

# LATE DISTRIBUTION FOR CF&S – March 27, 2012

Supports Item No. 1a  
CF&S Committee Agenda  
March 27, 2012



## ADMINISTRATIVE REPORT

Report Date: March 22, 2012  
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RTS No.: 9558  
VanRIMS No.: 08-2000-20  
Meeting Date: March 27, 2012

TO: Standing Committee on City Finance & Services  
FROM: Chief Constable Jim Chu  
SUBJECT: Estimate of Staffing Expense for the 2012 Stanley Cup Playoffs

### RECOMMENDATION

THAT Council receive this report for information.

### CHIEF CONSTABLE'S COMMENTS:

The funding for this substantial policing event is not included in the Vancouver Police Department's (VPD) 2012 operating budget. The VPD is committed to providing Council with advance warning of significant expenditures, such as the Stanley Cup Playoffs, that will potentially affect the VPD's ability to complete the year within budget.

The VPD will make every effort to absorb this potential expense within its 2012 operating budget, while not sacrificing service levels. However, if the magnitude of this expense jeopardizes the VPD's ability to come in on budget at year's end, then the VPD may request contingency funding.

### CITY MANAGER'S COMMENTS:

The City Manager RECOMMENDS that Council receive the following information.

### POLICY:

There is no applicable Council policy.

**SUMMARY:**

The cost of policing the spontaneous celebrations that result from the Stanley Cup playoffs has a significant impact on the VPD's budget as funding for these events is not included in the 2012 operating budget. This report provides an estimate of the anticipated costs to police the 2012 Stanley Cup playoffs.

**PURPOSE:**

The VPD is committed to providing Council with advance warning of significant expenditures that will potentially affect the VPD's ability to complete the year within budget.

**BACKGROUND:**

The City of Vancouver is host to a large number of events each year. People from throughout Metro Vancouver are drawn to the city to experience the wide variety of entertainment available at these events. A number of these celebrations can be categorized as regional events rather than civic in nature, given that many of the people attending are residents from other parts of Metro Vancouver. The citizens of Vancouver represent approximately 27% of the region's population, yet Vancouver taxpayers pay for the policing of these large regional events without any financial assistance from other municipalities. People tend to gather on Robson Street or in the Granville Entertainment District (GED) where a visible police presence is required to ensure the safety and security of local residents, businesses and visitors.

The Vancouver Canucks appear poised for another playoff run. One consequence of a high profile, successful sports franchise is that large numbers of fans gather and celebrate wins or commiserate losses during the playoffs. Vancouver has witnessed this since 1994 when we experienced the first Stanley Cup riot. This event was thoroughly reviewed and a number of recommendations were made. One of the principal recommendations directed that a highly visible and active police presence be dedicated in the area of this type of event. The evidence shows that a large visible police presence is a deterrent to those members of the crowd that intend to cause problems.

Looking at more recent history, the Canucks were eliminated in round two during the 2007 Stanley Cup playoffs. During this playoff run the crowds were not as large as in past years and did not remain in the celebration areas as long. The VPD's cost for policing the celebration areas in 2007 was \$238,203. In 2009, the Canucks were again eliminated in round two and the VPD expenditures were \$77,628. In 2009, 72<sup>nd</sup> Avenue and Scott Road on the Surrey/Delta border, and South Fraser Way in Abbotsford, emerged as alternate celebratory gathering locations. This had the effect of spreading the fan base out somewhat and, as a result, we saw smaller crowds in Vancouver. Vancouver had similar experiences in the 2010 Stanley Cup playoffs with the Canucks exiting in round two; VPD expenditures were \$38,803.

