through the streets, requiring traffic control; other demos are protests or pickets where there is the concern for civil disobedience, disorderly behaviour or spontaneous violence; police deployment may include traffic motorcycles to divert traffic and/or may include uniformed officers to maintain public order.
- **Parades, Fun Runs, Marathons -** varying locations around the city with necessary street closures; the number of participants and spectators can be 5,000 - 50,000; police deployment may include volunteer civilian marshals combined with Traffic Authority and Traffic Enforcement motorcycles along the route.

The following events **DO NOT** require sworn police members. They may require Traffic Authority for pedestrian safety and vehicular traffic flow. The events have a proven history of attracting very large audiences; however, there is generally no public order or criminal issues.

- **Vancouver International Jazz Festival -** annual event in various locations downtown; David Lam Park hosts a free two-day outdoor concert with attendance 25,000 per day, and

35,000 per day in Gastown; the events have security controlled beer gardens and no associated crowd problems; Traffic Authority is assigned for street closures /barricades and to ensure safe pedestrian crossings.

- **Vancouver Folk Festival** - Jericho Beach/Park - annual outdoor concert over 3 days; attendance is 10,000 per day and there is no liquor service; spectators are permitted to bring their own coolers, food etc.; Traffic Authority as well as Parking Enforcement is on location for traffic management and traffic congestion.
- **Vancouver Pride Celebration Parade and Festival** - annual parade on Denman/Davie/Beach Avenue areas; very well organized parade with no public order concerns; there is also a large picnic and beer garden, with no reported problems. Traffic authority and Traffic Enforcement members are assigned to deal with the extensive traffic congestion issues in the West End.
- **Vancouver Parks Board** - various locations: Stanley Park is the host to several outdoor summer rock, reggae, adult, jazz, classical concerts at the Malkin Bowl; attendance is 1800 people and there is no liquor service; event security manage the crowds who are very well behaved; Summer 2004 they hosted 4 outdoor summer concerts, as well as 3 "free" outdoor summer movie nights (1000 viewers); these events do not require the assignment of any Police. (Note: the Parks Board is involved in organizing approximately 350 cost-recoverable events a year.)
- **Greek Summer Festival** - Sponsored by the St. Nicholas and Dimitrios Greek Orthodox Church: a 10 day festival with dining, dancing, celebrations of Greek culture; they receive a Special Occasion Liquor License for a beer garden. Together, the church and the Greek community manage the event and no Police are assigned, other than the occasional visit by the area patrol officers.
- **Vancouver Children's Festival** - Vanier Park: an 8 day event which attracts approx. 60,000 attendees; there are games, entertainers, novelties etc.; area patrol officers may drop-by the event, with only Traffic Authority assigned for the safety of children and pedestrians.
- **The Rogers Santa Claus Parade** - a 90-minute parade through downtown Vancouver, which attracted approx. 100,000 spectators. The Traffic Authority is assigned for traffic management at a significant number of street closures, but no sworn police officers are called out. The parade volunteer Marshals monitor crowd movement within the closed perimeter and prevent parade attendees from entering onto the parade route.
- **The St. Patrick's Day Parade** - a 60 minute parade along Granville Street which has attracted approx. 50,000 spectators. The Traffic Authority is assigned for traffic management at a significant number of street closures, with some assistance from on-duty Traffic Enforcement motorcycles, but no sworn police officers are called out. The parade volunteer Marshals monitor crowd movement within the closed perimeter and prevent parade attendees from entering onto the parade route.

Appendix C

LARGE SPECTATOR EVENTS IN OTHER CITIES

HSBC CELEBRATION OF LIGHT

According to 2003 statistics, based on data from HSBC Celebration of Light organizers, there were approximately 400,000 attendees per night throughout viewing night. Approximately 43% of attendees were from the GVRD (outside Vancouver), while only 25% were actual residents of the City of Vancouver. 20% of the attendees were from outside BC and 11% were from other parts of the province.

The majority of the spectators view the fireworks from: English Bay - Bathhouse, Kitsilano Beach, Kitsilano Point, Point Grey area, Jericho and Locarno Beaches. The streets surrounding Kitsilano Point as well as the West End are closed in an effort to limit vehicle access to only residents into these very densely populated neighbourhoods. There are many challenges with policing this event. For example, the large number of spectators in the city; the density of the crowd in certain geographic locations (i.e. beaches, streets jammed with people limits police and other emergency vehicles access, rocky bluffs, lack of artificial or natural light) and the limited number of available police personnel.

