



POLICY REPORT

Report Date: August 30, 2019
Contact: Margaret Wittgens
Contact No.: 604-673-8227
RTS No.: 12708
VanRIMS No.: 08-2000-20
Meeting Date: September 10, 2019

TO: Vancouver City Council
FROM: General Manager of Engineering Services
SUBJECT: Special Event Policy Framework

RECOMMENDATION

- A. THAT Council approve the new special events policy framework (the "New SEP") as generally described in this report and that the City Manager be authorized to settle and approve the detailed policy document required to implement the New SEP on such terms and conditions as are outlined in this report and on such other terms and conditions as are considered satisfactory to the City Manager, including the sub-delegation of authority to other officials and staff to approve or execute application forms, guidelines, and legal agreements.
- B. THAT, subject to approval of Recommendation A, Council direct staff to bring forward a proposal for funding of \$730,000 for consideration in the 2020 budget process to support the New SEP.
- C. THAT, subject to the approval of Recommendations A and B, Council approve in principle the allocation of the \$730,000 as follows:
 - a) \$300,000 for special event public safety, subject to review annually so that public safety measures outlined in this report are not invoiced to event organizers, and
 - b) \$430,000 to increase the City operational funding for special events (as defined in this report), currently \$2,000 for qualifying events, to be 75% of City costs up to a maximum of \$75,000 for qualifying events, as outlined in this report.

- D. THAT, subject to the approval of Recommendations A, B and C,
- a) the City Manager complete the documentation and implementation of the New SEP so as to be reported back to Council by the end Q4 2019 and take effect for special events starting January 1, 2020.
 - b) the New SEP be structured so as to ensure that the City's Operational and Public Safety Costs with respect to special events does not exceed the annual budget amount approved by Council subject to annual review.
- E. THAT Council direct staff to review the green events program to develop requirements for the provision of green power plans for special events beginning January 2020, in order to work toward eliminating reliance on generators, and to include these in the policy document in Recommendation A.

REPORT SUMMARY

The City of Vancouver acknowledges that special events are essential to supporting the city's diverse populations, its cultural vibrancy and quality of life. Vancouver is recognized as one of the most livable cities in the world. It is globally branded as a desirable destination and a clean, green and safe place to visit or host events.

Free outdoor community celebrations, festivals and parades are low-barrier opportunities for social activity, cultural experience, creative expression and engagement in public life. Special events benefit the community through exposure to artistic and creative innovation, they shape our understanding of humanity, and provide entertaining ways to relax.

In December 2016, Council directed staff to update the Special Event Policy to enable access and reduce barriers to special events in the city. In the last two years, Council has passed several related motions to support free outdoor public events and to address rising event costs. While the City has goals to support special events, some current practices and procedures have unintentionally created barriers for event organizers and require updating. Further, world events have created a climate of enhanced public safety protocols and new public safety measures for large events which have resulted in increased public safety costs for events.

This report proposes a new and updated Special Event Policy Framework (the "New SEP") including process and operational improvements, financial investments and capacity building. To better support special events and respond to the barriers noted above, staff are recommending the City take on all (instead of part as is the case now) of public safety costs of special events and increase the proportion of operational costs paid for by the City by converting a small flat rate to a proportional rate.

The New SEP is intended to apply mainly to free public outdoor events on City streets and some City-owned plazas.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

On March 11, 2004, (RTS No. 03468) Council approved a policy statement in support of celebrations, sporting events and special events.

On March 15, 2005, (RTS No. 04940) Council approved the Celebration of Lights and the Grey Cup Festival as Civic Events.

On May 29, 2013, (RTS No. 9782) Council approved a Civic Parade category for major parades that 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. Civic parade status was approved for the Pride Parade, Vaisakhi Parade, and Chinatown Spring Festival Parade.

On December 14, 2016, Council directed staff to review and update the Special Event Policy, in consultation with the public, community groups, stakeholders, and partners.

On May 2, 2017, Council directed staff to update the cultural plan and to develop a new Creative City Strategy a comprehensive plan and vision for culture and creativity in Vancouver.

On July 11, 2018, (RTS No. 12580) Council approved additional City support for free outdoor public events by approving a temporary increase in the FEST (Festival Expediting Staff Team) offset and workshops with the event industry to build capacity and foster innovation towards event financial and environmental sustainability.