The 2010 Olympics saw the largest crowds in Vancouver's history come to the GED and Robson Street to celebrate. The 2011 Vancouver Canucks Stanley Cup run was an even larger undertaking in VPD deployment and game seven of the final round saw a crowd size similar to that of the Olympics Men's Gold Medal hockey game. However, the crowd demographics and dynamics posed a greater challenge to effective policing. Massive crowds gathered in the downtown core, combined with high levels of intoxication, culminated with the June 15<sup>th</sup> riot after Game 7. The total VPD cost for policing the 2011 playoffs was \$1,334,293 (this total

includes the cost of policing 25 playoff games plus the extra costs associated to policing the June 15<sup>th</sup> riot).

Operational deployments to manage crowds must be at a level that ensures both public and officer safety. This year's deployment will be more robust than 2011's. The cost for policing any playoff run cannot be anticipated in the yearly operational budget because it would be speculative at the time of budget development. While the City of Vancouver is not planning any large civic activities related to the playoffs for the downtown area, the VPD must still be prepared for the crowds that will naturally congregate in the GED, the Robson Street corridor and the area surrounding Rogers Arena. The emergence of social media and its use to organize large impromptu gatherings, which has been used to generate gatherings in the GED, has further complicated the staffing equation as there is no way to accurately estimate the potential crowd size for these impromptu events.

Given our local experience with crowd behaviour, building on the experiences of other cities, and understanding the lessons learned from the recent riot reviews, it is clear that the VPD must deploy sufficient police resources to provide safety and security to the citizens that gather to celebrate responsibly, while dealing swiftly with those who are intent on creating problems. The specific details of the police deployments will not be discussed in this public report for operational safety reasons.

## DISCUSSION:

### Cost Estimate

The 2012 playoff estimates are based on the assumption that each series will go to the maximum seven games. Hockey games are normally three hours in duration and games that go into overtime can impact deployment durations. Some officers will need to be deployed prior to game start times to assist with liquor interdiction and to provide a visible police presence. Games scheduled for Friday or Saturday evenings will influence deployment plans as licensed premises in the GED remain open late and attract large crowds. Other factors such as weather and home versus away games will be considered in the planning process.

The deployment levels are designed to ensure that there is a visible police presence in the downtown core prior to game times and during the arrival of celebratory fans throughout the event. Fan reaction will be monitored on a game-by-game basis and may necessitate an increase in deployment levels.

While this report estimates the playoff costs that are non-recoverable, it's important to note that the VPD receives full cost recovery from the Vancouver Canucks for policing both the arena itself and the surrounding property. The Traffic Authority assigned to the area around the arena is also full cost recovery.

**Potential Cost per Round**

Estimate for Round 1 - \$67,472

Estimate for Round 2 - \$86,488

Estimate for Round 3 - \$163,744

Estimate for Round 4 (Stanley Cup Final) - \$752,963

Total estimate for 2012 Playoffs - \$1,070,667

The costs may rise based on fan reaction; however, the costs may be reduced should one or more of the series end in fewer than seven games.

**FINANCIAL IMPLICATIONS:**

The VPD's 2012 operating budget does not include funding to cover the estimated costs. The VPD was able to cover the costs of the 2009, 2010 and 2011 playoffs within its approved operating budget and the VPD will endeavour to do the same in 2012. However, if the magnitude of this expense jeopardizes the VPD's ability to come in on budget at year's end, then the VPD may request contingency funding.

**SOCIAL IMPLICATIONS:**

The purpose of this extraordinary police deployment is to ensure the safety and security of local residents, businesses and visitors.

**CONCLUSION:**

This proposed deployment plan totalling \$1,070,667 can be described as our minimum recommended deployment. If large crowds arrive in the early rounds of the playoffs we may need to increase the deployment earlier than in previous years.

The cost for this substantial policing need is not included in the VPD's 2012 operating budget. The VPD is committed to providing Council with advance warning of significant expenditures, such as the Stanley Cup Playoffs, that will potentially affect the VPD's ability to complete the year within budget.

The VPD will make every effort to absorb this potential expense within the 2012 operating budget. However, if the magnitude of the expense jeopardizes the VPD's ability to come in on budget then the VPD may request contingency funding.

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