Historically, most of the behavioural problems have been with young males who: bring weapons, possess and consume alcohol, damage property, disrupt or disturb citizens, engage in fights and generally behave in an aggressive and violent manner. Therefore, contemporary crowd management tactics employed by police include early intervention with troublemakers or those that are seen as the instigators, division or dispersal of crowds into smaller groups and isolating the trouble areas.

The following are examples of the largest spectator events in Vancouver and comparisons with other cities.

Seattle, Washington

Seattle Torchlight Parade

Seattle hosts the Seattle Seafair Festival, which is a weeklong celebration that includes a parade, concerts, and the Hydroplane races on Lake Washington. The Torchlight Parade very closely resembles the activity and size of one night of the Celebration of Light. Seattle Police Department's overall, day-to-day operational strength is 1100 police officers and they deploy twice as many police as the Vancouver Police Department currently deploys for the Celebration of Light. All police officers deployed are working scheduled overtime call-outs, with the policing costs for the one night of the parade being approximately \$365,000.00 Canadian dollars compared to the \$493,000 for the four nights of the 2004 Celebration of Light.

Edinburgh, Scotland **Summer and New Year's Eve Fireworks**

Edinburgh, Scotland is host to the annual Bank of Scotland Fireworks Concert, and New Years Fireworks. The concert event takes place at the end August and is a classical concert by the Scottish Chamber Orchestra accompanied by a major fireworks display at Edinburgh Castle, with spectators gathering to view the show within secured gated grounds as well as public streets. The show begins at 22:30 hours and is 45 minutes in length. There is a gated controlled family viewing area, which hosts approx. 20,000 spectators, while more than 100,000 spectators crowd the downtown core. Most areas are only accessible with wristbands, distributed in advance.

Although there is a significant police deployment of more than 350 officers, crowds are managed by an equally large contingent of contract security personnel, along with crowd density monitors who ensure there is no overcrowding in certain city locations. The event has similar youth related challenges (i.e. intoxicated youths, minors in possession of alcohol and some violence); however the event is highly successful and very well attended.

Toronto, Ontario **Caribana Festival**

Toronto hosts the annual Caribana Street Festival, which is North America's largest Caribbean festival. The parade is only 1.5 km in length, but due to the number participants it takes more than ten (10) hours to complete.

As the departmental strength of the Toronto Police at 5000 officers is more than 4 times the number available to Vancouver, they use on-duty officers that have been re-assigned from outlying divisions. The event is also staffed with over 100 private security guards, 120 auxiliary police officers. Concerns however are raised annually about the impact of the event on the level of policing in other areas of the city.

Calgary, Alberta **Calgary International Fireworks Competition**

Calgary also hosts an annual Calgary International Fireworks Competition as part of an event called Globalfest One World Festival. The annual fireworks are just one of many festivities, and have a similar format to the Celebration of Light. They are heavily promoted as a family event. There are five competition evenings and a grand finale presentation. A 62-hectare, Eastside City Park with a large lake in the centre is the location for each fireworks competition. The park is completely enclosed with 8' fencing with 3 access gates. The park can host approximately 50,000 viewers, who are charged five (5) dollars as an entrance fee. Wristbands for the event are sold at 7-11 Stores, and a transit travel voucher can be purchased at the same time (round trip is \$2.00).

Unlike the Celebration of Light attendance for the event is only 10,000-20,000. Private paid Security is assigned to each gate, along with roving teams for the park. Security will search bags, knapsacks etc. Liquor cannot be brought into the event; however, there is a beer garden. Attendees are encouraged to bring blankets and lawn chairs for seating purposes.

Overtime police officers are assigned to the event. Generally, the event is well attended with families; however there have been circumstances where intoxicated youths have caused some problems, either on the outer or inner perimeter. Problems include fighting, damage to property and possession of weapons.

It should be noted that the City of Calgary has a "Concert By-law" which regulates outdoor concerts within the City. A "concert" means any music festival, musical performance, dance festival, rock festival or any other outdoor event in which at least 5,000 spectators are expected.

The By-law includes many requirements, specifically that the licensee is responsible for staffing levels for police and peer security. Minimum staff levels include; one (1) licensed security officer for every four hundred (400) persons expected to be in attendance; one (1) municipal police officer for every one thousand (1000) persons expected to be in attendance or as required by the Chief of Police.

The Calgary Police Service Public Order Unit believe that the above noted City By-law greatly assists them in setting standards for crowd management and policing services for outdoor events. The By-law places the liability on the promoter and provides additional authority for the City of Calgary, as well as the police.