On July 11, 2018, Council directed staff to consider the possibility of a Special Event Fund, championed by the City of Vancouver, that accepts donations from corporations and private donors, for free public events in Vancouver. Council asked staff to consult with stakeholders and the event production community on the Special Event Fund. Council also directed staff to consider providing cost estimates to potential sponsors and donors and create a schedule of typical fees for large events that demonstrate fee for service.

CITY MANAGERS/ GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

The General Manager of Art, Culture and Community Services recommends approval of the foregoing. The policy framework recommendations in this report support, and are aligned with the recommendations put forward in RTS 13175 Culture | Shift, Making space for Arts and Culture and Vancouver Music Strategy, which proposes for Council's consideration the next 10-year City of Vancouver Culture Plan. The proposed culture plan recommends a focus on increasing and

balancing financial support for arts, culture, and creative sector, building capacity and partnerships, and lowering barriers to participation. City investment in special events will contribute to a more inclusive, creative and healthy city.

REPORT

Background/Context

The City of Vancouver recognizes that special events of all sizes play an important role in bringing people together, and drawing people to new places and spaces in the city. For the purpose of this report, special events are defined as an organized gathering open to all members of the public for the purpose of supporting or participating in a community, cultural, recreational, sport or other type of experience for a limited or fixed duration. For the purpose of this policy framework the focus is on free public outdoor events on the City of Vancouver street right-of-way and including plazas.¹ Many events (“special events” and otherwise) take place in a variety of spaces across the city, such as parks and beaches, sidewalks, streets, laneways, plazas, other public spaces, and private property. Through a coordinated effort from multiple City departments - events are managed to ensure they are an enjoyable, safe, and fun experience.²

Each year an estimated 600 special events take place in the City of Vancouver - from neighbourhood block parties to destination festivals or parades, drawing an estimated 10 million participants.³ Individuals, dedicated volunteers, community groups, non-profit organizations and local businesses are the ‘doers’ and key promoters making special events happen in Vancouver. Summer is the high season for events - from June to September the city is alive with multiple events occurring every weekend. Local residents, regional visitors and tourists fill our parks, beaches, plazas and streets to take in different events.

Special events have a direct impact on the local economy as people eat, shop, travel and visit new destinations. Tourism Vancouver reports that event tourism “improves the quality of life for all British Columbians by supporting the financial viability of many of our city and province’s museums, festivals, sports events, transportation initiatives, parks, and recreation facilities.” Beyond destination tourism, special events provide indirect impact on the local economy, as the event industry employs thousands of people, resulting in more money staying in the community.⁴

Special events also play a crucial role in building community as participation in special events strengthens social capital and encourages social connections. With a housing affordability crisis, access to free public events and activities help strengthen people’s connection to place and combat social isolation. Special

¹ Plazas on the street right-of-way (such as Jim Deva and 800 Robson), in addition to Helena Gutteridge Plaza and ʂxʷʌ̓əneq Xwtl'e7énk Square (on the north side of the Vancouver Art Gallery).

² Engineering Services, Vancouver Fire and Rescue Services, Vancouver Police Department, Licensing Office and the Park Board.

³ Park Board. 2019. Staff report on Special Event Guidelines reported on May 6, 2019.

⁴ Tourism Vancouver, 2018. “Vancouver’s Tourism Industry Fast Facts”.

events and community gatherings – big and small – provide free programming in public spaces: this encourages people to spend time outside being active throughout the year. As the City grows and densifies, public spaces and plazas play a critical role in the liveability, inclusivity and vitality of the City.

Recent research indicates that the public want to see more public outdoor events as they provide free cultural entertainment; ticket prices or fee-for-entry events are known to be a barrier for participation in the arts and culture sector. Recent surveys reinforce the public wants more free events and programming in Downtown Vancouver, with more music, performances or festivals. Programming and special events affords individuals, families and friends a chance for free fun and to enjoy the city.⁵

Special events have long given underrepresented and marginalized communities a space for self-expression, visibility and autonomy. Cultural activities showcase the diversity of the populations, expose spectators to social issues, and demonstrate collective identity and heritage. Cultural equity is a community benefit as it ensures access to a full and vibrant creative life for historically underrepresented groups. The City's commitment to Reconciliation includes support for full inclusion and participation of Indigenous peoples art and culture (as artists, participants or audiences). When people see themselves represented in art, culture, and public life, it contributes to Vancouver being a more inclusive and diverse city.⁶

Although the City has goals to encourage special events, it lacks a comprehensive policy framework on how to support events of all sizes. Current policy does not distinguish between small, community-based events and large, professionally-produced destination events. In late 2016, City Council directed staff to review the Special Event Policy, in consultation with the public, community groups, event industry and stakeholders, in order to develop a strategic framework to clearly define event categories, explore a destination event strategy with key partners, improve processes, and reduce barriers for community-driven events.

The event sector has grown, and operational procedures and financial resources have not adapted to the needs of the event community. Event organizers expressed frustration with an onerous application process, especially for small community celebrations. Deadlines and timelines for event planning were not clear, and navigating both City of Vancouver and Park Board special event processes are a challenge for event organizers. Additionally, large festivals and parades experienced significant increases in City costs for events due to expanded public safety security measures. As costs have risen, event organizers have highlighted the need for greater transparency on cost estimates and decisions for public safety planning, and the need for additional financial assistance.

⁵ LaPlaca Cohen & Nanos Research. 2018, "Culture Track: Canada"; City of Vancouver, 2018, "Public Works Citizen Satisfaction Survey"; Healthy City Strategy, 2014; Places for People, 2019, "Public engagement feedback".

⁶ Creative City Strategy, 2019; Places for People, 2019.

Strategic Analysis

The review of the special events policy included public and stakeholder engagement; best practice and municipal benchmark research; and financial analysis of city services and public safety costs. The special event policy review is aligned with the Creative City Strategy to ensure it considered the broader context of the cultural vision and goals for the city.

Public Input

1. Public and Stakeholder Engagement

Consultation for the Special Event Policy update was undertaken between 2017 and 2019.

Engagement activities:

In 2017, staff consulted with individuals, community and non-profit organizations and professional event producers through surveys and workshops to learn about common issues and concerns for hosting events. In 2019, staff hosted a second phase of engagement, including an open house event and one-on-one stakeholder meetings to share proposed recommendations and strategies for improving the Special Event Framework. Through these activities a number of key themes emerged.

Key themes:

- *Increase financial support for events:* Event organizers expressed the need for additional funding and a review of the City service offset program.
- *Make the event planning and application process easier:* Event organizers highlighted confusion with the application processes including different forms for City of Vancouver and Park Board.
- *Expand the green event program:* Event organizers communicated an interest in green and sustainable event planning and a desire for greater support for zero waste resources and equipment.
- *Communicate timelines and cost estimates more accurately:* Event organizers indicated costs estimates were often delivered late in the event planning process and expressed concern over the variances between expected costs and actuals.
- *Create a permanent flexible large event space:* Event organizers highlighted the desire for space to host large events. As key sites are no longer available through redevelopment, such as Larwill Park and Concord Pacific. Organizers of large events and event producers have indicated they are unable to grow existing events or attract new destination events without adequate space outside of parks.
- *Sponsorship and donations:* The engagement considered the possibility of a Special Event Fund, championed by the City of Vancouver. Event organizers expressed interest in new funding opportunities for special

events. Event organisers emphasized the importance of ensuring that sponsorships or donations pursued by the City do not compete or conflict with their sponsorship agreements.

Appendix A highlights the public and stakeholder engagement activities.

2. Goals and Objectives

Based on the engagement, several goals were developed for special events:

- Encourage social connection, active living, and enjoyment of urban life.
- Balance the needs of City services, residents, event organizers and event participants.
- Support a diverse range of social and cultural opportunities for creative expression.
- Provide fair and equitable access to public spaces, streets and other services to support events.
- Support events of all sizes as they contribute to the local economy and highlight the city as a tourism destination.
- Encourage environmental sustainability through operational practices and by fostering place-based connections to urban landscapes, public spaces and parks.

Based on these overarching goals, the specific objectives for the policy framework are to:

- Reduce barriers to hosting events;
- Establish streamlined transparent processes;
- Increase predictability and consistency of city costs and
- Work toward the environmental and financial sustainability of events.

As noted, the New SEP applies to outdoor special events that take place on City street right of way including plazas (such as Jim Deva and 800 Robson), in addition to Helena Gutteridge Plaza and Xwtl'e7énk Square. This policy framework does not apply to indoor events on City property or outdoor events on private property, or events exclusively in parks or beaches.

3. Financial Analysis

To inform report recommendations, staff completed financial analysis of event expenses including: what are the City costs related to events; how have those costs trended over time; how much of these costs are covered by the City (such costs are often referred to by staff as “offsets”) and how does this compare with other jurisdictions. A summary of the analysis is provided below.

City services for events are primarily comprised of Engineering and Policing costs. In 2018, the City provided \$1.66 million in Engineering and Police

services for over five hundred events. These costs can be broken down into two categories, Operational costs and Public Safety costs.⁷

- **Event Operational Costs:** Generally these services go towards creating a healthy and safe space for events. The Engineering operating costs for events include street and traffic operations, sanitation, Street Use Inspectors and permitting staff. The police operating costs for events include traffic and crowd control, security and safety patrols.
- **Event Public Safety Costs:** These services are related to preventing harm to attendees at or near the event by assessing and attempting to mitigate against threats and risks external to the special event itself. The Engineering and Police special event public safety costs include expanded traffic operations, specialized sanitation and security measures such as heavy vehicle barriers and garbage bin seal. These costs are separate from and in addition to the Operational Costs.

A breakdown of the City Services costs for events is shown in Table 1 demonstrating that roughly 15% of the engineering services and VPD costs go towards Event Public Safety measures and the remaining support Event Operations.

Table 1 City Service Costs for Events in 2018

	Operations	Public Safety	Total City Services
Engineering Services	\$591,000	\$98,000	\$689,000
Vancouver Police Dept.	\$830,000	\$145,000	\$975,000
Total	\$1,421,000	\$243,000	\$1,664,000

Cost trends: Rising City Costs for Events

Between 2015 and 2018, most events experienced a 25 to 30% increase in both Operational Costs and Public Safety Costs. For most events, the main increase in event costs came from a rise in police costs, both Operational and Public Safety.⁸ City costs for events have risen due to multiple complex factors. Global security threats require additional public safety protocols and hence increased Public Safety Costs and this increase in turn has been compounded by a general increase in Operational Costs.

Public safety considerations and requirements are influenced by the type, location and size of the special event. Decisions by an event organizer to expand the hours of an event, or change the size and scale will impact the security costs. The type of event, whether it is a stationary event in a plaza or park, versus a

⁷ City of Vancouver. 2019. Financial analysis of event invoices. Note: Of the 600 events that take place annually an estimated 370 incur event invoices which were included in the analysis. Celebration of Lights and Remembrance Day were not included in the analysis as these events have civic event status and all costs are covered by the City.

⁸ City of Vancouver. 2018. Special event cost analysis between 2015 and 2018.

mobile route-based event will determine the safety and security preparations required. Events that close major arterial streets, for a run, parade or street festival see the highest impact on event production costs. Other contributing factors are growth in event attendance, programming activities and serving alcohol, which necessitate further police presence and safety planning.

Public safety and security is an important element of special event planning. The City of Vancouver requires that all event organizers include plans for mitigating and managing risks and contingencies associated with their event. The level of public safety planning required for an event will vary based on the level of risk associated with the event.

To date, the City's approach has been to require Public Safety Costs to be borne at least partially by the event organizer. At the same time, the City has not had an express budget allocation to address these costs. As a result, as these costs have increased, this has imposed a financial strain on both the City and the event organizers.

City Service Funding

The City has typically provided partial financial support to special events either by (i) not requiring 100% cost recovery of the City's Public Safety and Operational Costs (referred to by staff as "offsets"), and/or (ii) giving grants from Cultural Services.⁹ The City's policy to date has been to provide a flat rate subsidy (or offset) to eligible events towards their total bill for services. This offset is typically \$1,000 and on July 11, 2018, Council approved a temporary increase in the offset to \$2,000 as well as new temporary security offsets for a two-year period effective May 2018 to May 2020.¹⁰

The current offset is a fixed or flat rate meaning small neighbourhood celebrations (i.e., 200 attendees) and large annual festivals (i.e., 200,000 attendees) receive the same offset or subsidy for their event. Currently about thirty-four percent of events have all of their event costs covered by the offset. A smaller number, particularly the large events, receive limited support relative to their city service event costs, which can range up to \$150,000.

The three designated civic parades, Pride Parade, Vaisakhi Parade and the Chinatown Spring Festival Parade, receive Council approved city service offsets. The parade status includes financial support for each parade with a City service offset of up to 75% ranging from \$30,000-\$50,000 depending on attendance numbers. In recent years, rising City costs have resulted in the parades exceeding the allocated city service subsidy.¹¹

⁹ Cultural Services' grant programs provide not-for-profit organizations funding towards special event programming activities and production.

¹⁰ Additional new temporary security offsets were also approved of: up to \$1,000 for policing and security cost for events that do not qualify for the City FEST offset and up to \$5,000 for events that have been billed more than \$10,000 in VPD charges and who experience more than a 10% increase in VPD charges over the prior year.

¹¹ Civic Parade Status falls under two categories based on number of attendees. Parades with over 400,000 attendees are eligible for 75% of first \$50,000 and 50% of remaining up to a

Based on this offset structure, of the total \$1.66 million investment in events, the City is currently absorbing an estimated twenty percent or \$334,000 of city service costs while event organizers are covering the remaining eighty percent or \$1.3 million^{12 13}.

Municipal Benchmarks

Comparative city research of other North American municipalities revealed that special event policies differ across local governments yet in general Vancouver falls below the benchmark with lower than average in-kind subsidies as shown in Table 2 that have not been updated over time.

Table 2 Municipal comparison of in-kind city services¹⁴

Municipality	City support or in-kind services
Calgary	80% - 100% for returning event 50% for new events
Seattle	100% of policing costs for public free events
New York	100% of city costs for free events 80 % of city costs for charitable events
Vancouver	Varies 5% - 100% of city services

4. Summary of Special Event Policy Directions

Based on the engagement and analysis above, staff identified a number of Special Event Policy directions which will be developed further and included in the New SEP.

Direction 1. Process and Operations	
New application form and deadlines:	A new application form and application deadlines have been established for different types of events so that the process is tailored and streamlined. The size, scope and location of an event determine the ease or complexity for event planning, oversight and approvals.
Event planning timeline:	Clear steps in the event planning and approval process will communicate requirements and responsibilities to event organizers. An update to all special event information through the website and event handbook will help make the process clearer and easier to understand.

maximum of \$30,000. Parades with attendance lower than 100,000 are eligible for 75% of the first \$30,000 and 50% of remaining to a maximum of \$30,000.

¹² Excludes Celebration of Lights and Remembrance Day for which all City costs are covered.

¹³ City operational costs often represent only 10-30% of a large special events entire production budget; with 70-90% of the remaining cost the responsibility of the event organizers.

¹⁴ Nordicity. 2019. Municipal Comparison of Special Events for the City of Vancouver; City of Vancouver. 2019. Interviews with municipal staff.

Event handbook:	A handbook will be created including guidelines for hosting an event and will clearly communicate all necessary information in one place with links to the New SEP policy and the legal agreements requirements for the event organizer. Check-lists, resources and templates will be included to help support event organizers.
Cost estimates and invoices:	Cost estimates will be provided to event organizers. Any adjustments to an event plan after estimates provided may result in changes to the estimates. Providing cost estimates will require adhering to event planning timelines which will allow the City and event organizer to manage costs. An annual review of event planning processes and timelines will provide an opportunity for adjustments to operational procedures. Following an event the final invoices will be delivered in the timeliest manner possible. The review of final invoices takes time due to validation and confirmation from multiple business units.

The Park Board is also updating their Special Event Guidelines and is working closely with the City of Vancouver to align special event processes.

Direction 2. Financial Support	
City Service Costs for Event Public Safety	Establish city budget for event Public Safety costs so that public safety measures outlined in Appendix B are not invoiced to event organizers. Public safety costs are new and evolving, and decisions to implement public safety measures are often based on factors outside an event organizers control. Putting all the financial costs and risk for public safety onto the City could create an undue incentive on event organizers to disregard such cost pressures. Accordingly, the New SEP policy is proposed to contain mechanisms to allow staff to impose reasonable requirements on event organizers so as to ensure that the annual budget allocated by Council for public safety is equitably distributed. By establishing an event public safety budget, the City will provide more stability and certainty to event organizers and City staff.
City Service Costs for Event Operations	Increase City offset for City costs related to event operations. Adjust the offset from a flat rate offset to a proportional rate offset with updated criteria in order to ensure free events of all sizes receive meaningful financial support, as detailed in Table 3.

Appendix B outlines city services for event operations and event public safety.

Table 3 City Service Offsets in 2020

Offset	Eligibility
<p>City continues to pay 100% of event costs for city services up to \$1,000 for special events on public property.</p>	<p>Eligibility Criteria:</p> <ul style="list-style-type: none"> • “Special Event”: Community Celebrations, Festivals, Parades Sport and Recreation event categories (as defined in Appendix C) • Civic Parades • Takes place on City street right of way including plazas (such as Jim Deva and 800 Robson), in addition to Helena Gutteridge Plaza and Ƨwtl'e7énƧ Square (on the north side of the Vancouver Art Gallery). • Non-Ticketed (Free) “special events” open to all members of the public and non-profit sports and recreation events where tickets are only for participation, with general spectating open to the public. <p>Non-Eligibility Criteria:</p> <ul style="list-style-type: none"> • Commercial and Other event categories (as defined in Appendix C) • Private events on public property • All events exclusively in parks or on private property • Civic Events (as defined in Appendix C)
<p>Above \$1,000 the City pays 75% of city service costs up to a maximum per event of \$75,000 based on the following criteria:</p>	<p>Eligibility Criteria:</p> <ul style="list-style-type: none"> • “Special Event”: Community Celebrations, Festivals, Parades¹⁵, Sport and Recreation event categories (as defined in Appendix C) • Civic Parades • Takes place on City street right of way including plazas (such as Jim Deva and 800 Robson), in addition to Helena Gutteridge Plaza and Ƨwtl'e7énƧ Square (on the north side of the Vancouver Art Gallery). • Non-Ticketed (Free) and open to all members of the public • Green power plan must be provided if temporary power required for event <p>Non-Eligibility criteria:</p> <ul style="list-style-type: none"> • Ticketed (Admission-fee) “special events” • Commercial and Other event categories (as defined in Appendix C) • Private events on public property

¹⁵ Council approved 2013 Civic Parade status remains in place; however the new offset is available to Civic Parades (optional).

	<ul style="list-style-type: none"> • All events exclusively in parks or on private property • Civic Events (as defined in Appendix C)
Offsets above \$75,000	<ul style="list-style-type: none"> • May be considered on a case-by-case basis, with funding to be identified and subject to Council approval of the offset.
Previous Council Resolutions Offsets will continue to be provided for designated Civic Events and Civic Parades	<p>The New SEP applies to Civic Parades (optional) The New SEP does not apply to Designated Civic Events</p>

Appendix C outlines event categories.

Both the special event public safety budget and city offsets program would be subject to annual review. The New SEP will be structured so as to provide additional controls to manage the growth of existing and new special events that are eligible for increased financial support. By only covering applicable City provided operational services, event organizers will still be required to source additional funding for non-City services (e.g. event production and programming).

The new City service offsets will replace the temporary offsets, approved by Council in 2018, in 2020 subject to budget approval.

The City provides programs, services and amenities to support special events. The following section highlights additional support for the event community recommended under this policy.

Direction 3. Supportive Programs and Amenities	
Capacity Building	A series of capacity building workshops will be created and delivered for the event community to foster innovation towards event financial and environmental sustainability. Based on feedback from event organizers, the following capacity building workshop topics are recommended: Public Safety Planning, Traffic Management Planning, and an Event Planning 101 to demystify the special event planning and permitting process.
Green Event Program Review	The Green Event Program supports Vancouver’s efforts to be the greenest city in the world and its response to the climate emergency by planning for the waste, energy and materials consumed during special events. The City offers staff support, a Green Event Planning Guide and rentals of event equipment, such as water fountains, bike racks, signage, and waste and recycling totes. This report recommends a review of the Green Event Program, including developing requirements for green power plans in order to progressively shift away from the use of fossil fuel generators in order to access the new offsets, as required in the financial section above.

	<p>Coordinated inter-departmental efforts are underway, aligned to previous Council motions, to pursue alternative clean-energy sources, such as electric plug-in kiosks or portable batteries for food trucks, vendors, performers and other elements of special event production which often rely on fossil-fuel generators. Diesel generators can be replaced through curb-side tie-ins to city buildings, electricity power drops, and portable solar or battery alternatives. Reducing and replacing the use of diesel generators in the special event sector will help achieve the city’s climate action and GHG reduction objectives, and contribute to a healthier and quieter more pleasant environment at special events. The City aims to eliminate reliance on generators in the special events and film industry in the near term, with a target of more than 50% reduction in reliance on diesel generators for special events within 5 years, to be refined based on event community engagement and once baseline data has been established. The City will work with the event community to refine timelines for implementation.</p> <p>Progressive implementation could include:</p> <ul style="list-style-type: none"> • Gathering baseline information and capacity building • Pilot portable batteries through Green Event Program equipment rental • Expand electrical outlets and identify opportunity for upgrades through road and electrical projects
<p>Large Event Space</p>	<p>During stakeholder consultation, event producers raised concerns about a lack of long-term space for hosting large events. With redevelopment there has been a loss of event space at Larwill Park and Concord Pacific which has impacted some events. Over the next year, the Park Board is reviewing their special event guidelines and this includes a review of the demand for large events in parks and beaches. In addition, the Northeast False Creek park design will provide additional capacity for events of a certain size, as it is phased on. This report recommends further evaluating the needs and opportunities for large event space within the context of the City-wide Plan.</p>
<p>Sponsorship and Donations</p>	<p>Council directed staff to explore the possibility of the City accepting donations from corporations and private donors for special events. The City of Vancouver is able to receive unsolicited donations that could be applied against the City budget for events. Donations to the City would be anonymous in nature meaning they would receive no public recognition for the donation. Based on event industry feedback, staff recommends updating the City website with information on accepting donations and exploring opportunities for sponsorship of specific city assets related to events under the City Sponsorship Policy.</p>

Implications/Related Issues/Risk

Financial

The net financial impact of these recommendations is an increase of \$730,000 in annual operating budget, subject always to further consideration in the 2020 budget approval process to support the New SEP.

As noted above, with the increased financial support, the intent and hope is that more event organizers will apply for approval of special events. The New SEP will be structured so as to ensure the City's annual Operational Costs and Public Safety Costs for all of the special events stay within the annual Operating Budget expenditure amount allocated by Council under this framework.

Legal

As noted, the City Manager will lead the drafting of a detailed but clear and concise policy document setting out the New Special Event Policy so that Council, staff, and the public have a clear guidance document. The New SEP policy document will also have attached to it the required forms and legal agreement templates so that staff and the public have clear guidance on the City's policy and documentation requirements. The New SEP policy document will contain clear metrics on eligibility so as to ensure that all funding provided pursuant to the New SEP is an authorised City expenditure under the Vancouver Charter.

Each application for a special event will continue to be processed under the existing planning process and will require the event organizer to execute the City's standard legal agreement and provide the required insurance coverage and implement the required security and risk management procedures.

Environmental

The recommendations in the Special Event Policy Framework support city-wide strategies including the Climate Emergency Response, Greenest City Action Plan, Transportation 2040, and the Renewable City Strategy. Many of the strategic directions in the special event policy framework are aligned with the Climate Emergency Response and Greenest City Strategy including: reducing community-based greenhouse gas emissions through a shift to green power and expansion of the green event program; reducing solid waste going to the landfill with the capacity building workshops; supporting the green economy and encouraging sustainable active transportation.

CONCLUSION

The Special Event Policy framework generally described in this report better aligns the City with municipal best practice, provides consistent processes and predictable funding sources for events. With over 600 special events occurring annually, millions of residents, visitors and spectators participate in art, culture, sport or recreation. This report recommends a series of coordinated measures for operational improvements and financial investments to enhance existing events and strengthens the contributions of the event community. The City's goal of equity and access in arts and culture is facilitated by reducing financial and administrative barriers that prevent community members from fully participating in cultural opportunities. The policy framework supports events of all sizes, acknowledging events establish a sense of community, foster creative expression and support Vancouver's reputation for liveability and diversity. If approved by Council, staff will work diligently to draft the detailed New Special Event Policy document and accompanying forms and legal agreement templates for City Manager approval prior to the end of Q4 2019.

* * * * *

Summary of Public Engagement

Over 400 members of the public and over 30 City staff participated and provided input to the Special Event Policy Framework.

GROUP	METHOD	NUMBER OF PARTICIPANTS
Public	Online survey Open House	65
Block party	Online Survey Open House	44
Community groups	Online Survey Workshop Open House Stakeholder Meetings	70
Non-profit organizations	Online Survey Workshop Open House Stakeholder Meetings	170
Event producers or local businesses	Online Survey Workshop Open House Stakeholder Meetings	56
Total		405

City Services for Operation and Public Safety

A wide range of city services go into supporting special events.

Event Operations

Creating a space for the event and keeping this invited attendees healthy and safe.

- VPD Traffic Control (TAs)
- VPD Foot Patrol & Crowd Patrol
- VPD Liquor License
- Engineering Traffic Ops (TSZs/Signage)
- Engineering Traffic Ops (event day)
- Engineering Sanitation - Pre/Post Event Sweeps
- Parks Operations – Rangers
- Emergency Response Zone (ERZ) - site & crowd medical designated zones
- Vancouver Fires & Rescue Service – repositioning for road closures
- Flaggers/ Traffic Control Personnel Crews & Traffic Management Plan implementation
- FASE Application and Permit Fees
- Park Board Permit Fees
- Engineering Operations admin fees

Event Public Safety

Preventing harm to attendees at or near the event by understanding global threats and risks.

- VPD Public Safety Unit
- VPD Heavy Vehicle Barrier Minders
- VPD C8 Rifle Ops
- VPD Marine
- Engineering Operations Heavy Vehicle Barrier Tandems and Drivers
- Engineering Sanitation – Search and Seal
- Engineering Transit Queuing and Crowd Management
- Joint Operations Centre (JOC) Deployment
- International Protected Person
- Engineering – public safety work orders

Event Category Descriptions

Special events are defined as an organized gathering that brings people together for the purpose of supporting or participating in a community, cultural, recreational, sport or other type of experience for a limited or fixed duration. Special events in Vancouver fall under the following categories:

Block Party is a small-scale event on a full or half block residential local street and brings neighbours together for a social activity.

Community Celebration is a community-based event focused around art, culture, entertainment, food, heritage, religion, or music. Community celebrations are primarily neighbourhood-focused with the exception of Canada Day and New Year's Eve which are major destination community celebrations. Examples are: Dance in Transit, Cambie Village Summer Sizzler, East Side Pride.

Festival is an event focused around art, culture, entertainment, food, heritage, religion, or music. Festivals range from local events to regional destinations. Examples are: Strawberry Festival, Powell Street Festival, Khatsahlano Street Party.

Parade (other than a designated Civic Parade) means a parade or procession of people, vehicles, animals or other which is mobile, travels all together and is based on a specified route with the event focused around art, community, culture, entertainment, and heritage. Examples: Parade of Lost Souls, Halloween Parade, Santa Claus Parade.

Sport and Recreation means an event that is focused around an athletic, sport or other physical activity, such as a walk, run, bicycle ride, swimming or for leisure, competitive or charitable purpose. Sport or recreation events often have similar features to parades as they are mobile and route-based. Examples are: Bike the Blossoms, Dragon Boat Regatta, Vancouver Sun Run.

Commercial means an event that is focused around promotion, marketing or advertising or selling a product, a corporation, a business, a brand or a good or service. Examples are: CIBC Aventura Tour, Burt's Bees Kisses for Bees, GMC/Hummer national tour.

Other means all non-event or non-permit event activities that do not classify as special events and/or do not qualify for an event permit. Examples include protests or demonstrations, and parking, loading, stopping, which are supportive or ancillary to a special events.

Other Designations

Civic Parade means a Council designated parade and are: Chinatown Spring Festival Parade, Vaisakhi Parade, Pride Parade and the Grey Cup Parade.

Civic Event means a Council designated event and are: Grey Cup Festival, Remembrance Day Service & Parade and Celebration of Lights.¹⁶

¹⁶ Beginning in 2001, the Celebration of Lights (formerly Symphony of Fire) received civic event status and the City covers all City service costs for the event.